

Public and Active Transport Committee

10 May 2023



Meeting will be held in the Council Chamber at Level 2, Philip Laing House
144 Rattray Street, Dunedin
[ORC Official YouTube Livestream](#)

Members:

Cr Alexa Forbes (Co-Chair)	Cr Tim Mephram
Cr Andrew Noone (Co-Chair)	Cr Gretchen Robertson
Cr Gary Kelliher	Cr Bryan Scott
Cr Michael Laws	Cr Alan Somerville
Cr Kevin Malcolm	Cr Elliot Weir
Cr Lloyd McCall	Cr Kate Wilson

Senior Officer: Pim Borren, Interim Chief Executive

Meeting Support: Liz Spector, Governance Support Officer

10 May 2023 11:00 AM

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2. APOLOGIES	
No apologies were submitted prior to publication of the agenda.	
3. PUBLIC FORUM	
Requests to speak should be made to the Governance Support team on 0800 474 082 or to governance@orc.govt.nz at least 24 hours prior to the meeting, however, this requirement may be waived by the Chairperson at the time of the meeting. No requests to speak were made prior to publication of the agenda.	
4. CONFIRMATION OF AGENDA	
Note: Any additions must be approved by resolution with an explanation as to why they cannot be delayed until a future meeting.	
5. DECLARATION OF INTERESTS	
Members are reminded of the need to stand aside from decision-making when a conflict arises between their role as an elected representative and any private or other external interest they might have. Councillor interests are published on the ORC website.	
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	This report outlines an approach to development of regional public and active transport connectivity strategy and its potential benefits and risks.	
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Public and Active Transport Committee MINUTES

Minutes of an ordinary meeting of the Public Transport Committee held in the Council Chamber, Level 2 Philip Laing House, 144 Rattray Street, Dunedin on Wednesday, 22 February 2023, commencing at 9:30 AM.

PRESENT

Cr Alexa Forbes (Co-Chairperson)
Cr Andrew Noone (Co-Chairperson)
Cr Gary Kelliher (online)
Cr Kevin Malcolm
Cr Lloyd McCall
Cr Tim Mephram
Cr Gretchen Robertson
Cr Alan Somerville
Cr Elliot Weir
Cr Kate Wilson

1. WELCOME

Co-Chairperson Forbes welcomed Councillors, members of the public and staff to the meeting at 9:40 am and led the meeting in a karakia. Staff present included Pim Borren, (interim Chief Executive), Nick Donnelly (GM Corporate Services), Richard Saunders (GM Regulatory and Communications), Amanda Vercoe (GM Governance, Culture and Customer), Liz Spector (Governance Support), Lorraine Cheyne (Manager Transport), Julian Phillips (Implementation Lead - Transport), Doug Rodgers (interim Manager Transport, contractor).

2. APOLOGIES

Resolution: Cr Noone Moved, Cr Wilson Seconded:

That the apologies for Cr Laws, Cr Scott be accepted.

MOTION CARRIED

3. CONFIRMATION OF AGENDA

The agenda was confirmed as presented.

4. PUBLIC FORUM

No requests to speak under Public Forum were received.

5. CONFLICT OF INTEREST

No conflicts of interest were advised.

6. MATTERS FOR CONSIDERATION

6.1. Public Transport Patronage report

This report updated the Committee on the year-to-date performance of its public transport (bus and ferry) and total mobility services, for the first 6 months of the 2022/23 Financial Year, 1 July 2022 to 31 December 2022. Doug Rodgers (interim Manager Transport, contractor), Lorraine Cheyene (Manager Transport) and Julian Philips (Implementation Lead Transport) were present to respond to questions about the report.

Following questions and a discussion of the report, Cr Noone moved:

Resolution PAT23-101: Cr Noone Moved, Cr Wilson Seconded

That the Committee:

- 1) **Notes** this report.
- 2) **Requests** the CEO and Chairs of the Public and Active Transport Committee meet and develop strategic KPIs for Public Transport reporting to be presented to Council for adoption with the Annual Plan.

MOTION CARRIED

Cr Noone left the meeting at 10:29 am.

6.2. Palmerston route patronage report

This report was provided to update the Committee on the success of route 1 changes implemented in May 2022 (Dunedin to Palmerston) to date. Doug Rodgers (interim Manager Transport, contractor), Lorraine Cheyne (Manager Transport) and Julian Philips (Implementation Lead Transport) were present to respond to questions about the report.

Following Councillor questions about how costs and revenue for trips were calculated, and if there was a way to make concessions for Gold Card Users to use the route during weekend trips, Cr Wilson noted it would be useful to have measures for carbon footprint reduction. Staff agreed to follow up on the questions.

Cr Wilson then moved:

Resolution PAT23-102: Cr Wilson Moved, Cr Somerville Seconded

That the Committee:

- 1) **Notes** this report.
- 2) **Notes** that a further staff report will be provided showing the performance of the service in 12 months.

MOTION CARRIED

6.3. Unit 5 Public Transport Contract Extension

This report sought the Committee's recommendation to Council for approval of a variation to the existing passenger transport service contract "Unit 5 Southern Routes", extending the expiry date from Sunday 30 June 2023 to 30 June 2024 as well as introducing certain service level changes. Doug Rodgers, Lorraine Cheyne and Julian Philips were present to respond to questions.

Cr Wilson enquired if approving the variation request would have a budget impact to the current Annual Plan work and Mr Phillips said there was no impact as the cost was the same as being paid currently, merely extended for a slightly longer period.

There were no further questions and Councillor Malcolm moved:

Resolution PAT23-103: Cr Malcolm Moved, Cr Wilson Seconded

That the Public and Active Transport Committee:

- 1) **Notes** this report.
- 2) **Notes** that Council previously approved a service level variation to route 77 weekday peak frequencies and coverage and the addition of a weekday peak express service.
- 3) **Recommends Council approval** of a variation to the Unit 5 Southern Routes passenger transport services contract expiry date, from 30 June 2023 to 30 June 2024, which will incorporate the previously approved service level variation.
- 4) **Recommends Council to authorise** the Chief Executive to sign the variation on behalf of Council.

MOTION CARRIED

6.4. Queenstown Public Transport Business Case Progress

This report informed Councillors of the progress and status of the Queenstown Public Transport Business Case (QPTBC), including the scope of works, the partner and stakeholder engagement approach, project timeframes, and proposed requirements of Councillors and the Public and Active Transport Committee. Doug Rodgers, Lorraine Cheyne, and Julian Philips were present to respond to questions.

Councillors asked questions about how to integrate active transport into the QPTBC, allowing users to bicycle to a point, and securely store the bikes at a location prior to boarding a bus or ferry. Mr Rodgers indicated all transport choices will be embedded into the plan. Interim Chief Executive Pim Borren also said the Business Case will cover every aspect of transport and how they interact. Mr Rodgers noted that active travel was not included as part of the original plan and Cr Forbes asked that staff ensure it is included and that the public be able to engage on this option.

Following a further discussion, Cr Wilson moved:

Resolution PAT23-104: Cr Wilson Moved, Cr Weir Seconded

That the Committee:

- 1) **Notes** this report.
- 2) **Notes** Otago Regional Council has endorsed the QPTBC scope.
- 3) **Notes** the project is to address what the Queenstown public transport system will look like over the next 30 years taking into consideration future growth, and relevant policies and plans, including the Government's Emission Reduction Plan. It will set out funding required for the 2024 - 2034 Long-Term Plan funding period and beyond.
- 4) **Notes** the approach to engagement with partners, stakeholders, and the wider community.
- 5) **Notes** the project timeframes with the project to be complete by Q4 2023.

MOTION CARRIED

Cr Noone returned to the meeting at 11:03 am.

6.5. Queenstown Public Transport Business Case - Engagement Plan

This report was provided to seek the Committee's recommendation for Council approval for the Stage 2 Engagement Plan for the Queenstown Public Transport Business Case currently underway. Doug Rodgers, Lorraine Cheyne, and Julian Philips were present to respond to questions about the report.

Cr Wilson asked for assurance that a park and ride facility that provided for passenger vehicles as well as bicycles was included. Mr Rodgers said they would be. Cr Noone noted that the financial considerations noted in the report indicated the ORC was tracking within the expected budget. He asked if the LTP provided for assumption and funding requirements for this project. Nick Donnelly (General Manager Corporate Services) said as the results of the business case were not known at the time of the LTP adoption, there were only placeholders for the project in the LTP.

Cr Weir asked how the engagement would be undertaken to allow all the community to participate. Interim CE Pim Borren noted that General Manager Governance, Culture & Customer Amanda Vercoe was currently leading a project on how best to engage. He said this work would help the ORC understand best practices for engagement and to put them into effect.

Cr Wilson then noted that expansion of Public Transport into the regions provides an opportunity for Council. She noted the growth experienced by the Queenstown area was also felt in Cromwell and other communities and there should be the potential to include the region with a wider scope. Mr Rodgers said expanding this Business Case into a more regional effort

wasn't possible at this time, however he noted if the engagement received raises this issue, the ORC should be obligated to follow up.

There were no further questions, and Cr Malcolm moved:

Resolution PAT23-105: Cr Malcolm Moved, Cr Wilson Seconded

That the Public and Active Transport Committee:

- 1) **Notes** this report.
- 2) **Recommends Council Approval** of the Engagement Plan.

MOTION CARRIED

7. CLOSURE

There was no further business and Co-Chair Forbes declared the meeting closed at 11:23 am.

Chairperson

Date

DRAFT MINUTES

Action Register

Search Criteria

Showing Completed Items: No

Applied Filters

Meeting Types: Public and Active Transport Committee

Generated By: Liz Spector

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Document	Item	Status	Action Required	Assignee/s	Action Taken	Due Date
Public and Active Transport Committee 2023.02.22	OPS2259 Public Transport Patronage report	Assigned	The CEO and Co-chairs of the Committee shall meet and develop strategic KPIs for public transport reporting, and present to Council for adoption with the Annual Plan 2023/24. PAT23-101	Councillor, Councillor, General Manager Regulatory and Communications, Interim Chief Executive		30/06/2023

8.1. Public and Active Transport Operating Environment

Prepared for:	Public and Active Transport Comm
Report No.	OPS2312
Activity:	Transport: Public Passenger Transport Transport: Transport Planning
Author:	Lorraine Cheyne, Transport Manager
Endorsed by:	Pim Borren, Interim Chief Executive
Date:	10 May 2023

PURPOSE

- [1] The purpose of this report is to summarise current transport policy and planning issues for committee members.

EXECUTIVE SUMMARY

- [2] This report draws members' attention to recent transport policy and operating environment developments, including:
- **Government Transport Investment Reprioritisation:** which cancels or changes the scope of some previous spending commitments in relation to transport greenhouse gas emissions reduction and speed management.
 - **Land Transport Management (Regulation of the Public Transport) Amendment Bill:** On 28 March the Land Transport Management (Regulation of Public Transport) Amendment Bill was introduced to the House. Primarily the Bill proposes to establish a Sustainable Public Transport Framework to replace the Public Transport Operating Model (PTOM). The new framework proposes to enable Regional Council to change its approach to planning, procurement, and regulation of public transport services.
 - **Climate Change Commission's draft Advice to inform the strategic direction of the Government's second Emissions Reductions Plan:** with public consultation opening on 26 April 2023 on this comprehensive 220-page document, it has only been possible to provide a preliminary update in this report. The Government set its emissions budgets through to 2035 and released the first emissions reduction plan in 2022. The Commission's current advice is intended to guide the strategic direction of policies to meet the second emissions budget (2026- 2030).
 - **Draft electric vehicle (EV) charging strategy, *Charging Our Future*:** consultation opened on 22 March 2023 on *Charging Our Future* New Zealand's draft Electric Vehicle (EV) charging strategy. The primary focus of the draft EV charging strategy is on the light vehicle fleet.
 - **Recent Climate Change Emergency Fund (CERF) transport initiatives:** currently there are two developments of interest to ORC. The first is the invitation to Public Transport Authorities (PTAs) for applications for that will accelerate decarbonisation of the public transport bus fleet. The second is an invitation from Waka Kotahi to PTAs to opt-in to an electricity grid demand study for their region to understand where electrical capacity may be a constraint to the deployment of electric buses.
 - **First Union notification of approval to initiate bargaining** for an agreement under the Fair Pay Agreements Act 2022.
- [3] Regional Council transport planning, policy and investment will potentially be impacted by any and/or all the matters listed above.
-

RECOMMENDATION

That the Public and Active Transport Committee:

- 1) **Notes** this report.

BACKGROUND AND DISCUSSION

Government Transport Investment Reprioritisation

- [4] On 13 March, the Prime Minister announced a package of changes to previous spending commitments with the aim of “freeing up more government bandwidth and money to focus on the cost of living”. Specific actions include:
- Stopping the clean car upgrade scheme, where households can scrap their old cars in return for a grant for a cleaner vehicle or to pay for public transport.
 - Refocusing the goal of increasing and improving public transport (as an alternative to driving) to the five main centres of Auckland, Hamilton, Tauranga, Wellington and Christchurch.
 - Significantly narrowing the speed reduction programme to focus on the most dangerous 1% of state highways, and ensuring Waka Kotahi are consulting meaningfully with affected communities. Targeted reductions will continue in areas immediately around schools and marae and in small townships through which a state highway runs.
 - Stopping the social leasing clean car scheme for low-income families.
- [5] With respect to public transport investment in Otago, the Government’s announcement does not mean that additional public transport investment in Dunedin and Queenstown comes to a stop. The recent (March 2023) Waka Kotahi Arataki Regional Direction paper for Otago states that to meet national emissions targets, required reductions of forecast light vehicle kilometres travelled (VKT) in 2035 are 16% (for Dunedin) and 12% (for Queenstown). ([Ōtākou – Otago | Waka Kotahi NZ Transport Agency \(nzta.govt.nz\)](https://www.nzta.govt.nz/otakou-otago)). To help meet these targets, the document provides the following direction:
- “Improve and expand public transport services, including exploring the potential for new and emerging technologies, such as on-demand services, to improve access to social and economic opportunities.”*
- [6] As this is Waka Kotahi’s own directional statement ORC will continue to progress its planned public transport services improvements – in Dunedin, Queenstown and elsewhere in the region – both to improve access to economic / social opportunities and deliver against government VKT reduction targets. In Queenstown, the key concern is the future funding of the Public Transport Business Case (QPTBC) as this work is currently defining a credible and costed package of public transport improvements which can deal with growth pressures in the next few years, as part of a longer term (30-year) investment strategy which supports the spatial plan.
- [7] Further to the Government’s transport investment reprioritisation announcement, on Wednesday 05 April, the Waka Kotahi Director of Land Transport set default deadlines for preparing speed management plans:
- 05 October 2023:* publication of any consultation draft speed management plan; and
 - 29 March 2024:* final draft speed management plan publication for certification.

- [8] There is a clear impact on alignment with local council speed management plans. The Waka Kotahi Programme Director for speed management has written to all councils to emphasise that, whilst recent change in government policy priorities has impacted timelines for developing and sharing a first draft of their plan, it has not changed a commitment to prioritising engagement with our partners.
- [9] In the meantime, Waka Kotahi advises that key focuses from their Interim State Highway Speed Management Plan, includes schools/kura, marae, townships, and intersection speed zones. They promise continuing engagement with councils on these elements, and wider speed management activity such as infrastructure improvements and safety cameras.
- [10] Further developments affecting the development of speed management plans will be reported to the Regional Transport Committee, which has the responsibility to adopt the Regional Speed Management Plan.

