



2021-2031

Draft Otago Regional Public Transport Plan



Otago
Regional
Council

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Glossary of Terms

| Term | Description |
|---------------------------|---|
| Demand responsive service | Services that operate with flexible routes and schedules that respond to specific passenger needs |
| Farebox recovery | The proportion of total operating costs that are recovered from users |
| GPS | Government Policy Statement on Land Transport |
| LTMA | Land Transport Management Act 2003 |
| NLTF | National Land Transport Fund |
| NLTP | National Land Transport Programme |
| Off-peak | Weekdays 9:00 am until 3:00 pm, weekends and public holidays |
| Operators | Companies that are contracted by ORC to provide public transport services |
| ORC | Otago Regional Council |
| Park-and-ride | A facility that allows people to securely leave their personal vehicle (i.e., car, motorbike, cycle) to use a public transport service |
| Peak | Weekdays before 9:00 am and from 3:00 pm to 6:30 pm |
| PTOM | Public Transport Operating Model |
| RLTP | Regional Land Transport Plan |
| RPS | Regional Policy Statement |
| RPTP | Regional Public Transport Plan (the Plan) |
| TAs | Territorial authorities (City and District Councils) |
| Total Mobility | Subsidised transport for those with impaired mobility who have difficulty with, or are unable to use, scheduled public transport services |
| Transport disadvantaged | Residents who have limited or no access to basic economic, social, and community services such as employment, health care, shopping etc |
| Unit | All services that are integral to the region's public transport network are grouped into units |
| Waka Kotahi | Waka Kotahi New Zealand Transport Agency |

The image shows a glass door with a large yellow 'Orbus' logo. The logo consists of the word 'Orbus' in a bold, sans-serif font, with a large yellow 'O' that is partially cut off by the left edge of the frame. The door is set in a white frame, and a woman is walking past it on the right side. The background is a blurred outdoor scene with buildings and a car.

Orbus

Foreword

Introduction
Statutory Requirements
Reviewing the RPTP
Developing this RPTP

Foreword

Welcome to Otago Regional Council's draft Regional Public Transport Plan for 2021-31, our strategic document that guides the planning and delivery of public transport services and infrastructure in the Otago region. We are pleased to share this draft for your feedback.

There have been major changes to our economic, social and environmental landscape since the last Regional Public Transport Plan was written in 2014. At the same time, we have made some significant improvements to public transport over the last seven years, including an overhaul of the timetable, new routes in Dunedin and the launch of the \$2 Orbus service in Queenstown.

We also opened the Dunedin Bus Hub, have put an increased focus on community engagement and responsiveness, and improved the Total Mobility service providing subsidised travel to people with disabilities.

In just the last year, we launched the Bee Card (a tag on tag off bus card that gives bus passengers cheaper fares in nine regions around New Zealand, including Otago), implemented the interim \$2 fare in Dunedin, and we worked closely with our operators to run free buses during the disruption of COVID-19.

While acknowledging all we have achieved, we must keep momentum up. National policy around carbon emissions, a devastating global pandemic and, locally, population growth and changes to our economy impact the way we plan public transport in Otago.

Our government, through the Climate Change Response Amendment Act and the Climate Change Commission report has committed to reducing New Zealand's greenhouse gas emissions to net zero by 2050. Increasing public transport share and with sustainable fleet options supports this goal as it contributes to carbon reduction, while improving air quality.

But our Plan is not only about congestion and the air we breathe. Public transport is at the heart of a healthy community, connecting people with each other and giving them the choice to travel independently to visit family and friends, to get to work and school, to have access to medical care and to study, amongst other things.

That can be challenging in a region as large as Otago, with such a dispersed population. Key facilities, such as the Dunedin Hospital and University of Otago, are geographically remote for many people.

Currently, public transport services are only available in Dunedin and the Wakatipu Basin. The Total Mobility Scheme, supporting those who are unable to catch public transport or drive for specific reasons, is limited to the four centres with the highest populations: Dunedin, Oamaru, Queenstown and Wānaka. This leaves many of Otago's residents without access to public transport.