Land Transport Management (Regulation of Public Transport) Amendment Bill (*Sustainable Public Transport Framework*)

- [11] The Land Transport Management (Regulation of Public Transport) Amendment Bill as introduced to the house on 28 March 2023, amends the Land Transport Management Act 2003 to establish the Sustainable Public Transport Framework (SPTF), which is replacing the Public Transport Operating Model (PTOM).
- [12] The SPTF is a new framework for the planning, procurement, and delivery of public transport services – and proposes new objectives prioritising mode shift, fair and equitable treatment of employees, and improved environment and health outcomes. The Bill embeds these objectives in regulation of public transport, and performance of relevant functions by Regional Councils and Waka Kotahi New Zealand Transport Agency.
- [13] The Bill enables Regional Councils to operate public transport services in-house or to continue outsourcing to private companies. The current requirement for a local authority interest in public transport services to be held in a council-controlled trading organisation is removed. Regional Councils will therefore have greater flexibility to directly own public transport assets, such as buses, ferries, and depots.
- [14] The Bill proposes a new requirement for openness and transparency in relation to operating costs, service performance, vehicles / vessels used to deliver services, aggregate employee terms and conditions, and financial performance of operators.
- [15] The Bill establishes a requirement for Regional Councils and Territorial Authorities to prepare Regional Public Transport Plans (RPTPs) in collaboration, and to identify infrastructure necessary to support public transport services. The existing requirement, that Regional Councils and Territorial Authorities collaborate to deliver public transport services and infrastructure necessary to meet the needs of passengers, is reinforced.
- [16] The Bill expands the definition of public transport to include unscheduled (“on-demand”) public transport services and shuttle operations. This change enables Regional Councils to provide any form of passenger transport service through any mode, other than air transport, whether delivered to a timetable or not. Regional Councils can procure, contract, and deliver on-demand services separately to timetabled services.
- [17] The Bill proposes to increase the minimum notice period to withdraw exempt services that have been identified as integral in a regional public transport plan—to give Regional Councils an opportunity to establish a replacement service. The process, used by Waka

Kotahi to inform a decision to add or remove an exemption if the Minister or Regional Council requests it, is clarified.

- [18] The Bill expands the scope of exempt services to include commercial on-demand services and commercial shuttle services. The Bill allows operation of some exempt on-demand services, and all exempt shuttle services, without being registered with the Regional Council.
- [19] A copy of the Bill can be found here: [Land Transport Management \(Regulation of Public Transport\) Amendment Bill](#).

Draft EV Charging Strategy

- [20] The Ministers of Transport (MoT), Energy and Resources and the Ministry of Business, Innovation and Employment (MBIE) are consulting on a draft Electric Vehicle (EV) charging strategy. Impetus for the strategy is given due to the fact that light EV ownership is ahead of projected levels in New Zealand, and because the technological environment for EVs is considered to be dynamic. The draft strategy is of primary relevance to light EVs, and of note are proposed actions such as to *“Provide additional government support (financial or otherwise) to assist the planning and installation of public charging infrastructure that specifically meets the needs of rural communities”*
- [21] The strategy has less bearing for the public transport fleet as strategy although will become more relevant to heavy road transport, including buses, over time as it even proposes research into the present and future system-wide charging needs for heavy vehicles, planes, trains, and ships. Notwithstanding, due to the Government’s requirements for zero emission buses (ZEBs) by 2035, work on decarbonising the fleet continues to progress utilising contract management and the Carbon Emission Reduction Fund (CERF) initiatives, including Waka Kotahi’s studies, also discussed in this report.
- [22] The consultation is open until 11 May 2023 and the documentation can be found here: <https://consult.transport.govt.nz/>

Climate Change Commission’s draft Advice

- [23] In 2022 Government's first Emissions Reduction Plan was developed following advice from the Climate Change Commission (CCC). For the transport sector it introduced a range of obligations for regional and local government to address, most notably vehicle kilometres travelled (VKT) reductions for Tier 1 and 2 urban environments. While the second emissions budget for 2026 to 2030 has been set, in the CCC has now provided independent, evidence-based, system-wide advice to Government on the strategic direction of its Emissions Reduction objectives in Budget 2.
- [24] This advice was released on 26 April 2023. The ‘headline’ item from the advice is that New Zealand is relying too much on planting trees to soak up greenhouse gas (GHG) emissions. Chapter 11 of the advice address transport and identifies the major opportunity in New Zealand to decarbonise by shifting how New Zealanders move by supporting investment in walking cycling and public transport infrastructure. It is a comprehensive 220-page document, and it has not been possible to provide a written synopsis in time for this Committee. A verbal update will be provided to the Committee, with more reporting to come to Council on the overall implications.
- [25] A link to the Commission's advice can be found here: [2023 Draft Advice to inform the strategic direction of the Government's second emissions reduction plan](#).

Climate Emergency Response Fund (CERF) & Grid Demand Study

- [26] In Budget 2022 the Government agreed to provide \$136.95 million over 12 years to support decarbonisation of the public transport bus fleet. As part of this, Waka Kotahi has invited applications from Public Transport Authorities for funding from the Climate Emergency Response Fund to support initiatives that will accelerate decarbonisation of the public transport bus fleet. Applications are open until 23 June 2023, and the fund parameters are:
- Investment must be for initiatives or activities that would not otherwise be funded through the NLTF.
 - Funding will only support an initiative or activity for the duration of the timeframe of the fund, i.e., through to the end of FY34. Any funding overhang, such as ongoing contract variation payments to operators, will be the responsibility of the PTA and any approved support via the NLTF at that time.
 - Funding may be utilised to pay for either operating expenditure or capital expenditure.
 - PTAs will be required to co-fund initiatives at existing funding assistance rates (FAR), however, exceptions may be made if they can be proven to deliver better outcomes, such as a faster decarbonisation outcome.
- [27] Approved funding will be either in the form of operating expenditure or capital expenditure. ORC intends to discuss with Waka Kotahi the opportunity to apply to the fund.
- [28] Additionally, Waka Kotahi is offering PTAs the opportunity to opt-in to an electricity grid demand study for their region to understand where electrical capacity may be a constraint to the deployment of electric buses. The purpose of the studies is to assist PTAs better understand the potential costs and timeframes associated with the deployment of electric bus fleets in their regions.
- [29] The grid demand studies are being funded from the CERF, and it is expected that Waka Kotahi will confirm a supplier by early May and commence the study with the first region soon after.
- [30] ORC has elected to opt-in to the Grid Demand Study.

First Union notification of approval to initiate bargaining

- [31] By law Fair Pay agreements cover every worker and employer in an industry or occupation.
- [32] Council is not a party to the bargaining for the Fair Pay Agreement for bus drivers, however, it is important to note that this action will be proceeding. The nature and scope of the negotiations is likely to include bus driver working conditions such as split-shifts and penal rates.
- [33] While it is expected that bargaining will take time, the outcomes of the agreement reached will have implications for Council's on-going public transport operations costs.

CONSIDERATIONS**Strategic Framework and Policy Considerations**

- [34] Future investment in public transport planning, procurement and service provision will need to be consistent with the aims and objectives of:
- New legislation as it is passed into law.
 - The strategic direction of Government's policies and plan for carbon reduction in the transport sector; and

- The funding and financial regime governing transport investment.
- [35] Council's key transport funding policy and investment plans will reflect be amended and adapted to respond to the changes in the transport operating environment as and when appropriate. Those documents being the
- Regional Land Transport Plan (RLTP);
 - Regional Public Transport Plan (RPTP); and
 - Long Term Plan (LTP).
- [36] Similarly speed management proposals will need to be included in the RLTP and Long-Term Plans of Territorial Authorities.

Financial Considerations

- [37] There are no direct financial considerations as this report is for information only. All of the policy and operating environment developments could have financial implications, and these will be reported to Council as these become known.

Significance and Engagement Considerations

- [38] This report is for information only and does not require public consultation and engagement

Legislative and Risk Considerations

- [39] This report deals with changes to the Land Transport Management Act (LTMA), which will impact on how Regional Council plans, procures and delivers public transport services.
- [40] Speed management policy remains under the Land Transport Rule: Setting of Speed Limits 2022.

Climate Change Considerations

- [41] There are no direct climate change impacts. However, the report highlights issues with government policy which are impacting on the balance of transport investment across the climate change portfolio. It is noted that the investment is both from the National Land Transport Fund (NLTF) and other.

Communications Considerations

- [42] There are no communication considerations.

NEXT STEPS

- [43] Further reporting to Council and Committees on:
- Progress of the Land Transport Management (Regulation of Public Transport) Amendment Bill;
 - Understandings from the Climate Changes Commission's draft advice and the direction of Government's second Emissions Reduction Plan;
 - Applications and developments in ORC's Climate Change Emergency Funded activities, as well as the outcomes of a Grid Demand Study for the Otago Region (Waka Kotahi led); and
 - Outcomes and implications from First Union Fair Pay Bargaining.

ATTACHMENTS

Nil

8.2. Public Transport Network Performance Report March 2023

Prepared for: Public and Active Transport Comm

Report No. OPS2311

Activity: Transport: Public Passenger Transport

Author: Julian Phillips, Implementation Lead; Gemma Wilson, Operations Analyst

Endorsed by: Pim Borren, Interim Chief Executive

Date: 10 May 2023

PURPOSE

- [1] To update the Committee on the year-to-date (YTD) performance of its public transport (bus and ferry), for the period from 1 January 2023 to 31 March 2023 of the 2022/23 Financial Year (FY).
- [2] The report also compares performance to date in the current FY with previous years and aligned third quarter data.

EXECUTIVE SUMMARY

- [3] In Dunedin, FY 2022/23 patronage is higher, at 2,026,232 trips (+18% overall), than for FY 2021/22.
- [4] Comparing FY 2022/23 with pre-COVID FY 2018/19, Dunedin patronage is lower by 3%. Patronage bottomed out in 2019 at 1,899,746 trips that year.
- [5] This shows a strong recovery from COVID disruption and continued popularity of the network despite reduced service levels.
- [6] Reduced timetables were introduced across the network in July 2022. Statistics for missed trips are included in this report. The Dunedin network returned to the full timetable on February 1st, 2023. The Queenstown network will return to a full timetable on 1 June 2023.
- [7] Patronage continued to grow despite having less buses servicing the routes.
- [8] FY 2022/23 fare revenue for Dunedin is higher (+22%) than for FY 2021/22, a result of the higher patronage.
- [9] Comparing YTD 2022/23 with pre-COVID YTD 2018/19, Queenstown patronage has decreased by 20%. 2018/19 was last full year before the impacts of COVID were felt.
- [10] For Queenstown FY 2022/23, patronage is recovering very well², growing 54% overall, compared to FY 2021/22. This has been driven primarily by the return of tourism.

- [11] From 1 January 2023 to 31 March 2023, the Dunedin network experienced an average of 59 missed trips per day from a total of 76,188 trips for the period.
- [12] Driver shortages in the latter half of this period had an impact on the number of cancelled trips. This has steadily improved over April and is down to an average of 32 cancelled trips per day.
- [13] The total number of missed trips for Dunedin during this period was 5,204, or 6.5% of trips operated.
- [14] From 1 January 2023 to 31 March 2023, the Queenstown network experienced an average of 34 missed trips per day across 18,943 trips.
- [15] Whilst cancelled trips were high early in this three-month period they are steadily reducing as more drivers are employed. We are working with the operators to ensure that this recruitment and move to sufficient numbers to cover sick leave and annual leave are in place.
- [16] The total number of missed trips in Queenstown for this period was 3143, or 16.4% of trips operated. This number is inflated due to one month (January) being 33% during the worst of the driver shortages. For the month of March 2023, this is now down to 6.4%. Additional drivers have been recruited for the region and are currently completing training to be rolled out shortly.
- [17] To 31 March 2023, Otago has 96328 registered Bee Card users. This is an increase of 8149 cards since the end of December 2022. An increase of 9.2%.
- [18] 189875 Bee Cards have been issued and distributed in Otago, which equates to more than three-quarters of the combined population of Dunedin and Queenstown.
- [19] The Department is examining options for Real Time Information (RTI) tracking system, to improve the accuracy and provide a simpler method to extract data for reporting.
- [20] The Queenstown Ferry service is also included in this report, comparing FY 2022/23 to FY 2021/2022. Fare revenue has increased by 485% to \$693,958. Patronage has increased by 104% to 78,160. The reason for the revenue increase being more substantive than the patronage is a revised fare/concessions structure.

RECOMMENDATION

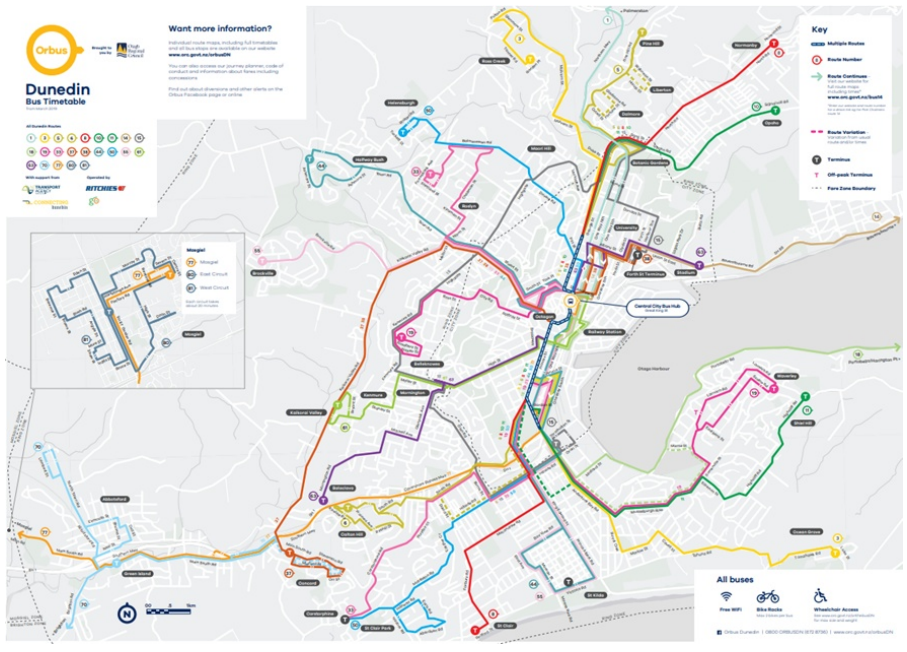
That the Public and Active Transport Committee:

- 1) **Notes** this report.

BACKGROUND

- [21] Council (ORC) contracts public transport services in Dunedin and Queenstown to two transport operators; Ritchies and Go Bus. Network coverage is shown in Figures 1 and 2 (larger versions are in attachments).
- [22] Each Transport Operator is contracted to operate 'PTOM Units' (each unit being a collection of routes contracted to an operator, as defined by the 2014 Regional Public Transport Plan. PTOM stands for Public Transport Operating Model).
- [23] There are 7 Units in total, 2 in Queenstown, both operated by Ritchies; and 5 in Dunedin, operated by both Ritchies and Go Bus.
- [24] As can be seen in Figure 1, the Dunedin network comprises 23 routes that extend to Palmerston in the north and Mosgiel in the west.
- [25] In FY 2021/22, the Dunedin network carried 2,367,099 passengers. This is 13% lower than FY 2020/21 (2,706,470) and 7% lower than the last pre-COVID period FY 2018/19 (2,548,330).
- [26] In 2022/23, YTD patronage in Dunedin is higher, at 2,026,232 trips (+18% overall), than for FY 2021/22. The LTP has a target for Dunedin to increase patronage in 2022/23.
- [27] The Queenstown network comprises five routes that extend to Arrowtown in the east to Jack's Point in the south (see Figure 2).
- [28] In FY 2021/22, the Queenstown network carried 806,820 passengers. This is 9% lower than FY 2020/21 (889,063) and 45% lower than the last pre-COVID period FY 2018/19 (1,468,057).
- [29] In FY 2022/23, YTD patronage is significantly higher, at +54% overall, compared to FY 2021/22. As for Dunedin, the LTP has a target for Queenstown to increase patronage in 2022/23.

[30] Fig 1. Dunedin Network



[31] Fig 2. Queenstown Network



[32] The following report summarises patronage trends across both networks, comparing the FY 2022/23, being the YTD period 1st July 2023 to 31st March 2023, to FY 2021/22 - with a comparison to the last pre-COVID period, which is FY 2018/19.

It also provides information on the Total Mobility scheme. Trip cancellation data is also reviewed, in the context of recovering levels of missed trips caused by driver shortages.

DISCUSSION

PUBLIC TRANSPORT – DUNEDIN

- [33] In Dunedin, the impacts of driver shortages, and to a lesser extent COVID-19, effect patronage less each month and the service is in a recovery phase.

- [34] Revenue and budgeting assumptions for the Dunedin network are impacted by COVID-19 and the ongoing \$2 fare trial in Dunedin. Although the impact of COID has lessened over the past period.

- [35] For FY 2022/23, Dunedin is tracking at 118% of patronage levels when compared to FY 2021/22.

- [36] Comparing YTD 2022/23 against YTD 2018/19 (the last pre-COVID-19 period), Dunedin is tracking at 7% ahead of 2018/19 patronage levels.

- [37] Patronage has continued to increase and is comfortably exceeding pre-covid levels. Whilst missed trips due to driver shortages have decreased in Dunedin. There is an identified risk that whilst operators have enough drivers to service the full timetable in Dunedin, there is little excess capacity on some routes, and it remains vulnerable.

- [38] As Figure 3 shows below, since November 2022, patronage has recovered to the point that it has exceeded the equivalent pre-COVID period of 2018/19.

The monthly patronage for March 2023 exceeded the patronage for March 2022 by 78,000 patrons.

Fig 3. Dunedin Patronage Calendar year

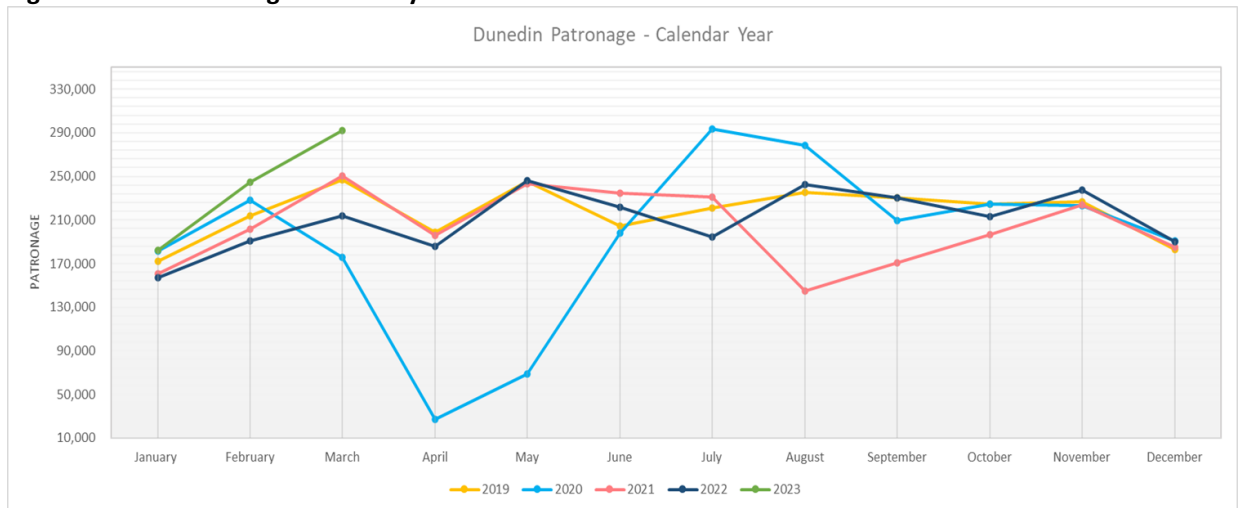
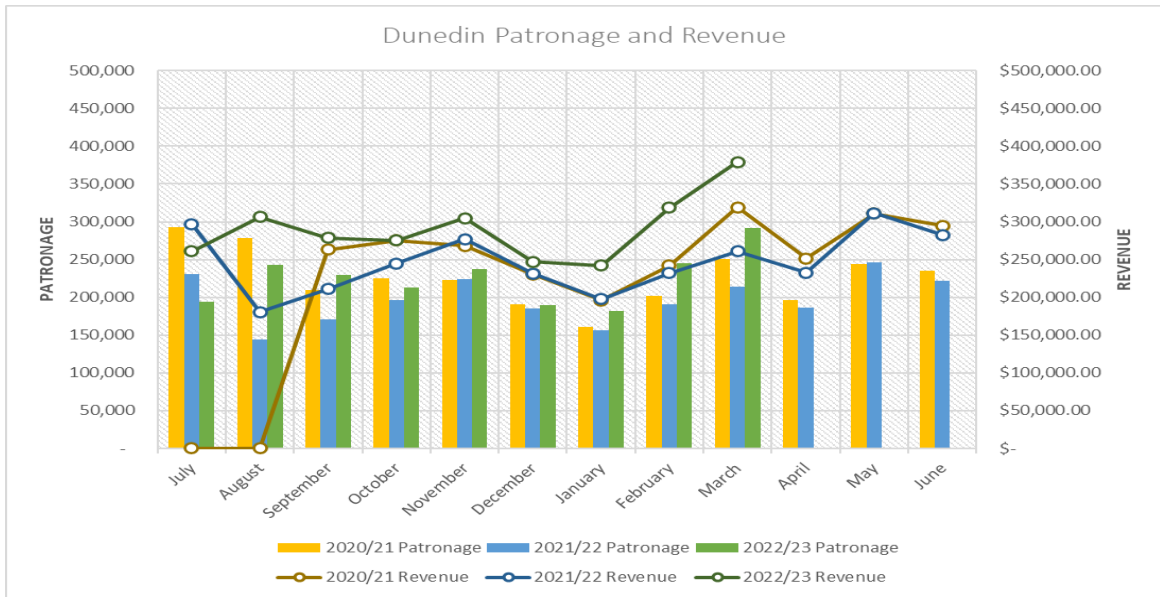
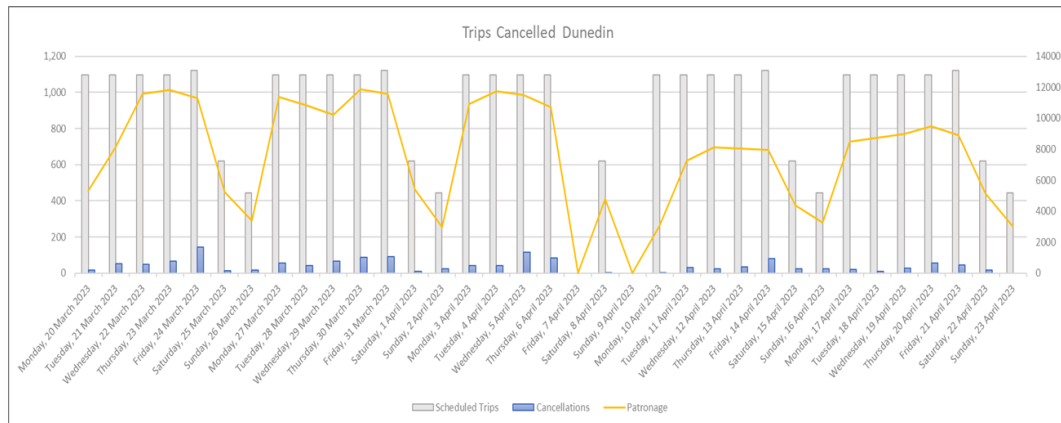


Figure 4: Dunedin Patronage statistics Financial Year 2022/23 to date



- [39] The level of missed trips has significantly lowered since the last patronage report. Since the last report driver numbers have increased and the relaunched full timetable for the Dunedin network has settled down.
- [40] From 1 January 2023 to 31 March 2023, the Dunedin network experienced an average of 61 missed trips per day across approximately 1100 trips. This data is summarised in Figure 5.
- [41] The return to the full timetable increased the level of missed trips for a short period. The Dunedin network is showing 7% missed trips.
- [42] The Queenstown network is recovering for a serious shortage of drivers. The operator responded to the resourcing challenge by using a FIFO approach from other centres. The impact of this was almost immediate with the network missed trips dropping to a recent low of 1%. This is shown in Figure 6.
- [43] The total number of missed trips for Dunedin during the period 1 January to 31 March was 5052, or 7.3% of trips operated. The number of missed trips on the full timetable is reducing from a high point of 19% in February.
- [44] Figure 5 tracks daily missed trips for the Dunedin network. This shows a steady decline in missed trips.

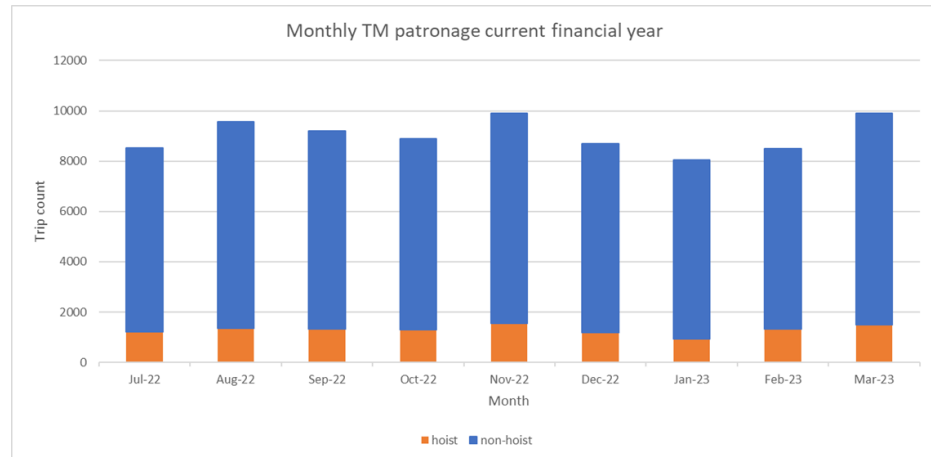
[45] **Fig 5. Missed Trips – Dunedin Network – January – March 2023**



[46] **Total Mobility**

- a. Total Mobility is a nationwide scheme, administered by Regional Councils, that provides subsidised travel to help people who are unable to access public transport due to impairment. This operates through a swipe card which subsidises taxi travel by 75%, to a maximum of \$37.50 subsidy in Otago.
- b. Figure 6, below, shows 2022/23 patronage, whereby ‘Trips’ includes ‘Hoist’ trips. ‘Hoist’ refers to those customers that require a wheelchair accessible vehicle to travel, for which suppliers receive a separate reimbursement.
- c. For the 9 months shown below, the mean monthly number of trips per month was 9022 (23.0% increase from previous financial year) and, on average, 1293 required the use of a hoist (a 32.6% increase).
- d. 83.9% of trips take place in Dunedin and Mosgiel, followed by 12.1% in Oamaru, 2.6% in Wanaka, 1.3% in Queenstown, and 0.1% in Balclutha.

e. **Figure 6. Total Mobility patronage**

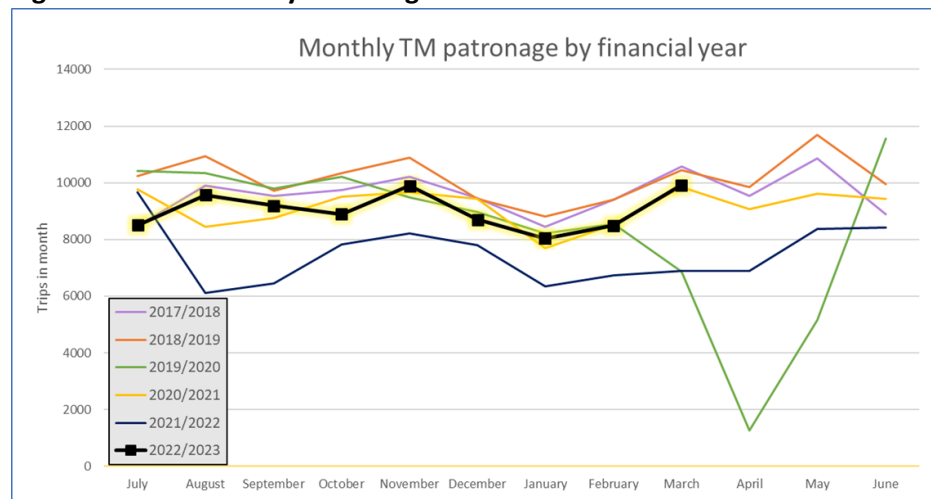


f. The Total Mobility subsidy was 50% until April 2022, being increased to 75% as part of the government’s reduced fare subsidies for public transport. For Total Mobility, this fare reduction is now permanent.

g. Under these conditions, trip numbers have returned to pre-Covid levels.

h. Figure 7 compares monthly TM patronage each financial year since 2017/18.

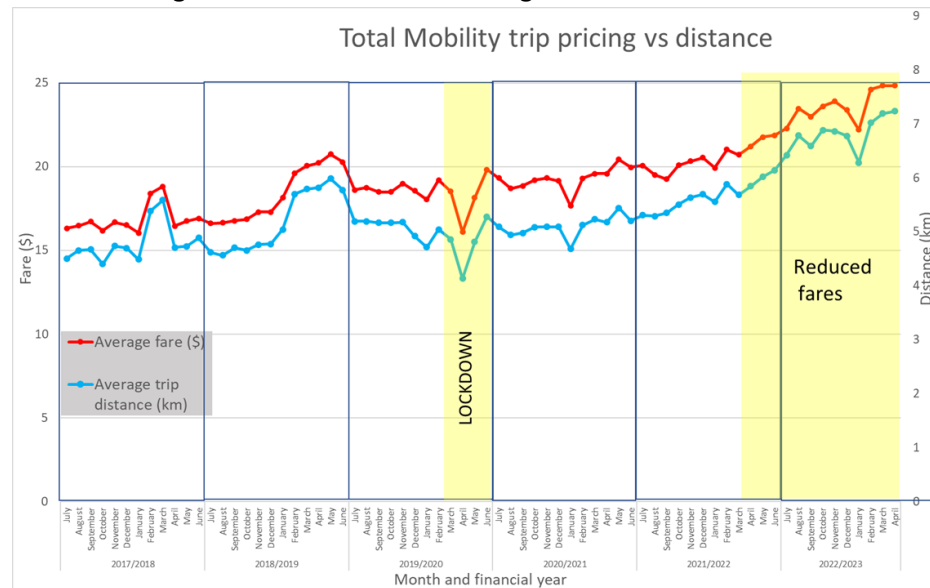
i. **Figure 7. Total Mobility Patronage**



j. Figure 7: Total Mobility patronage for first 6 months of financial year, compared to previous years.

k. A similar trend is evident for hoist trips (Total Mobility trips in which a wheelchair hoist or ramp is deployed). These represent 14.3% of Total Mobility patronage this financial year, an increase from 13.3% in the same period last year.

- l. Patronage figures do not, however, show the full effect of reduced fares. In addition to the recovery in trip numbers, average trip lengths have increased, which has driven an increase in average trip prices from c.\$20 to as high as \$24. This is shown in Figure 8.



- m.
n. **Figure 8: Total Mobility pricing and trip distance trends**

- o. Transport staff are working on contract renewals for our Total Mobility operators, and looking to support interested operators who wish to apply for funding to install wheelchair hoists, especially in Dunedin where there is a clear shortage, and potentially in Queenstown and Wanaka where no wheelchair hoists are in operation.