Around 30% of Otago's population is aged under 14 years old or 65 years old and over. A large proportion of these people are unable to drive for reasons other than being ineligible for a driver's licence, including affordability and mobility impairment.

For some people in our community there is a growing movement to actively choose public transport as a more sustainable way of living.

We need to prepare for growth and cater to a greater reliance on public transport. Significant investment by government has enabled the travel planning partnership of the Otago Regional Council, Queenstown Lakes District Council and Waka Kotahi (previously the NZ Transport Agency) to forge ahead with a number of business cases that will re-shape Queenstown with a more integrated, smarter way to get around. Similarly, in Dunedin, a number of travel projects are being considered in our draft long-term Plan and the Dunedin City Council's draft long-term Plan.

Nationally, the COVID-19 pandemic has changed the way we look at public transport. While we were in Alert Level 4 and Level 3 lockdown, it became clear how important buses and bus drivers are to keeping essential workers moving around.

While the pandemic caused a temporary drop in patronage, particularly in Queenstown, free travel encouraged people to try the bus for the first time. When we went back to charging fares with the launch of our smart travel bus card, the Bee Card, our passengers in Dunedin and Queenstown embraced the new system.

This is where we are focusing our efforts:

- Continuing to improve the customer experience
- As that is ultimately what will get more people catching the bus.

Our draft vision for inclusive, accessible, innovative public transport that connects Otago and contributes positively to our community, environment, and economy will guide these efforts.

The ORC public transport team have, along with city and district councils from around Otago and several other stakeholders, identified five objectives to support the vision. From these objectives, they have drafted a number of policies.



They are about being responsive. We must respond to the national direction for a more climate-resilient future, as well as what our passengers need. To encourage more people to use public transport, it should be more attractive and accessible. This means different things for different people, but generally it's about convenience, access, better infrastructure, and affordability, as well as being well-integrated with other services or ways to travel, like linking cycling and walking options.

The system should also be financially sustainable for those who contribute to it.

We invite you to read this draft plan and tell us what you think. Let us know if our objectives and policies will help us to grow with Otago and the specific needs of our community, where public transport is key to connecting us more easily, more often.

Signed

A handwritten signature in black ink that reads "Andrew Noone". The signature is written in a cursive, slightly stylized font.

Andrew Noone
Chairperson
Otago Regional Council



Executive Summary

Overview

Progress Since the Last Plan

The Challenges We Are Facing

Achieving This Vision

Next Steps

Acknowledgements

Executive Summary

Overview

A well-used public transport system is fundamental to the success of Otago. It is critical that we have a plan to identify public transport needs and opportunities and set out the means to deliver those.

The Otago Regional Public Transport Plan (RPTP) is a strategic document that guides the planning and delivery of public transport services and infrastructure in Otago. It sets out the changes to our public transport system for the next 10 years from 2021 to 2031.

This draft RPTP includes our vision for public transport in Otago and the five objectives that will guide implementation of this Plan. These objectives will help achieve the vision, whilst reflecting the issues which have been identified through consultation, and wider national, regional, and local policy context.

The objectives form the basis of the policies, which are described in the last part of the plan.

Progress Since the Last Plan

Our focus since the last RPTP was written in 2014, has been on improving customer service.

We have:

- Implemented new routes and services in Dunedin and Queenstown to provide better network coverage and frequency;
- Opened the Dunedin Central City Bus Hub;
- Provided frequent community engagement events to listen to feedback from our community on the changes made in the last plan;
- Introduced a new route into Queenstown;
- Rolled out the new Bee Card ticketing system on both networks with about 43,000 registered cards currently;
- Provided free services for a series of events including major community events such as the Dunedin's New Year Fireworks and Waitangi Day celebrations at Ōtākou Marae;
- Launched real time passenger information in Queenstown;
- Provided free buses during and after COVID-19 Alert Level 4 lockdown with an additional several months free travel for SuperGold Card holders in Queenstown and Dunedin;
- Improved communication services including a handy fold-out network map, dedicated button on Dunedin's My Little Local App and the On Board with Orbus newsletter;



- Introduced an interim single zone structure with a \$2 flat fare in Dunedin;
- Supported a Lake Wakatipu ferry service;
- Undertaken significant planning for future public transport infrastructure required with approval of relevant business cases;
- Supported total mobility customers, including moving to an electronically based system and new hoists into total mobility accessible vehicles.

The Challenges We Are Facing

We identified several challenges with key stakeholders that need to be addressed:

- Reduce the impact on the environment;
- Increase access to the public transport system;
- Make public transport more attractive for users;
- Make the public transport changes required in a constrained funding environment.

**Inclusive,
accessible, and
innovative** public
transport that
connects Otago
and contributes
positively to
our **community,
environment
and economy.**

To support this Vision, key priorities identified are (Figure 1):

1. Improve the customer experience with the goal that more people choose to use public transport, more often;
2. Improve environmental health by supporting the introduction of zero emission vehicles into the fleet to reduce greenhouse gas and particulate matter emissions;
3. Capitalise on new technology and opportunities for innovation; and
4. Be cost effective such that the improvements to public transport provide value for money and ensure that the right investments are in place at the right time for the greatest number of current and potential users.

Figure 1: Key Priorities



Achieving This Vision

Five objectives will guide implementation of this Plan. These objectives will help achieve the vision, whilst reflecting the issues which have been identified through consultation, and wider national, regional, and local policy context.

The objectives form the basis of the policies, which are described in the last part of the plan.

Objective One

Contribute to carbon reduction and improved air quality through increased public transport mode share and sustainable fleet options.

Objective Two

Deliver an integrated Otago public transport network of infrastructure, services and land use that increases choice, improves network connectivity and contributes to social and economic prosperity.

Objective Three

Develop a public transport system that is adaptable and able to effectively respond to change.

Objective Four

Establish a public transport system that is safe, accessible, provides a high-quality experience that retains existing customers, attracts new customers and achieves high levels of satisfaction.

Objective Five

Deliver fares that are affordable for both users and communities.

Next steps

Otago Regional Council is now seeking input from the community on this Plan.

Once this feedback is received, the plan will be updated to reflect community feedback. A final RPTP is scheduled to be complete by July 2021.

Acknowledgements

Otago Regional Council has engaged with a number of stakeholders in preparing this draft RPTP, and would like to thank them for their contribution.

In alphabetical order:

- **Anglican Family Care**
- **Arrowtown Village Association**
- **Blind Citizens Otago**
- **Blind Low Vision**
- **Bus User Support Group Ōtepoti (Bus Go)**
- **Central Otago District Council**
- **Clutha District Council**
- **Destination Queenstown**
- **Disability Information Services**
- **Dunedin City Council**
- **Frankton Community Association**
- **Grey Power Dunedin**
- **Jacks Point Residents Association**
- **Otago Chamber of Commerce**
- **Otago Deaf Society**
- **Otago Peninsula Community Board**
- **Otago University Students Association (OUSA)**
- **Queenstown Lakes District Council**
- **South Dunedin Community Network**
- **Spokes**
- **The Disabled Persons Assembly**
- **Trails Trust**
- **Waikouaiti Community Board**
- **Waitaki District Council**
- **Waka Kotahi NZ Transport Agency**
- **West Harbour Community Board**



1.0

Background

- Introduction
- Statutory Requirements
- Reviewing the RTPP
- Developing this RTPP

1.0 Background

1.1 Introduction

Otago Regional Council (ORC), together with its partner agencies¹, has prepared this Regional Public Transport Plan (RPTP) to set out the objectives and policies for delivering public transport in Otago over the next 10 years, 2021 to 2031. It is a strategic document that will direct ORC's focus and investment over the coming decade and provide clear direction on how to respond to future challenges and opportunities.