PUBLIC TRANSPORT – QUEENSTOWN

- [47] In Queenstown, the lingering impacts of significant localised driver shortages had a negative impact on the ability to operate the reduced timetable that is currently in place. However, the operator has implemented a FIFO system of resourcing and missed trips have significantly reduced for this period.
- [48] For FY 2022/23, Queenstown shows an increase of 54% of patronage compared to FY 2021/22.
- [49] Comparing FY 2022/23 against FY 2018/19 (the last pre-COVID-19 period), Queenstown is tracking at 80% of patronage levels from pre-COVID-19.
- [50] From 1 January 2023 to 31 March 2023, the Queenstown network experienced an average of 35 missed trips per day across 18,943 trips.
- [51] The number of missed trips in Queenstown has steadily decreased since 1 February. Additional resources placed by the operator from this time has

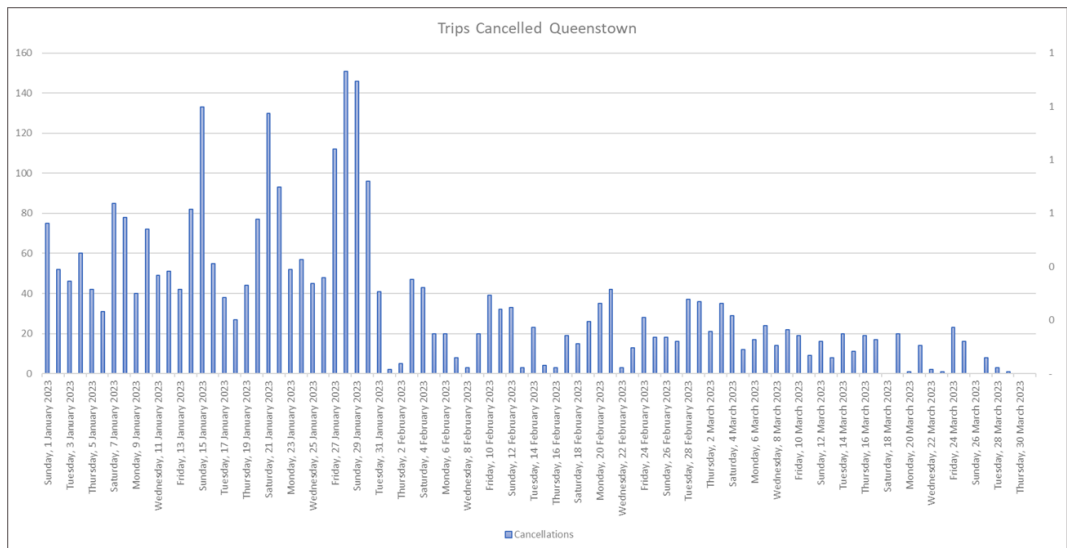
reduced missed trips from a high point of 63% in January to more recently where missed trips are less than 5% and, on many occasions, zero.

[52] The total number of missed trips from 1 January 2023 to 31 March 2023, was 3143, or 34% of trips operated. This figure is skewed by the high level of cancellations through January and part of February.

[53] Figure 9 tracks daily missed trips, which show a clear trend downwards from the end of January 2023 as the operator provided more drivers to the network.

[54] Having peaked at 53% for the weekday service, the proportion of trips not serviced is averaging now 4%.

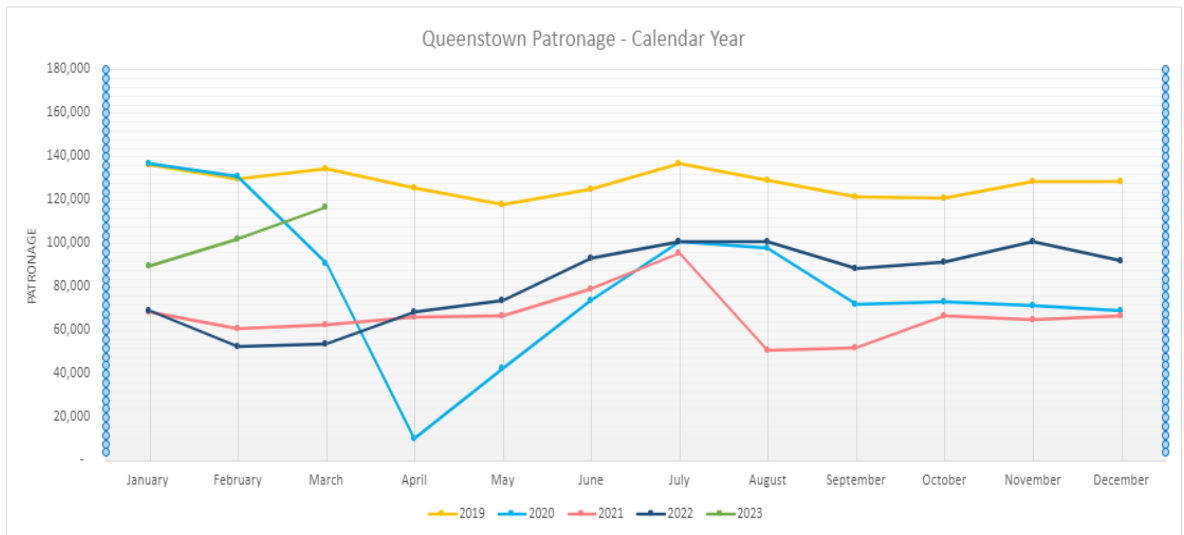
[55] **Figure 9 tracks daily missed trips for the Queenstown Network**



[56] The Queenstown network is returning to full timetabled services on 1st June 2023.

[57] Discussions with the Queenstown operator indicate that they will be sufficiently resourced for this expansion to the full timetable.

Fig 10 Queenstown patronage statistics Financial Year 2022/23 to date.



[58] Figure 10 shows the impact Covid and subsequent lockdown patronage in Queenstown was affected firstly by COVID in 2020 and subsequent “lockdowns”.

[59] Figure 11 shows the levels of Bus patronage and revenue for the past three financial years.

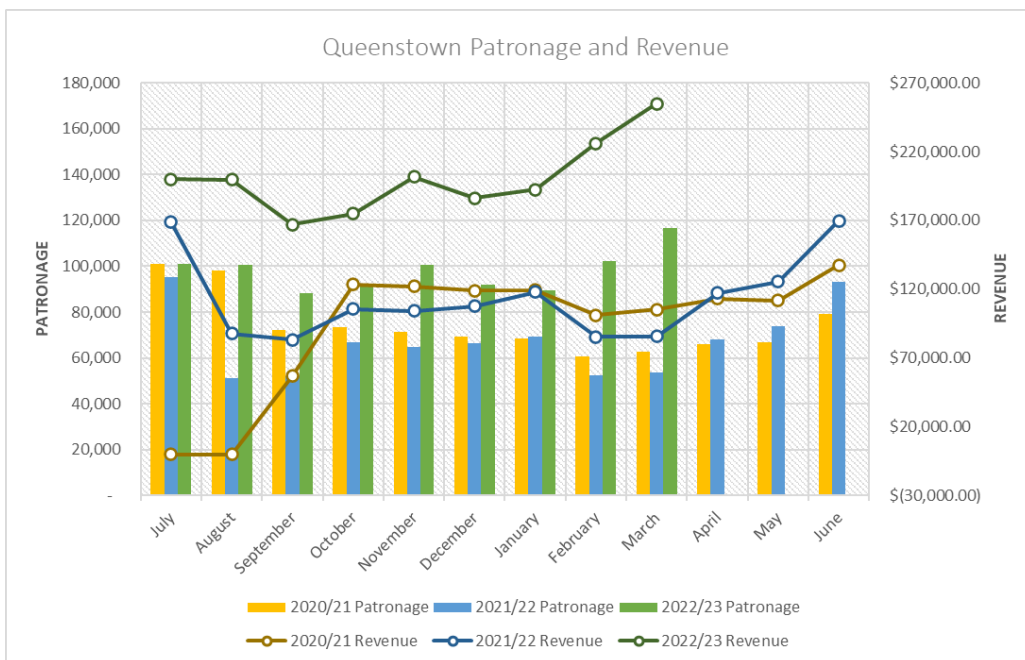


Fig 11 Queenstown PT network patronage and revenue

[60] Figure 11 shows clearly that the recovery of patronage and revenue has been positive.

Queenstown Ferry

[61] The Queenstown Ferry service provides a daily timetabled ferry service on Lake Wakatipu, contracted between Go Orange (now RealNZ) and ORC from October 2020 to date.

- [62] The ferry serves Queenstown Bay (Steamer Wharf), Queenstown Marina, the Hilton Hotel and Bayview (Kelvin Heights), between 7:30am and 10:30pm.
- [63] The Queenstown Ferry service continues to recover its patronage alongside the bus service. The Ferry is operating at levels that exceed 20/21 and 21/22. Figure 12 shows the summary of this data.

Figure 12. Queenstown Ferry patronage and revenue

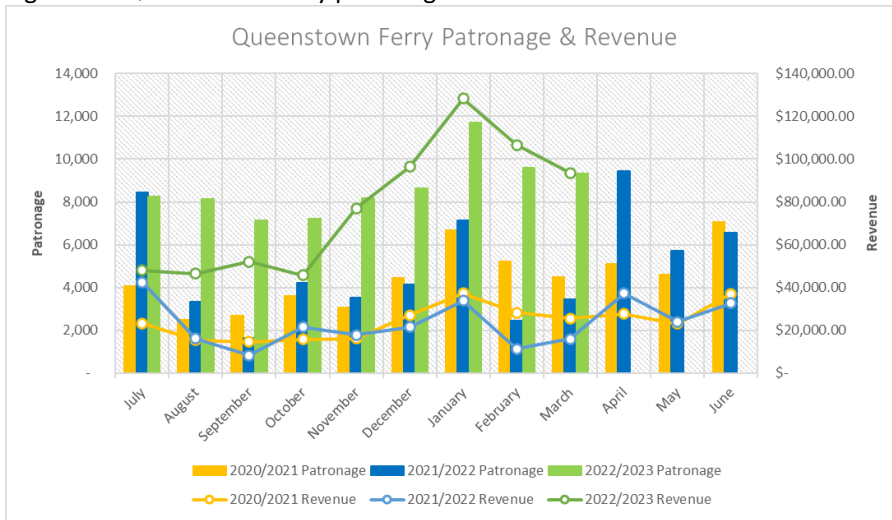


Figure 13. Ferry Route Map

- [64] FY 2022/23, fare revenue has increased by 485% and patronage has increased by 104% on the Queenstown Ferry service compared to FY 2021/22
- [65] Fare revenue has increased by 485% to \$693,958.
- [66] Patronage has increased by 104% to 78,160.

[67] In addition to the increase in patronage, revenue increases are explainable by a fare increase (return fares increased in price by \$3 in 2022) and the introduction of the Bee Card, which was introduced onto ferries in September 2022. Additionally, concession 'stamp' cards are no longer in use.

[68] Queenstown water ferries are significantly affected by seasonal/holiday travel patterns, and the influx of tourists to the area has had a positive effect on patronage.

OPTIONS

[69] Note this report

CONSIDERATIONS

Strategic Framework and Policy Considerations

[70] Not applicable

Financial Considerations

[71] Not applicable

Significance and Engagement

[72] Not applicable

Legislative and Risk Considerations

[73] Not applicable

Climate Change Considerations

[74] Not applicable

Communications Considerations

[75] Not applicable

NEXT STEPS

[76] Provide an updated report to the Public Transport and Active Travel Committee.

ATTACHMENTS

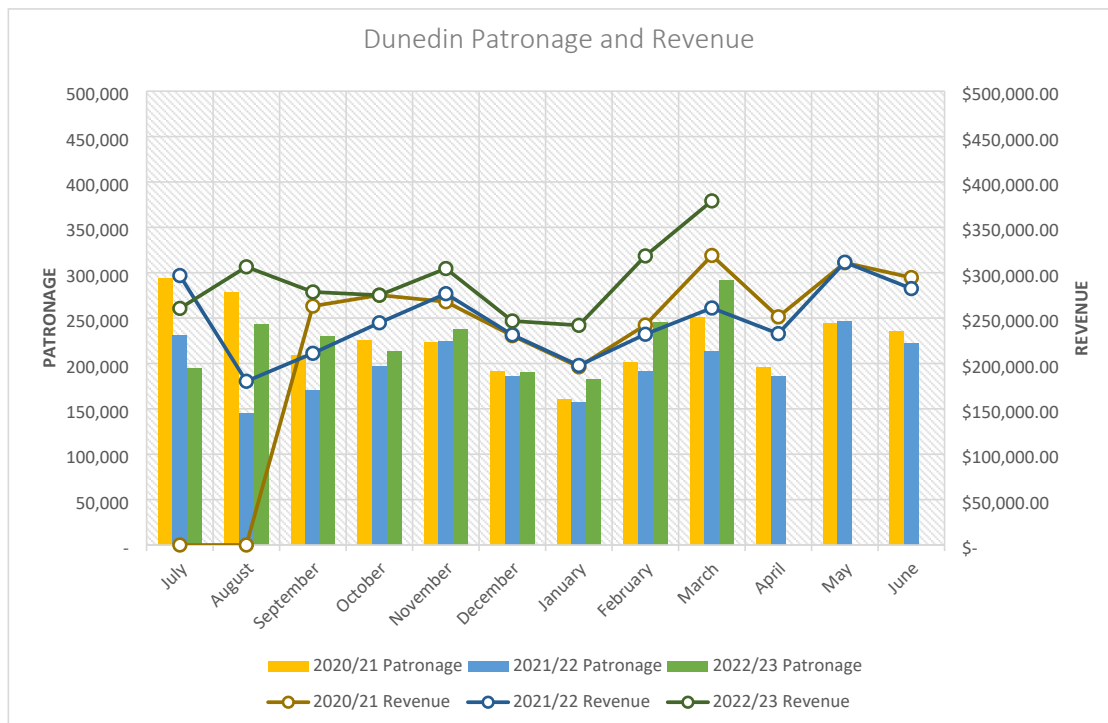
1. Dunedin and Wakatipu Transport Network Performance Mar 23 [8.2.1 - 8 pages]

Dunedin Public Transport Report

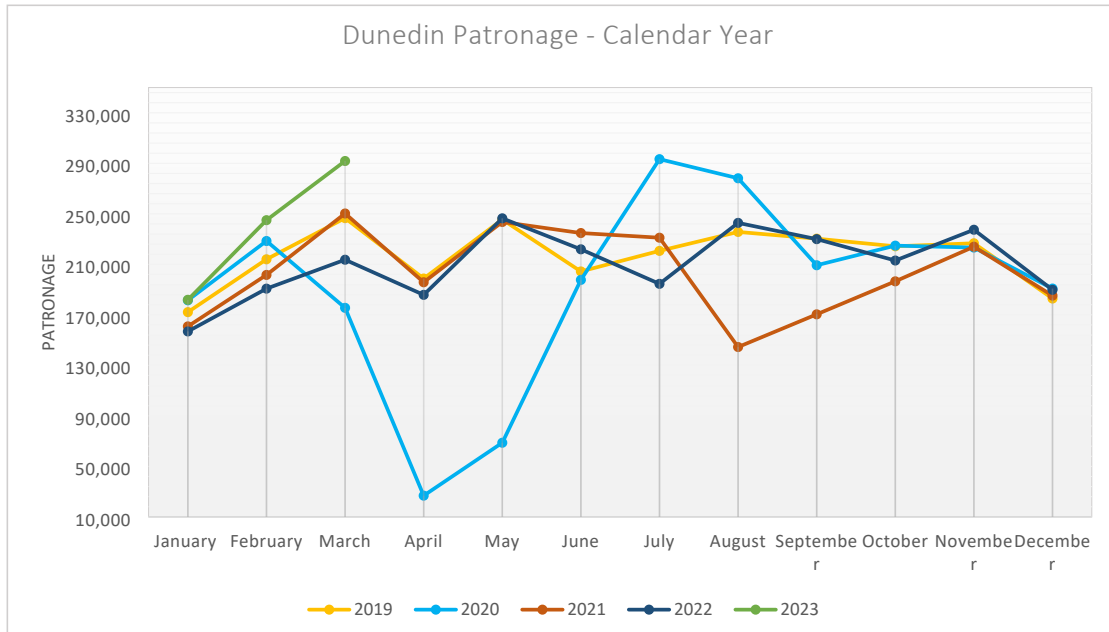
March 2023

Dunedin fare revenue and patronage for March 2023 is up compared to March 2022.

<p>Fare Revenue March 2023</p> <p>\$379,100.17</p> <p>▲ 45% vs March 2022</p> <p>▲ 19% vs March 2021</p>	<p>2022/23 Fare Revenue financial year to date</p> <p>\$2,612,096</p> <p>▲ 22% vs 2021/2022</p>	<p>Concession Type March 2023</p> <table border="0"> <tr> <td>Adult Card</td> <td>57%</td> </tr> <tr> <td>Adult Cash</td> <td>6%</td> </tr> <tr> <td>Child Card</td> <td>24%</td> </tr> <tr> <td>Child Cash</td> <td>1%</td> </tr> <tr> <td>SuperGold</td> <td>11%</td> </tr> </table>	Adult Card	57%	Adult Cash	6%	Child Card	24%	Child Cash	1%	SuperGold	11%
Adult Card	57%											
Adult Cash	6%											
Child Card	24%											
Child Cash	1%											
SuperGold	11%											
<p>Patronage March 2023</p> <p>291,825</p> <p>▲ 37% vs March 2022</p> <p>▲ 17% vs March 2021</p>	<p>2022/23 Patronage financial year to date</p> <p>2,026,232</p> <p>▲ 18% vs 2021/2022</p>											

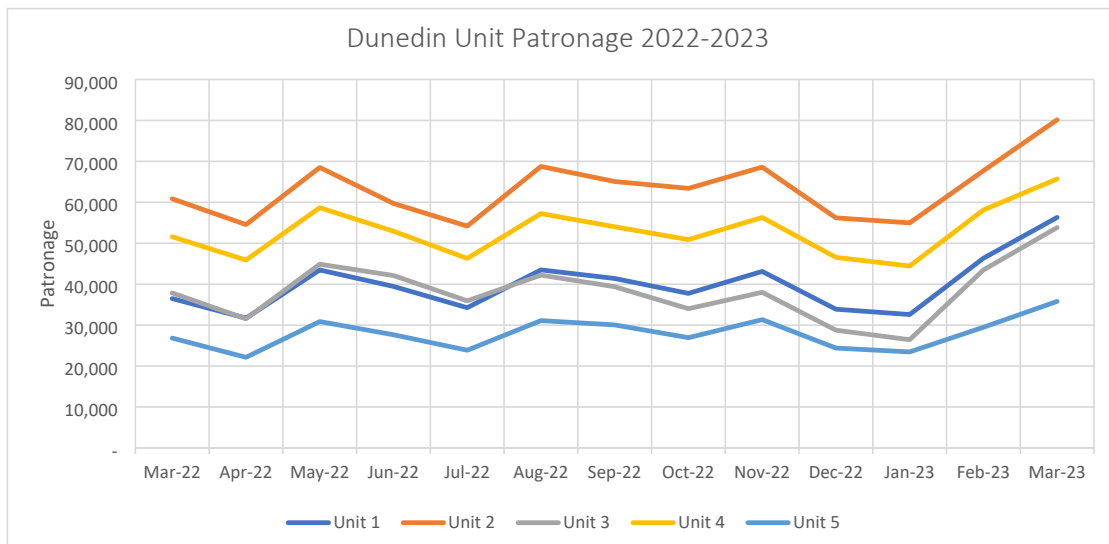
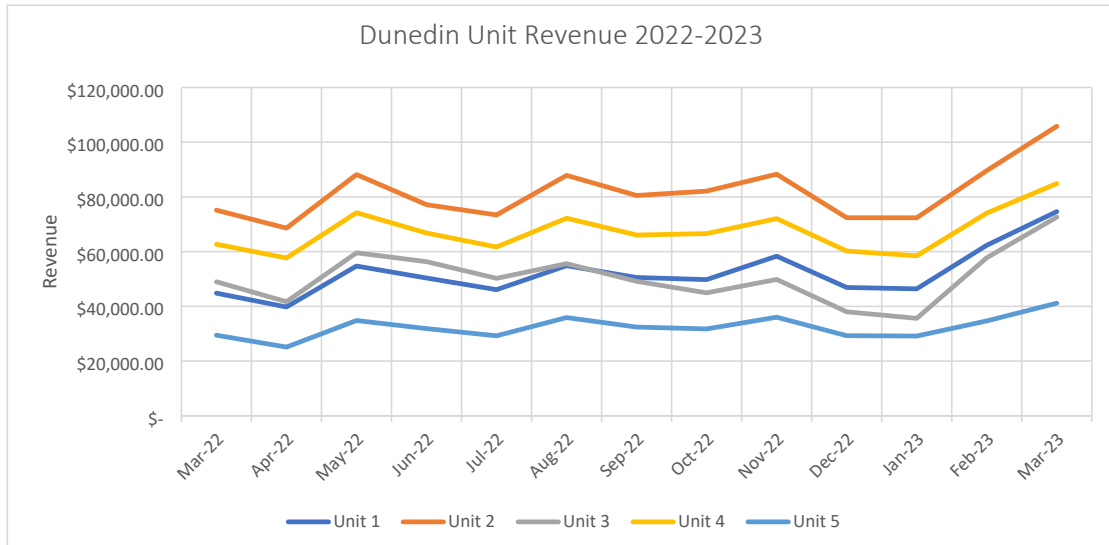


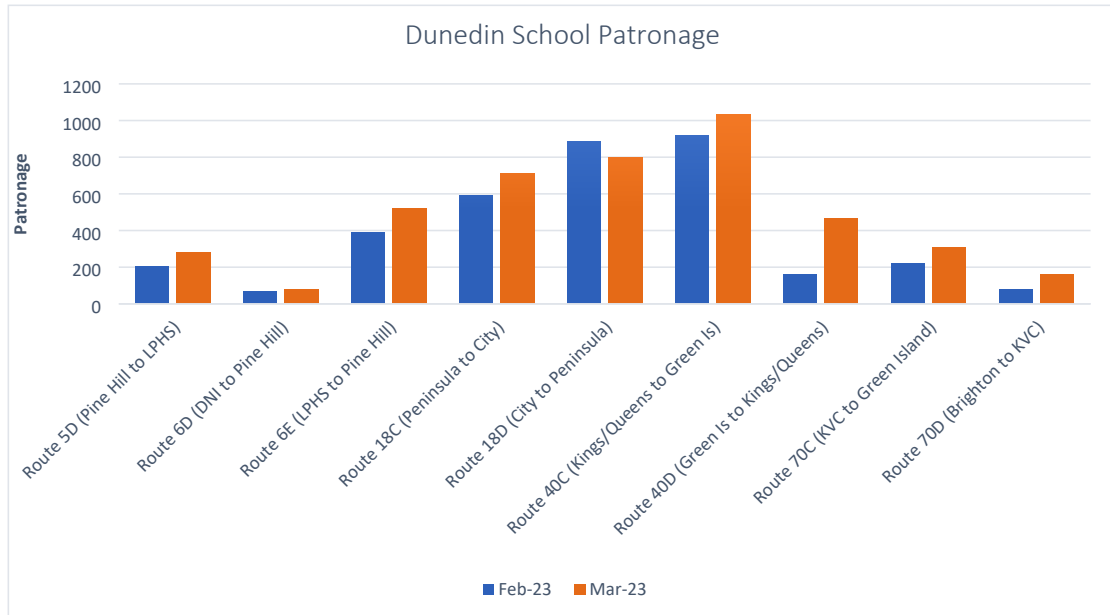
The graph above shows revenue and patronage for the 2022/2023 financial year compared to the previous financial years.



- | | | | | |
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| <p style="text-align: center;">Unit 1</p> <ul style="list-style-type: none"> • Balaclava • Logan Park • Concord • Port Chalmers • Northern services • Peninsula | <p style="text-align: center;">Unit 2</p> <ul style="list-style-type: none"> • St Clair • Normanby • Corstorphine • Wakari • St Clair Park • Helensburgh | <p style="text-align: center;">Dunedin Transitional Services/Unit 3</p> <ul style="list-style-type: none"> • Pine Hill • Lookout Point • Shiel Hill • Opoho • Ridge Runner | <p style="text-align: center;">Unit 4</p> <ul style="list-style-type: none"> • Brockville/Half Bush/St Kilda • Waverley • Ocean Grove • Ross Creek • Belleknowes • Kenmure | <p style="text-align: center;">Unit 5</p> <ul style="list-style-type: none"> • Mosgiel • Mosgiel Loop • Abbotsford |
|--|---|--|---|--|

<p>Unit 1 Revenue March 2023 \$74,627.83 ▲ 66% vs March 2022</p> <p>Unit 1 Patronage 56,313 ▲ 54% vs March 2022</p>	<p>Unit 2 Revenue March 2023 \$105,814.96 ▲ 41% vs March 2022</p> <p>Unit 2 Patronage 80,168 ▲ 32% vs March 2022</p>	<p>Unit 3 Revenue March 2023 \$72,602.96 ▲ 48% vs March 2022</p> <p>Unit 3 Patronage 53,839 ▲ 42% vs March 2022</p>
<p>Unit 4 Revenue March 2023 \$84,893.22 ▲ 35% vs March 2022</p> <p>Unit 4 Patronage 65,711 ▲ 27% vs March 2022</p>	<p>Unit 5 Revenue March 2023 \$41,161.22 ▲ 40% vs March 2022</p> <p>Unit 5 Patronage 35,794 ▲ 33% vs March 2022</p>	



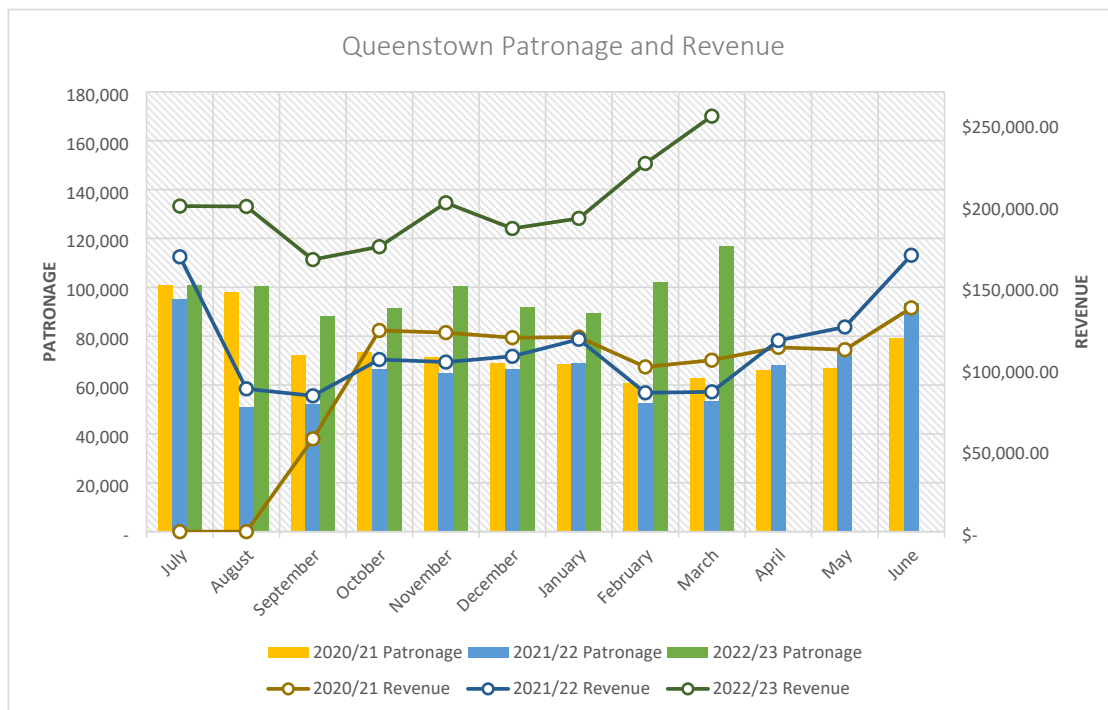


Queenstown Public Transport

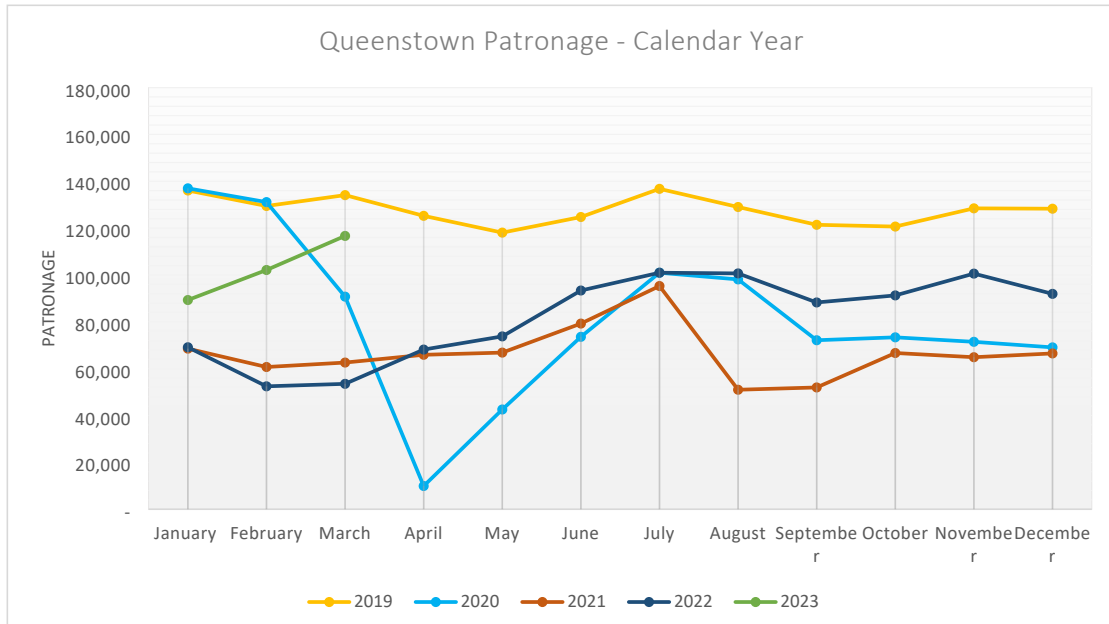
March 2023

Queenstown fare revenue and patronage for March 2023 is up compared to March 2022.

<p>Fare Revenue March 2023</p> <p>\$255,056.09</p> <p>▲ 197% vs March 2022</p> <p>▲ 142% vs March 2021</p>	<p>2022/23 Fare Revenue financial year to date</p> <p>\$1,802,680</p> <p>▲ 90% vs 2021/2022</p>	<p>Concession Type March 2023</p> <table border="1"> <tr> <td>Adult Card</td> <td>73%</td> </tr> <tr> <td>Adult Cash</td> <td>18%</td> </tr> <tr> <td>Child Card</td> <td>8%</td> </tr> <tr> <td>Child Cash</td> <td>0.3%</td> </tr> <tr> <td>SuperGold</td> <td>1%</td> </tr> </table>	Adult Card	73%	Adult Cash	18%	Child Card	8%	Child Cash	0.3%	SuperGold	1%
Adult Card	73%											
Adult Cash	18%											
Child Card	8%											
Child Cash	0.3%											
SuperGold	1%											
<p>Patronage March 2023</p> <p>116,667</p> <p>▲ 118% vs March 2022</p> <p>▲ 86% vs March 2021</p>	<p>2022/23 Patronage financial year to date</p> <p>881,789</p> <p>▲ 54% vs 2021/2022</p>											



The graph above shows revenue and patronage for 2022/2023 compared to the previous years.