This RPTP describes the proposed public transport services that will meet the needs of new and existing customers and the policies which those services will operate under. It also explains how ORC will work in partnership with operators and city and district councils in Otago, known as territorial authorities.

This RPTP replaces the Otago RPTP (2014-21).

1.2 Statutory Requirements

The RPTP is required by the Land Transport Management Act (LTMA) 2003². The purpose of the Plan is to provide:

- 1) A means for encouraging regional councils and public transport operators to work together in developing public transport services and infrastructure.
- 2) An instrument for engaging with the public in the Region on the design and operation of the public transport network, and a statement of:
 - The public transport services that are integral to the public transport network;
 - The policies and procedures that apply to those services; and
 - The information and infrastructure that support those services.

¹Dunedin City Council, Queenstown Lakes District Council, Central Otago District Council, Clutha District Council and Waitaki District Council, as well as Waka Kotahi

²<https://www.legislation.govt.nz/act/public/2003/0118/latest/DLM226230.html>

³Connecting Dunedin is a transport partnership between the Dunedin City Council (DCC), Otago Regional Council (ORC) and Waka Kotahi, working to ensure good alignment and co-ordination of key transport projects and programmes in Dunedin. A Programme Business Case is currently being finalised, with a focus on improvements to transport in the Central City to accommodate the new Dunedin hospital. The Programme Business Case includes a range of active transport, safety, efficiency, parking, public transport and travel demand management improvements and initiatives.

Way to Go is a collaborative working group made up of partner organisations Waka Kotahi, Queenstown Lakes District Council and Otago Regional Council. The partnership is responsible for delivering transport improvements for the Wakatipu Basin. A Queenstown Business Case has recently been completed with a focus on travel demand management, public transport initiatives, greater use of intelligent transport systems, parking management and urban realm improvements

1.3 Reviewing the RPTP

In 2014, The Otago Regional Council published its RPTP. The 2014 RPTP was updated in 2017 and 2019 through three addendums outlining changes to the 2014 plan. This RPTP is now being updated to:

- 1) Meet the statutory requirements of the Land Transport Management Act.
- 2) Align with updated policy and strategy documents, specifically, the new Government Policy Statement on Land Transport (2021), the draft Otago Southland Regional Land Transport Plan and development of a new Otago Regional Policy Statement.
- 3) Embrace the evolution of transport technology that has led to a number of exciting opportunities, which are improving our ability to plan and operate public transport as well as improving the overall customer experience. We have already seen this implemented in our region, most recently through the rollout of the Bee Card ticketing system.
- 4) Assist in the implementation of various projects delivered by Connecting Dunedin and Way to Go partnerships, which are driving transformative changes to the transport systems in these areas.
- 5) Take into consideration the impacts, and opportunities due to COVID-19.
- 6) Take in to consideration changed community expectations to do with regional connectivity and climate change.

These changes present an opportunity to refresh the strategic direction and policies of our Plan to ensure it is helping us to deliver the kind of public transport network that our customers need.

1.4 Developing this RPTP

This RPTP has been prepared in collaboration with:

- The territorial authorities in Otago (Dunedin City Council (DCC), Queenstown Lakes District Council (QLDC), Central Otago District Council (CODC), Clutha District Council (CDC) and Waitaki District Council (WDC)).
- Waka Kotahi NZ Transport Agency,
- Transport partnerships³;
- Otago's public transport operators; and
- Stakeholders, including a range of community and disability groups to ensure that we have perspectives from those who are often most reliant on public transport.