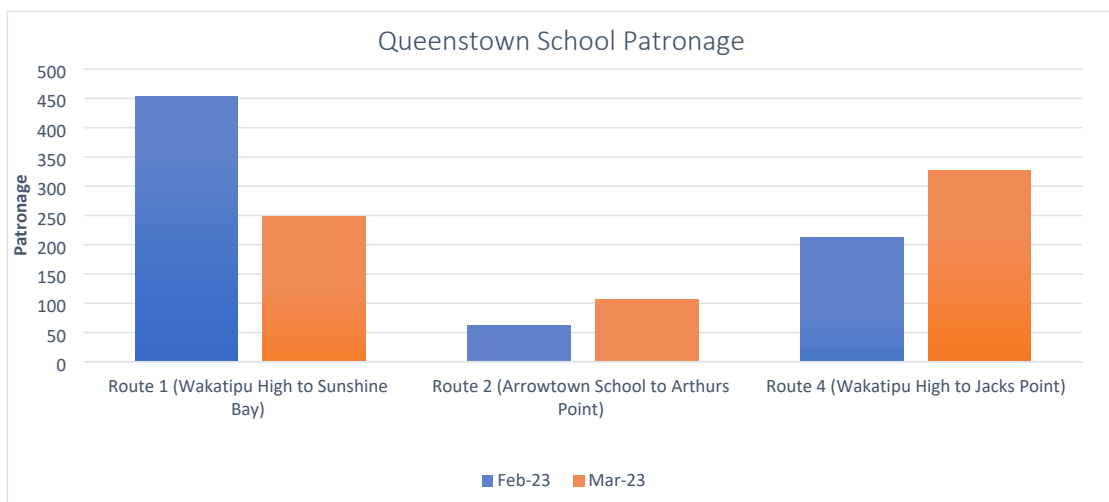
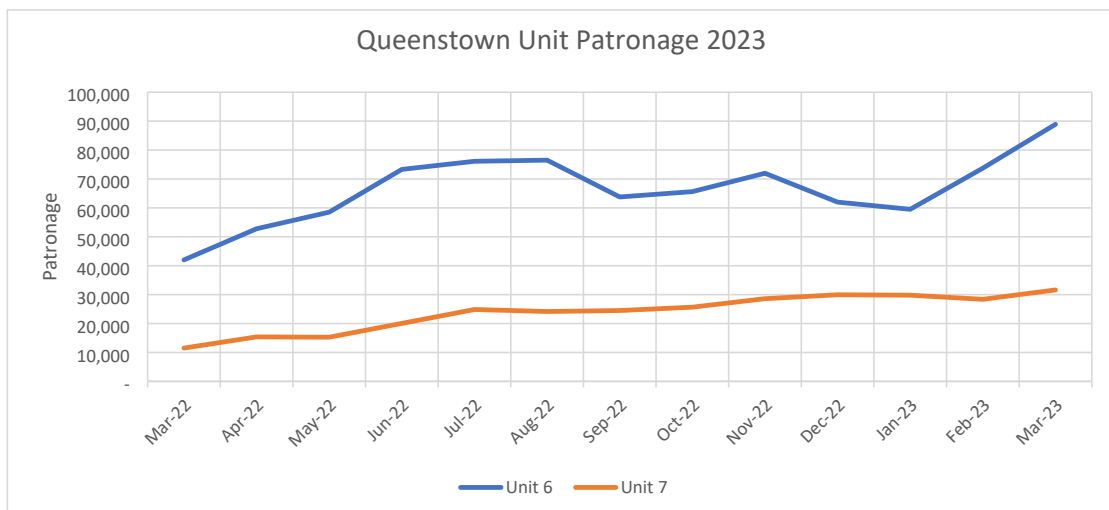
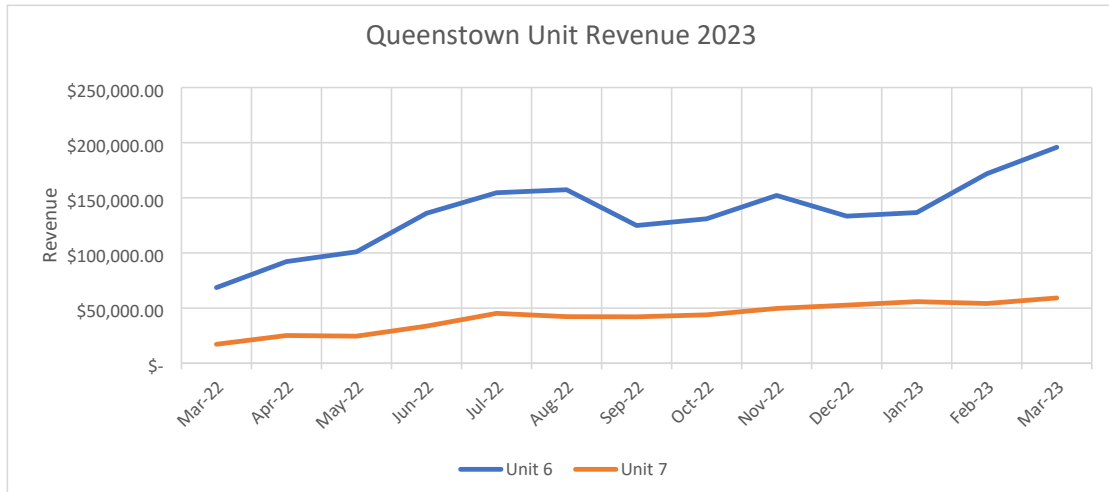


The weekly patronage graph above shows us the full calendar year view of patronage per week.

- | Unit 6 | Unit 7 |
|--|--|
| <ul style="list-style-type: none"> Fernhill – Remarkables Park Jacks Point – Frankton Hub Lake Hayes - Queenstown | <ul style="list-style-type: none"> Arthurs Point – Arrowtown Kelvin Heights – Frankton Flats |

Unit 6 Revenue March 2023
\$195,844.78
 ▲ 185% vs March 2022
Unit 6 Patronage
88,903
 ▲ 112% vs March 2022

Unit 7 Revenue March 2023
\$59,211.30
 ▲ 244% vs March 2022
Unit 7 Patronage
31,619
 ▲ 175% vs March 2022

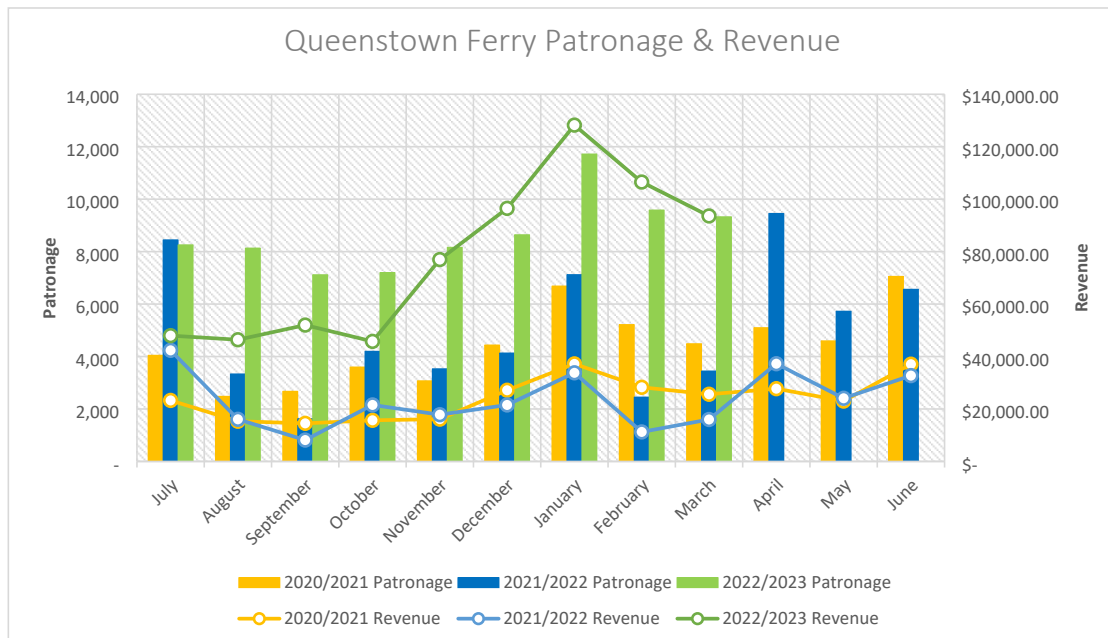


Queenstown Ferry

March 2023

Queenstown ferry patronage and revenue is up for March 2023 compared to March 2022.

<p>Fare Revenue March 2023</p> <p>\$93,596.52</p> <p>▲ 280% vs March 2022</p>	<p>2022/23 Fare Revenue financial year to date</p> <p>\$693,958.91</p> <p>▲ 485% vs 2021/2022</p>
<p>Patronage March 2023</p> <p>9,329</p> <p>▲ 171% vs March 2022</p>	<p>2022/23 Patronage financial year to date</p> <p>78,160</p> <p>▲ 104% vs 2021/2022</p>



8.3. Queenstown Public Transport Business Case Update

Prepared for: Public and Active Transport Committee

Report No. OPS2314

Activity: Transport: Public Passenger Transport

Author: Lorraine Cheyne, Transport Manager

Endorsed by: Pim Borren – Interim Chief Executive

Date: 10 May 2023

PURPOSE

- [1] The purpose of this paper is to provide the Committee with an update on the Queenstown Public Transport Business Case (QPTBC). It summarises work undertaken in the last three months, works anticipated in the next three months, and key risks.

EXECUTIVE SUMMARY

- [2] At its 22 February 2023 meeting, the Committee approved the Stage 2 Engagement Plan for the Business Case.
- [3] Following to that meeting, the project team was asked by QLDC to take account of new information in the Quality of Life Survey, which was reported to Queenstown Lakes District Council (QLDC) on 27 March 2023.
- [4] Following a discussion with QLDC staff and Waka Kotahi it is now intended that public consultation will occur later in the project timeline.

RECOMMENDATION

That the Committee:

- 1) **Notes** this report.
- 2) **Notes** that public consultation on the Queenstown Public Transport Business Case will occur at a later stage of the Business Case.

BACKGROUND

- [5] At its meeting in February the Committee received two reports on the QPTBC, one updating the on the progress, and the second recommending to Council to approve the Stage 2 Engagement Plan for the Business Case.
- [6] Following PATC in February community engagement has been postponed. ORC was asked by QLDC to take account of new information in the QLDC Quality of Life Survey, and to allow time for the Survey to be reported (to QLDC). The Survey was received by QLDC on 27 March 2023.
- [7] The QLDC Quality of Life Survey noted that respondent feedback was that only 12% of the public transport available in the district meets the needs of residents. This continues to decline from 31% in 2020 to 20% in 2021.
- [8] Public transport modelling undertaken as part of the QPTBC has assessed the mode shift to public transport which could be achieved with maximum bus service patterns and high-service frequency scenarios (based on work in the Service Patterns Advisory Paper).
- [9] The modelling assumes the NZ Upgrade Programme (NZUP) bus lanes and bus priority in place, and higher parking charges in the town centre. Latest modelling results suggest

that further additional measures to these will be required to achieve the mode-shift required to non-car modes to keep the transport network functioning.

DISCUSSION

- [10] While the QPTBC identifies a service pattern that can support the shift of trips from private vehicle to public transport, the success of the future public transport programme:
- requires other interventions to be in place to enable the benefits of additional public transport services to be fully recognised.
 - is at risk if all project partners do not endorse the business case, which they may not be able to if they cannot commit to other interventions.
- [11] The synthesis of current information suggests that success of future public transport for Queenstown is likely to require the phasing of public transport services, linked to when other interventions are in place. For example, the business case may need to be shaped as an investment case that only \$x should be invested in the bus/ ferry network until x (e.g., parking strategy/ charging / other infrastructure) is in place.
- [12] Staff representing all members of the Way2Go Partnership are committed to developing a shared understanding of the various local dynamics that will effect changes to peoples' behaviour. Rather than initiate public consultation on a longer list of options, it was agreed that further analysis should be undertaken, including a review of the baseline assumptions previously agreed among the project partners.
- [13] Following a validation and assessment of the long list of options with project partners, it is intended to consult on a short-list of options. The short-list of options to be consulted on will have been assessed against a high-level costs and affordability test. Consultation on the option(s) will be clearly identify the interventions necessary to support the preferred service pattern/mode
- [14] The programme timing is currently under review, but will include a revised timeline for the following tasks;
- Assess a short list of options
 - Progress depot, asset ownership and system management papers
 - Provide a high-level cost to start NLTP discussions (costs will be refined in the following months)
 - Compile findings in line with the business case framework, i.e., strategic case, the economic case
- [15] A draft business case is now anticipated in Q3 2023.

OPTIONS

- [16] Not applicable, the report is for noting.

CONSIDERATIONS

Strategic Framework and Policy Considerations

- [17] The Otago Regional Council's 2021/31 Long-Term Plan (LTP) and the Regional Land Transport Plan (RLTP) outline how activities undertaken by Council will help achieve community and transport outcomes. Council has the vision of sustainable, safe, and inclusive transport for its residents.
- [18] The QPTBC will be completed by the end of the calendar year.

Financial Considerations

- [19] The updated cashflow forecasts a marginally increased project cost on an agreed contract value of \$963,852.00. The increase in forecast compared to the February position results primarily from additional PT modelling work to assess long-list service pattern options ahead of the W2G Management workshop. This was not allowed for in the provisional sum request.

Significance and Engagement

- [20] The QPTBC has been developed in partnership with Way2Go partners (QLDC, Waka Kotahi and us). The change to the previously proposed timetable for public consultation was made in agreement with Way2Go staff advisers.

Legislative and Risk Considerations

- [21] There are no legislative considerations regarding this paper.

Climate Change Considerations

- [22] There are no direct climate change considerations, however, reducing vehicle kilometres travelled through increasing patronage of public transport aligns with the Government's priority actions for climate emissions reduction.

Communications Considerations

- [23] The Whakatipu Basin community has been advised on the decision to change the timing of consultation on the QPTBC.

NEXT STEPS

- [24] Assess long-list to short-list of options.
- [25] Progress depot, asset ownership and system management papers.
- [26] Provide a high-level cost to start NLTP discussions (costs will be refined in the following months).
- [27] Compile findings in line with the business case framework, i.e., strategic case, the economic case.
- [28] Prepare revised consultation material.

ATTACHMENTS

Nil

8.4. Fares and Frequency Business Case Bus Fare Survey Summary

Prepared for: Public and Active Transport Committee
Report No. OPS2302
Activity: Transport - Public Passenger Transport
Author: Doug Rodgers, Transport Contractor
Endorsed by: Pim Borren, Interim Chief Executive
Date: 10 May 2023

PURPOSE

- [1] To inform the Committee of progress being made in the Shaping Future Dunedin Fares and Frequency Business Case.

EXECUTIVE SUMMARY

- [2] The Connecting Dunedin initiative is a partnership between the Dunedin City Council (DCC), Otago Regional Council (ORC) and Waka Kotahi NZTA.
- [3] From this partnership the Shaping Future Dunedin programme has developed several projects to address transport needs in the city.
- [4] The Fares and Frequency Public Transport Business Case is a project that has emerged to address future public transport needs in the city.
- [5] To date the business case has consulted widely and proceeded to multi criteria analysis of options from a long list of options developed with stakeholders.
- [6] A broad public survey was developed and launched in November 2022. This resulted in 1795 responses.
- [7] A stakeholder workshop was held on March 8th and included Te Whatu Ora, University of Otago, DCC, Waka Kotahi, Fisher and Paykel and Otago University Students Association.
- [8] From this point the project will enter optioneering of the long list and multi-criteria analysis (MCA).
- [9] This report is an update on progress and consultation undertaken to date.

RECOMMENDATION

That the Public and Active Transport Committee:

- 1) **Notes this report.**

BACKGROUND

- [10] Driven by Connecting Dunedin, The Shaping Future Dunedin Transport (SFDT) programme identifies changes to the Dunedin transport network to support the

location of the New Dunedin Hospital, whilst at the same time providing a future-focused and accessible transport system.

- [11] The SFDT programme has set a target of 8% bus use for the journey to work by 2030, which will require a transformational shift in how people travel.
- [12] Travel disruption is expected as a result of construction activities on SH1 as the new hospital is built, and this will lead to travel delays. This provides the perfect opportunity to support people to change mode away from private vehicle use.
- [13] The SFDT preferred programme includes a full range of activities of which the Fares and Frequency Single Stage Business Case (FFBC) is just one.
- [14] The purpose of the FFBC is to identify an appropriate public transport (PT) fares and frequency service offering for Dunedin's future, encourage mode shift and access, and contribute to the SFDT PT target and Dunedin's zero carbon goals.
- [15] Items that are in the scope of the study include:
- a. Patronage – forecasting, mode share targets.
 - b. Service Levels – Review current service levels outline in the RTP and identify which service improvements will contribute to the mode shift to 8% public transport use.
 - c. Fares – proposing fares that achieve the RTP aspiration that fares should be affordable for bus users and ratepayers.
 - d. Establish the “willingness to pay” levels through surveys and establish the optimum price point for fares.
 - e. Superstops – identify the need, location and desirable attributes of the stops.
 - f. Revenue- identify other sources of revenue that could be used by local government to purchase public transport services.
 - g. Work completed to date includes the production of a draft strategic case, investment logic mapping, public survey, key stakeholder workshop and setting MCA criteria. These are covered further in this report.
- [16] To understand the community's needs/wants for the bus service, a public feedback survey was conducted.
- [17] The survey questions and summarised data are appended to this report.
- [18] Through the survey an opportunity was provided between 10 November and 24 November 2022 for the community to give feedback on their travel modes for work/education, bus service spans, frequencies, and fare structure as well as what would encourage them and their family to use the bus more.
- [19] A survey was hosted on ORC's 'Your Say' website, which was promoted via media releases, newspaper articles, social media, ORC online channels, and bus posters.
- [20] To enable the development of more directed strategies a key stakeholder workshop was held on 8 March. This was a further examination of options within the scope of the business case.

[21] The workshop attendees included Te Whatu Ora, University of Otago, DCC, Waka Kotahi, Fisher and Paykel and Otago University Students Association as well as ORC staff.

DISCUSSION

Work completed to date

[22] A workshop was held to develop problem statements, identify benefits and investment objectives in December 2022(Fig 1.).

[23] A single problem statement was developed and agreed to at the workshop. The problem statement focuses on mode share and the attractiveness of non-private vehicle modes.

[24] The proposed weightings are highlighted in yellow. The single problem statement and investment objective have 100% weighting.

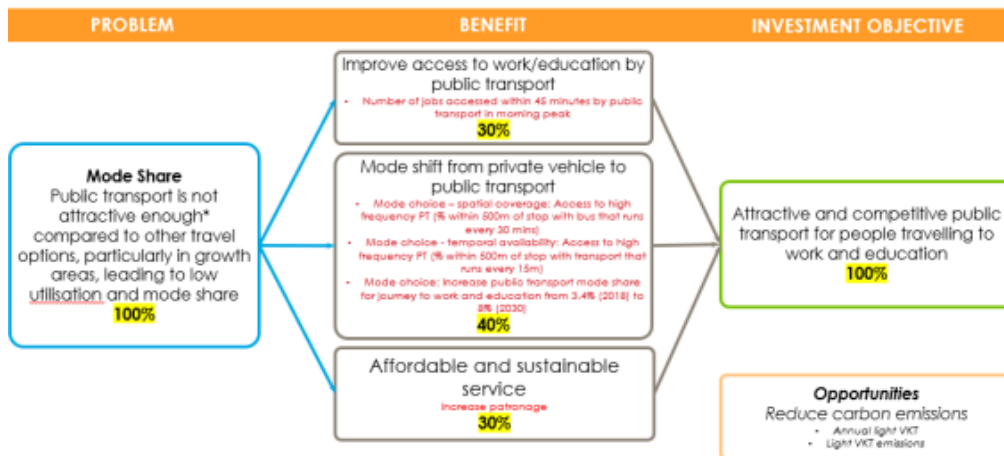


Fig 1 Investment Logic Map

[25] The single problem statement and investment objective have 100% weighting. The proposed weightings are highlighted in yellow.

[26] Draft MCA criteria were presented and discussed at the Long List workshop in December 2022 (Table 1.).

No.	Criteria	Description	Assessment Method / Tool
Investment Objective: Attractive and competitive public transport for people travelling to work and education			
1	Service Levels	Service kilometres will provide a proxy.	Lever Tool service kilometres. Higher number of kilometres given higher score.
2	Fares	Weighted average fare per trip will be used to estimate fares impact.	Lever Tool weighted average fare. Lower average fares per trip given higher score.
Opportunities and Impacts			
3	Supports growth areas	How well does the option support the city's growth?	Initial evaluation and scoring by project team. Qualitative based on expected future growth areas.
4	Climate change mitigation (emissions)	How well does the option support mode shift from private vehicles to public transport?	Lever Tool patronage estimate. Higher patronage given higher score. Note: Actual emissions and VKT estimates will be provided when the short list is modelled.
Implementability			
5	Net Operating Cost	How much will it cost the investor to operate the option annually?	Lever Tool service/kms and qualitative likely impact on fleet size, to provide high level estimate using \$ ranges in a 4-point scale – L/M/H/VH Note: To be assessed in more detail for short list, along with operating efficiency (service km/\$).
6	Public acceptability	How likely is the option to be accepted by most of the public?	Use the average scores from stakeholder workshop for public acceptability.
7	Scheduling/ programming	How quickly can the option be introduced?	Initial evaluation and scoring by project team. Introduced quickly given higher score.

Table 1. Draft multi-criteria analysis criteria

[27] The criteria in Table 1, cover the intent of the business case and align with feedback that has been presented to Council to date.

Public Survey

[28] The survey garnered a total of 1795 responses. This is a remarkably high level of engagement and highlights the current level of interest in public transport. Survey questions are appended, and the results summarised below.

[29] The age demographic of respondents was 92% between 15 and 64 years of age. With the remainder making up the balance. Most respondents (68%) were aged between 30 and 64 years of age.

The key questions and responses are summarised below:

1. When asked 'What is your most often used mode of transport to work/education?' survey respondents ranked their most used modes of transport, with 1 being their most often used mode. Respondents did not rank any modes that they did not use.

The responses most common were 'single passenger care' and 'public transport'.

2. Which bus route do you mainly use, or would use, to travel to work/education?

The most common suburbs people depart from were Mosgiel, NEV and Port Chalmers. The most common destinations were Dunedin Central (66%) and Dunedin North. This aligns with the highest user levels on routes 8, 10 and 77

3. 'Would you consider travelling to your place of work/education by public transport, or if you already catch the bus, would you consider catching it more often?

75% of respondents said they would or might consider travelling more by bus to work/education.

4. Which of the following would encourage you to use the bus or use the bus more? A range of options were offered, and the most popular response was "A more frequency timetable" followed by "improved reliability."

[30] Additional questions on ascertaining a willingness to pay more for increased levels of service part of the survey.

[31] 'Willingness to pay' focused on paying more for improvements, improved reliability, longer service spans or faster travel time. Respondents were asked how much more would the respondent be willing to pay for each of those options.

The results of the survey showed that most routes had between 40-50% of the respondents saying they would not be willing to pay extra for increased frequency.

Rapid routes (had about 30% of respondents who would pay 50 cents extra while regular routes had around 20-25%. However, most regular routes had a higher proportion of respondents who would pay \$1 more (22-29%), while rapid and frequent services had between 11-21% willing to pay \$1 more.

Out of the eight options provided, people are more willing to pay for:

- A more frequent timetable (24% would pay 50 cents, 22% would pay \$1)
- Improved reliability (18% would pay 50 cents, 18% would pay \$1)
- Longer service spans (15% would pay 50 cents, 16% would pay \$1)

More than 50% of the respondents would not be willing to pay extra on top of the current fare for:

- Faster travel time (52%)
- Nicier buses (53%)
- Nicier bus stops (59%)
- Better information (60%)
- Better transfers (58%)

[32] Key themes from the survey show:

- a. Bus Frequency: Increased frequency is the most popular option that would encourage people to use the bus more often

Respondents widely supported increased frequencies (such as 15min intervals)

for most routes, particularly during peak times and late nights/weekends

- b. Bus Service Span: Suggested service spans for almost all bus routes were consistent, with 6 or 7am start until 11pm or 12am finish for weekdays and weekends.

Reasons for longer service spans include accommodating for hospital and shift workers early morning and late evening, and having later buses for recreational purposes and safety

- c. Bus fare and willingness to pay: Respondents are more willing to pay extra (50cent/\$1) for increased frequency compared to other improvements such as improved reliability or longer service spans.

About 70% of respondents are happy with the current fare and a low-cost fare option is widely supported.

'Free fares for all' was the most preferred option for encouraging people and their families to use the bus more often.

- [33] Funding of desired improvements highlighted in the study will be discussed more fully in the Advisory paper currently being developed.

Stakeholder Workshop

- [34] The workshop was held 8 March 2023 and attended by a number of key stakeholders as noted above.

- [35] The purpose of the workshop was to present a high-level case for change to stakeholders, describe the process used to develop programme options and present packages (combinations of fare and frequency improvements) to stakeholders for feedback.

- [36] The drivers for changing the mode of travel have consistent national lenses on the overall problem.
 - a. Government emissions reduction plan
 - b. The emerging government policy statement which has a renewed focus on maintenance and operation of the system and emissions reduction.

- [37] In a Dunedin context the need for a reduction in private vehicle use for travel to work and/or study is recognised
 - a. Increase the use of public transport to 8% by 2030 (currently between 3-5%).
 - b. Emissions reduction and lowered VKT
 - c. The new Dunedin Hospital and its impact on the network, including facilitating travel to and from the site and for work purposes.

[38] Options packages were presented to the group. In summary these were:

- a. Package 1. Same or lower fares and a very high level of service
- b. Package 2. Higher fares and a very high level of service
- c. Package 3. Lower fare and free travel for U18s
- d. Package 4. Same or lower fares, free travel in the City zone, high level of service.
- e. Package 5. Lower fares, high service
- f. Package 6. Same or lower fares, high level of service
- g. Package 7. Same fares (capped) and high level of service

[39] Additional packages were developed during the workshop process with stakeholders:

- a. Package 8. 15 min all day and 60m for access, free fares
- b. Package 9. 15 min / 30 min (15 peak) / 60 min, free fares
- c. Package 10. 15 min all day and 60m for access, \$2 flat fare with fare cap
- d. Package 11. 15 min / 30 min (15 peak) free (city / zone 1) / \$1.50/\$2
- e. Package 12. 15 min / 30 min (15 min peak) / 60 min, \$2 city +zone 1) / \$4 / \$10
- f. Package 13. 15 min but with 30m evening and w/end, 30min (15m peak), \$2, \$4, \$10
- g. Package 14. 15 min but with 30 m eve and we / 30 min (15 peak) / 120 min, \$1
- h. Package 15. 15 min but with 30 m eve and we / 30 min (15 peak) / 120 min, free fare

[40] Each package was discussed and ranked with the group selecting their top three preferred packages.

Summarised preferences were

- a. No support for the Do minimum (current service levels and fares)
- b. Lower fares and higher service was the preferred package in terms of broad support.
- c. Package 3 is best for mode shift, but the comment has been made that “if its free for U18s it should be free for all”.
- d. Package 1 brings logistical challenges with the sheer number of buses required to fulfil such a high level of service.

Summarised feedback included:

- a. Some preference for flat fare or 2 zone fares for simplicity
- b. Multiple hospital shift patterns, important to serve afternoon shift workers (reduce cars into city at 2-2.30pm) and extend end of service beyond 11.30pm
- c. Some preference for free travel for all rather than just under 18’s
- d. Suggestions of different zone boundaries
- e. Note there is ongoing conversations about airport bus trial

[41] Funding options were also presented to the group and discussed.

Funding for current public transport system services comes from:

- i. Fares
- ii. Waka Kotahi (taxes)
- iii. ORC (targeted rates)

Funding for public transport infrastructure comes from:

- i. Waka Kotahi (taxes)
- ii. DCC (general rates)

[42] Some of the feedback received on the funding options included:

Central government contribution a potential option.

Te Whatu Ora contribution for staff travel no longer viable given the national operating model.

Transition to national operating models for large organisations makes it hard to create locally tailored PT packages/incentives

Employers might be open to subsidies for their employees. Don't know why this has not happened, viable options/package offerings haven't been investigated further.

Advertising on buses a viable funding option, only if income is sufficient to cover the costs of shelters to display ads

Extra charges for tourists/cruise ship visitors, accommodation surcharge to provide PT use

Increasing parking charges to a level that makes bus fares attractive

[43] The next steps in the Business Case are modelling of the short list options and to prepare a funding paper whilst refining the packages in response to stakeholder feedback.

[44] The long list of options has progressed to more refined examination and short list of options.

[45] To ensure we have a coverage of viable options, the range selected gives wider options ensuring consideration is given to community need as well as feasibility.

[46] We have selected the following options to form the short list:

- a. Two expensive programmes that exceed the mode shift target to demonstrate the positive outliers – Programme 8 and 10
- b. Three programmes which also did well in the MCA – Programmes 3, 9 and 15
- c. A cheaper programme which falls short of the mode shift target, to demonstrate a negative outlier – Programme 1.
- d. A programme which tests the DCC’s ‘free’ inner city zone and also scores quite well in the MCA and value for money – Programme 4.

Fig 2. Short List options and MCA weighting scores

Package	Mode Share 2030	+	Net Cost	MS/ Cost	SL	FR	L	Gr	Cl	NOC	PA	A	V
Package 3	7.3%	4.9	\$21.6	0.227	2	2	2	2	2	-2	3	-1	3
Package 4	7.1%	4.7	\$21.4	0.220	2	2	0	2	2	-2	3	-1	3
Package 8	10.3%	6.9	\$39.8	0.173	3	3	3	3	3	-3	3	-2	2
Package 9	8.2%	4.8	\$23.2	0.207	2	3	3	3	3	-2	3	-1	3
Package 10	8.4%	5.0	\$35.5	0.141	3	1	3	2	3	-3	3	-2	1
Package 13	5.3%	1.9	\$18.1	0.105	2	-1	-1	0	1	-2	-1	-1	0
Package 15	7.8%	4.4	\$20.2	0.218	2	3	1	2	2	-2	3	-1	3

[47] The options in Fig. 2, were deemed sufficiently robust to be tested further through modelling.

[48] These refined packages will be considered by ORC.

Work Completed to date:

- Public consultation through survey
- Stakeholder ILM workshop
- ILM confirmed
- Strategic Case
- Development of long list options
- Progressed development of technical paper – funding options

- Updated Waka Kotahi IQA on progress to date, including MCA for long list and potential short list programmes.
- Agreed to the scope of modelling of short list options.

For noting:

[49] Council agreed to join the Free Fares Campaign at the Council meeting on the 26 April 2023. This may impact the Business Case in terms of options. Some clarification of the impact of this decision will need to be extrapolated in terms of the business case.

[50] Free fare options are included in the Business Case, as summarised in this report.

NEXT STEPS

[51] Work to be completed in the next period includes:

- a. Modelling of the short list options.
- b. Progress development of technical paper (funding options) and advisory papers.

OPTIONS

[52] Note this report

CONSIDERATIONS**Strategic Framework and Policy Considerations**

[53] The Otago Regional Council's 2021/31 Long-term Plan (LTP) outlines how activities undertaken by Council will help to achieve community outcomes. One of the Community Outcomes that ORC aims to achieve is sustainable, safe, and inclusive transport.

Financial Considerations

[54] The project is tracking within budget.