2.0

Context

- Regional Overview
- Strategic Drivers
- Policy Direction
- Funding Sources
- Key Challenges
- Our Opportunities

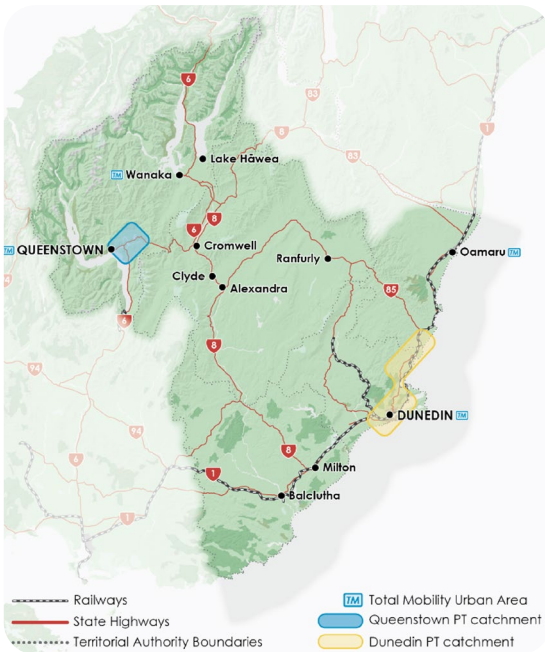
2.0 Context

2.1 Regional Overview

The Otago Region is made up of five territorial authorities – Central Otago District Council, Clutha District Council, Dunedin City Council, Queenstown Lakes District Council and Waitaki District Council.

Figure 2 shows the key settlements with over 1,000 residents and the transport network (road and rail) that connect them. It also shows the location of Otago’s two public transport networks, servicing the wider Dunedin City urban area and Wakatipu basin catchment.

Figure 2: Otago’s Key Settlements and Public Transport Networks



2.2 Strategic Drivers

2.2.1 Network Coverage

Much of Otago is sparsely populated. Most towns and cities are some distance from each other or separated by significant landforms such as rivers or mountain ranges. This means that many communities must travel a long distance to essential services. Around 80% of the population live in towns with more than 1,000 residents.

Table 1 (please see following page) shows the settlements with 1,000 or more residents ranked by population (highest to lowest). Those highlighted in yellow are provided with public transport services as part of the Dunedin Orbus network, and those in blue as part of the Wakatipu Orbus network. The other settlements have no public transport service (but may have access to commercial services). For those without a public transport network, the table shows travel distances to either Dunedin and Queenstown, whichever is the closer.



Table 1: Otago's Urban Centres

| Urban Centre | Territorial Authority | Population (NZ Statistics 2020 Estimates) | % of Region | Km to Dunedin (via SH network) | Km to Queenstown (via SH network) | Total Mobility Available |
|---------------------------|-----------------------|---|-------------|--------------------------------|-----------------------------------|--------------------------|
| Dunedin | Dunedin | 106,200 | 43.3% | | 279km | ✓ |
| Queenstown | Queenstown Lakes | 16,000 | 6.5% | 279km | | ✓ |
| Mosgiel | Dunedin | 14,600 | 6.0% | 15km | 267km | ✓ |
| Oamaru | Waitaki | 13,700 | 5.6% | 160km | 286km | ✓ |
| Wanaka | Queenstown Lakes | 11,500 | 4.7% | 270km | 111km | ✓ |
| Cromwell | Central Otago | 6,480 | 2.6% | 220km | 60km | |
| Lake Hayes | Queenstown Lakes | 6,240 | 2.5% | 265km | 14km | ✓ |
| Alexandra | Central Otago | 5,790 | 2.4% | 190km | 90km | |
| Balclutha | Clutha | 4,230 | 1.7% | 80km | 238km | |
| Arrowtown | Queenstown Lakes | 3,030 | 1.2% | 266km | 19km | ✓ |
| Milton | Clutha | 2,210 | 0.9% | 55km | 224km | |
| Lake Hawea | Queenstown Lakes | 1,700 | 0.7% | 279km | 117 km | |
| Brighton | Dunedin | 1,540 | 0.6% | 17km | 268km | ✓ |
| Jacks Point, Hanleys Farm | Queenstown Lakes | 1,260 | 0.5% | 282km | 15km | ✓ |
| Arthurs Point | Queenstown Lakes | 1,260 | 0.5% | 279km | 6km | ✓ |
| Waikouaiti | Dunedin | 1,250 | 0.5% | 40km | 260km | ✓ |
| Clyde | Central Otago | 1,200 | 0.5% | 198km | 85km | |
| Ranfurlly | Central Otago | 1,060 | 0.4% | 132km | 171km | |
| Palmerston | Dunedin | 1,000 | 0.4% | 54km | 246km | ✓ |
| Subtotal | | 199,520 | 81.5% | | | |
| Other Rural population | | 45,780 | 18.5% | | | |
| Total Otago Population | | 245,300 | 100.0% | | | |

Intra- and inter-regional services are provided by commercial operators and use the national State highway network (State Highway 1, 6, 8) to connect the more populated towns.

2.2.2 Population Growth

Otago’s population is forecast to grow from a population of 235,000 in 2018 to 259,500 (+24,500) in 2028 and 273,300 (+38,300) in 2038, for a medium forecast growth scenario, as illustrated in **Figure 3**. Whilst growth will remain static in some districts (<10%), Queenstown Lakes District and Central Otago are among the highest growing areas of New Zealand with +27% and +19% population growth forecast respectively, refer to **Table 2**. While this is pre-COVID, current long-term forecasts expect population and tourism to pick up to these original forecasts.

Figure 3: Projected population growth for Otago (2018 to 2038)⁴

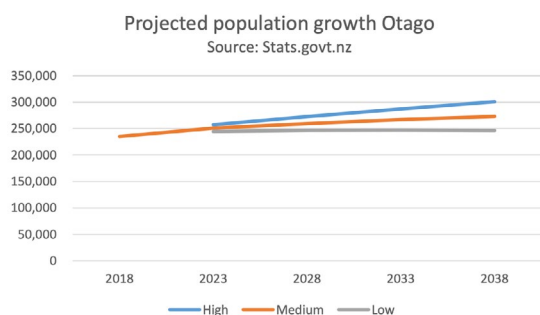


Table 2: Forecast Population growth by Territorial Authority Area

| | 2018 | 2023 | 2028 | 2033 | 2038 | To 2028 | To 2038 |
|------------------------------------|---------|---------|---------|---------|---------|---------|---------|
| Population Growth | | | | | | | |
| Waitaki District | 22,900 | 23,800 | 24,200 | 24,500 | 24,700 | 1,300 | 1,800 |
| Central Otago District | 22,200 | 24,800 | 26,400 | 27,900 | 29,200 | 4,200 | 7,000 |
| Queenstown Lakes District | 42,500 | 50,100 | 54,100 | 57,900 | 61,500 | 11,600 | 19,000 |
| Dunedin City | 131,200 | 135,700 | 137,900 | 139,700 | 140,900 | 6,700 | 9,700 |
| Clutha District | 18,050 | 18,500 | 18,750 | 18,900 | 18,950 | 700 | 900 |
| % Growth Increase (to 2018) | | | | | | | |
| Waitaki District | - | 4% | 6% | 7% | 8% | 6% | 8% |
| Central Otago District | - | 12% | 19% | 26% | 32% | 19% | 32% |
| Queenstown Lakes District | - | 18% | 27% | 36% | 45% | 27% | 45% |
| Dunedin City | - | 3% | 5% | 6% | 7% | 5% | 7% |
| Clutha District | - | 2% | 4% | 5% | 5% | 4% | 5% |

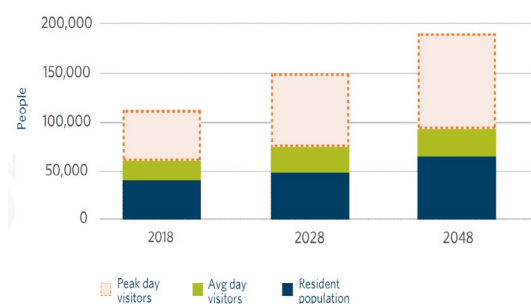
⁴Source: StatsNZ Subnational Population Projections 2018-2048

2.2.3 Tourism Growth Queenstown and Wanaka Growth

In addition to population growth, the Otago economy is driven by tourism, expected to recover post COVID. The population of Queenstown Lakes District is increasing at around 7% per annum, increasing from 30,000 in 2013 to 66,000 by 2048. Much of the growth is concentrated on Queenstown, its surrounds, and in Wanaka. Visitor numbers are expected to grow at an even faster rate (once tourism returns post COVID-19). Wanaka is the fastest growing urban area in the South Island and its growth is accelerating, with both tourism and land development increasing.