Significance and Engagement Considerations

[55] The Shaping Future Dunedin Fares and Frequency Business Case has been developed in partnership with Connecting Dunedin partners (ORC, DCC, WKNZTA).

Legislative and Risk Considerations

[56] There are no legislative considerations regarding this paper.

Climate Change Considerations

[57] No direct impact, however increasing patronage of public transport has emissions reduction and reduced vehicle kilometres travel impacts.

Communications Considerations

[58] There are no communications considerations regarding this paper.

ATTACHMENTS

Nil

8.5. Regional Public and Active Transport Connectivity Strategy

Prepared for: Public and Active Transport Comm
Report No. PPT2301
Activity: Transport - Transport Planning
Author: Lorraine Cheyne, Transport Manger
Endorsed by: Pim Borren, Interim Chief Executive
Date: 10 May 2023

PURPOSE

- [1] The purpose of this report is to outline a comprehensive approach to the development of a regional public and active transport connectivity strategy; as well as potential benefits and risks of doing so.

EXECUTIVE SUMMARY

- [2] At the 07 December 2022 Regional Council meeting there was a resolution (Res CM22-290) to:
Provide a report to the Public and Active Transport Committee (PATC) on possible development of a regional public and active transport connectivity strategy by 30 April 2023.
- [3] A regional public and active transport connectivity strategy could combine the RPTP (a statutory document under the Land Transport Management Act 2003) with a new plan to promote walking and cycling.
- [4] Walking and cycling plans, programmes and projects already exist in Dunedin and Wakatipu. In addition, there is an extensive network of primarily recreational cycle trails across the region, including five Ngā Haerenga Great Rides of New Zealand.
- [5] A regional public and active transport connectivity strategy recognises synergies between public transport and active modes, namely:
- Every bus trip has a first and last stage walking or cycling trip to / from the stop or pick-up point;
 - Daily travel is often characterised by “trip chains” where a variety of journey purposes and lengths are undertaken by a choice of different mode;
 - Walking / cycling routes and bus services can be used on different legs (for example, a person walks and cycles to work downhill and in good weather; but has the option to get the bus back up hill and if it is raining); and
 - Integration between public transport and active travel tourism so that the expense of car hire is not necessary, and climate change impacts can be reduced.
- [6] Councils both in New Zealand and abroad have developed, or are preparing, combined public transport and active travel strategies which bring together work being undertaken by different agencies. There is a strong case for Otago to do likewise.

RECOMMENDATION

That the Public and Active Transport Committee:

- 1) **Notes** this report.
- 2) **Recommends** that staff progress a staged approach to the development of a regional public and active transport connectivity and that further work is undertaken on scoping a strategy by 20 August 2023.

BACKGROUND

- [7] In 2021 Otago Regional Council (ORC), together with partner agencies, prepared a Regional Public Transport Plan (RPTP) to set out objectives, policies and actions for delivering public transport in Dunedin, Wakatipu and the wider region to 2031. The RPTP is due to be reviewed, following adoption of the Regional Land Transport Plan 2024.
- [8] The Otago Regional Public Transport Plan (RPTP) describes current and proposed public transport services that will meet the needs of existing and new customers, and policies which those services will operate under. The RPTP also explains how ORC will work in partnership with bus operators, city / district councils - known as Territorial Authorities (TAs) and Waka Kotahi, NZ Transport Agency.
- [9] Under the heading “Multi-modal access” the current RPTP document (pages 50 and 51) states:
“An integrated public transport network requires good connections by other modes, particularly by walking and cycling. Designing and planning for these modes as part of our network approach is critical to achieving our ambition to create a multimodal transport system and one that provides a viable alternative to driving a car.”
- [10] The RPTP contains the following policies and actions in relation to multi-modal access:

Policy	Actions
Work collaboratively with Territorial Authorities, partner agencies, stakeholders and developers to enhance multi-modal access to the public transport network.	Work with territorial authorities to improve walking and cycling connections to public transport.
	Provide cycle parking at strategic locations where there is evidence of demand to support greater access to the public transport network by alternative modes.
	Identify opportunities to introduce supporting bicycle infrastructure at bus interchange facilities to support greater cycling access to the public transport network.
	Explore the feasibility of dedicated park and ride facilities, to provide greater connections between other modes and the public transport network.
	Identify the benefit of shared vehicles, demand responsive services, and other services infrastructure to increase accessibility to the public transport network.
Implement the “accessible journey” approach* to public transport by providing infrastructure and information that enables all people to access public transport services.	Work with territorial authorities, operators, and other stakeholders to implement the “accessible journeys” approach.

*The “Accessible Journey” approach means that all steps required for a person to get from their home to their destination and back again are regarded as linked and of equal importance. If one link is broken or inadequate, the whole journey becomes impractical or impossible.

- [11] To date progress on delivering these policies and actions has been strongest in the two main urban areas of Dunedin and Queenstown/Frankton which are the only places with

regular bus services and comprehensive walking / cycling programmes. Even here, there is still evidence of challenges. In Wakatipu, for example, while the Queenstown Public Transport Business Case identifies high levels of proximity to public transport, the recent Queenstown Lakes District Council (QLDC) Quality of Life survey found that only 39% of respondents agreed that public transport services were easily accessible from their house.

- [12] In the rural areas of Otago, walking and cycling provision is almost exclusively focussed on promotion of tourist trails in what is some of the most stunning scenery in New Zealand. Provision of improved facilities for residents in townships appears to need further development. Some progress has been made in places such as Wanaka, however other than the On-Demand trial currently running Wanaka itself has no public transport.
- [13] As both a Road Controlling Authority (RCA) and co-funder of transport projects, the role of Waka Kotahi is critical. Waka Kotahi has just published its Cycling Action Plan (<https://www.nzta.govt.nz/resources/waka-kotahi-cycling-action-plan/>) which sets out the actions the Agency will take to significantly increase the number of people choosing to ride bikes for everyday trips in New Zealand towns and cities. Waka Kotahi co-funds ORC bus services and therefore has an interest in ensuring they are as well-used and financially viable as possible. This means the ability for people to safely and conveniently walk or cycle to a bus stop or hub.

DISCUSSION

- [14] One approach to giving greater profile and priority for non-car modes is to combine the RPTP with a regional active travel strategy - and produce an integrated investment programme which delivers corridor and area-based packages of public transport, walking and cycling improvements.
- [15] At a high level, the package approach could be represented as a strategic network map which overlays active travel routes and public transport services and identifies key destination and transport nodes. At a more operational level, the plan could be based on a thorough audit of bus stop access and proposals for route improvements that will particularly benefit people with mobility impairments.
- [16] Corridor and area-based packages could then be promoted and marketed to people as providing for a wide range of journeys, which gives confidence that the network provides a range of options and a consistently good level of service.
- [17] Another key advantage of the package approach is that it provides greater levels of joint working and accountability for improving the transport system. This supports the partnerships of "Connecting Dunedin" and "Wakatipu Way2Go" where walking and cycling improvements are being. ORC, TAs and Waka Kotahi therefore have an equal stake in dealing with transport system challenges and delivering benefits.
- [18] The structure and content of a regional public and active transport connectivity strategy document could be as follows:
- **Part 1:** High level 30-year mode shift plan, aligned with the national Emission Reduction Plan (ERP), Ministry of Transport (MOT) Decarbonising Transport Action Plan and Waka Kotahi Arataki 30-year view. This could propose a mode shift and sustainable mobility approach which promotes public transport, walking, cycling and micro-mobility as an integrated system. Links to the strategies and programmes of Canterbury and Southland could be a strong part of this product.
 - **Part 2:** 10-year RPTP component which meets the statutory requirements of the LTMA, such that it can be "pulled-out" as a stand-alone document to meet legal

or Waka Kotahi funding requirements. Service improvements can be cognisant of the access needs of people, and work in synergy with active travel corridors. The needs of bus users, pedestrians and cyclists can be viewed as complementary.

- **Part 3:** Multi-year walking, cycling and (potentially) micro-mobility strategy which can integrate work undertaken (or being undertaken) by the TAs and Waka Kotahi into a region-wide active travel network (including links to adjacent regions) which could become a significant selling point for residents and visitors. High standards of accessibility could be set for access to bus stops, and integrated mobility hubs can be established in the larger centres/destinations. Transporting a bicycle on public transport can become much easier, and parking will be safe/secure, as is currently starting to be implemented with the new Queenstown network bus stops. Walking/cycling and public transport routes would be planned, delivered and “marketed” as multi-modal corridors and areas.
- **Part 4:** Integrated, costed and prioritised delivery programme based on a robust management method and governance structure that focusses on delivering benefits through monitoring, evaluation and continuous improvement. Closer joint working can be an effective means of sharing resources and expertise and developing a “one-team” culture across organisations and stakeholders.

[19] Part 2 involves taking a different approach to the RPTP than Council has previously undertaken, but one which appears would not be inconsistent with how RPTPs are to be developed under the LTMA Amendment Bill.

[20] Part 3 would require extensive collaboration with delivery partners, such as the Territorial Authorities (TAs). Within ORC the capacity to resource this engagement will need further scoping. For the smaller TAs in the region, it is likely there will be capacity challenges. Delivery of a comprehensive regional public and active transport connectivity strategy would need a Business Case, which would give an approved pathway for securing.

[21] To deliver the policies and actions in the strategy, specific prioritised and costed public transport / active travel packages could then be put forward in the Otago Southland RLTP. While such strategic approach is consistent with Government’s investment signals post the Emissions Reductions Plan, a challenge is that funding would need to come from more than one activity class within the National Land Transport Programme (NLTP). There is a risk that part of a project could be funded from one activity class, whilst another part may not receive anything.

[22] As with any programme of activities that span different councils and a national agency, there is potential for differences of perspective around focus areas and priorities. There could be up to six councils rating for local share to fund active travel and public transport improvements, and some areas may not support the priorities or scale of spend agreed at a strategic level. Waka Kotahi has a critical role as a co-investor and operator of the State Highway network, including multi-modal access.

[23] Despite these risks, on balance potential benefits of a regional public and active transport connectivity strategy make a compelling case for action. The proposals outlined above are based on theory, but there is growing evidence of practical application. Several other regions in New Zealand are looking to produce integrated public transport and active travel strategies.

[24] One example is Taranaki Regional Council (TRC) which, under the title “Better Travel Choices” is currently conducting a “community conversation”^[1]. The Better Travel Choices strategy incorporate walking, cycling and public transport, replacing two out-of-

date documents (Regional Walkways & Cycleways Strategy and Taranaki RPTP). Interestingly, the conversation in Taranaki includes speed management plan proposals on the basis that encouraging active travel – even just to access a bus stop – is about reducing both actual and perceived risk from traffic.

- [25] In Auckland the “Connecting Communities” programme^[2] is being promoted as a new way of doing things by moving away from making changes, such as better bus services, as isolated projects. Instead Auckland Transport (AT) aims to join options together and make improvements at one time - with a focus on major routes, or corridors, which connect communities, but need more efficient and effective travel options. The 12 corridors follow some of the busiest bus routes extending from the city centre and improvements aim to strengthen local centres at the same time. A suite of integrated improvements will include more walking / cycling options, safer streets and improved bus services. It is noted however that Auckland Transport benefits from being a specific transport planning and delivery entity for the Auckland Region.
- [26] Further afield the practice of integrating public transport and active travel is achieved through Sustainable Urban Mobility Plans (SUMPs)^[3], which have been implemented in a number of large and small European cities. In contrast to traditional planning approaches, SUMPs place emphasis on involvement of citizens and stakeholders, coordination of policies between sectors (especially transport, land use, environment, economic development, social policy, health, safety, and energy), and broad cooperation across different layers of government (as well as the private sector). While the SUMP is a European model, the learnings are relevant. Of note, one of the eight crucial principles for successful sustainable urban mobility planning is co-operation across institutional boundaries.
- [27] The Land Transport Management (Regulation of Public Transport Amendment Bill) was introduced to Parliament on 28 March 2023. The Bill establishes the Sustainable Public Transport Framework (SPTF) which is underpinned by new objectives prioritising mode-shift and improved environmental and health outcomes. The Bill proposes that regional councils and territorial authorities prepare Regional Public Transport Plans (RPTPs) in collaboration.
- [28] Specific consideration will need to be made for the smaller townships and rural areas of Otago, where no fixed bus routes exist. A key goal of a connectivity strategy should be to improve overall accessibility. In the case of a regional public and active transport connectivity strategy, the objective would be to improve accessibility by non-SOV modes. Across the wider region there are communities whose accessibility is reduced due to both a lack of public transport services, and inadequate walking and cycling infrastructure.
- [29] In line with Council’s vision for sustainable, safe and inclusive transport, further specific consideration would need to be made for making a regional public and active transport connectivity strategy inclusive. That is to improve accessibility for transport disadvantaged, including disabled and mobility impaired residents.

OPTIONS

- [30] This report outlines an extensive approach to the development of a regional public and active transport connectivity strategy. It is a four-part approach comprising (1) a high-level 30-year mode-shift plan; defined and implemented by (2) a 10-year revised

Regional Public Transport Plan that 'extends' the infrastructure planning to include the walking and cycling networks within the PT corridor. Part 3 comprises more focused walking and cycling strategies and actions plans; with (4) including an integrated, costed and prioritised delivery programme. Council's options are:

- Do nothing
- Develop a regional public and active transport connectivity strategy as set out in this report, in whole;
- Develop a regional public and active transport connectivity strategy as set out in this report, in part.

CONSIDERATIONS

Strategic Framework and Policy Considerations

- [31] The ORC 2021/31 Long-term Plan (LTP) outlines how activities will help to achieve community outcomes. One of the Community Outcomes that ORC aims to achieve is sustainable, safe, and inclusive transport.
- [32] The regional public and active transport connectivity strategy, and programme of activity, aims to work with communities to co-design projects to meet their needs and aspirations for health and wellbeing

Financial Considerations

- [33] Appropriate levels of budget within ORC and TAs will need to be identified and prioritised to deliver the proposed programme of activity.

Significance and Engagement Considerations

- [34] Community engagement and participation is likely to be a strong feature of the programme of activity. Therefore, development of a stakeholder map and engagement strategy will be an important early piece of work.

Legislative and Risk Considerations

- [35] The Regional Public Transport Plan (RPTP) is produced under Part 5 (section 116 to 129) of the Land Transport Management Act 2003.
- [36] The Regional Land Transport Plan (RLTP) is produced under Part 2 (sections 12 to 18) of the LTMA 2003.
- [37] A programme-level risk assessment and mitigation strategy will be developed and monitored as work progresses.

Climate Change Considerations

- [38] The aim of the strategy and programme of activity is to reduce the number of Single Occupancy Vehicle (SOV) trips in line with Vehicle Kilometres Travelled (VKT) targets which are part of the New Zealand Government Emissions Reduction Plan (ERP). Success in reducing levels of motor vehicle traffic have a direct climate change benefit through reducing levels of Greenhouse Gas (GHG) emissions.

Communications Considerations

- [39] Strong and proactive communication to sell the benefits of an integrated approach will be an essential aspect of the strategy and programme.

NEXT STEPS

- [40] Following committee approval of this report, next steps for development of a regional public and active transport connectivity strategy, and programme of activity, include:
- Engaging with all the TAs to understand appetite and resource for developing this approach;
 - Meeting with key stakeholders to socialise the concept and enlist in principle support;
 - Scoping the programme in more detail, assessing required budgets and producing a robust delivery timeline/milestones;
 - Establishing the programme management, governance and public / stakeholder participation approach; and
 - Identifying the internal client team to deliver the work and engagement of suitable external advisory resource.

^[1] [Transport engagement | Social Pinpoint \(mysocialpinpoint.com\)](#)

^[2] [Connected Communities \(at.govt.nz\)](#)

^[3] [Sustainable Urban Mobility Plans \(europa.eu\)](#)

^[4] [Sustaining Choices Action Plan](#)

ATTACHMENTS

Nil