Wakatipu is one of the five high growth urban areas identified in the National Policy Statement on Urban Development Capacity (2020)⁵. Since 2005, visitor numbers through Wakatipu airport have increased by 200 per cent to nearly 1.8 million passengers in the year to June 2017. An appreciation of the forecast resident plus visitor growth projections is presented in **Figure 4**.

Figure 4: Growth Projections⁶



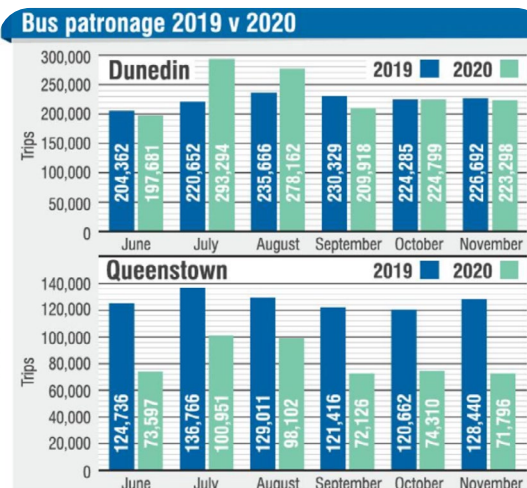
2.2.4 COVID-19 Impacts

Otago is forecast to be the region most heavily impacted by the COVID-19 pandemic⁷, mainly due to the tourism impacts and drop in revenue experienced in the Queenstown Lakes region. Our region has the second highest tourism spend nationally, with 55% of total spend from international visitors. The ability to offset these losses through domestic tourism will be challenged by the high travel costs from urban centres in Otago and elsewhere. Dunedin is generally expected to perform better because of its lower reliance on tourism, and due to its position as a hub for government, education, healthcare, and other related services. Similarly, in our other districts, we expect them to be impacted slightly less than the national average⁷.

The COVID-19 pandemic had a significant impact on our public transport network during 2020.

Figure 5 shows that patronage levels have rebounded to pre COVID-19 levels in Dunedin, despite a significant drop in international students. However, the trend has remained in Wakatipu, with patronage sitting just below 50% of pre-COVID-19 levels.

Figure 5: Otago Bus Patronage - 2019 vs 2020⁸



It is likely that levels of demand for the Wakatipu public transport network will continue to remain lower in the short to medium-term, due to the loss of international visitors, seasonal workers and a reduced population overall. Dunedin is expected to continue to perform better because of its lower reliance on tourism, and because it is a hub for government, education, healthcare, and other related services. The network also services a larger permanent population and wider geographical area.

Over previous years, we were making significant patronage gains (from 2.2 million 000 passenger in 2016/17 to 2.5 million in 2018/19), especially since the launch of our Wakatipu services in 2017 (from 490,000 passenger in 2016/17 to 1.5 million in 2018/19). With Government moving to an Alert Level 4 lockdown in March/April 2020, patronage dropped dramatically.

The full scale of the COVID-19 impact is difficult to predict but will bring significant challenges. There are likely to be changes to travel patterns and employment destinations, that the network will have to respond to, as well as communities relying on lower or more fixed incomes. Improving access to employment and essential services for vulnerable communities is vital.

⁵<https://www.mfe.govt.nz/about-national-policy-statement-urban-development>

⁶Demand Projections Summary July 2020. Queenstown Lakes District Council.

⁷Arataki Otago Regional Summary. Waka Kotahi NZ Transport Agency.

⁸Source: Otago Daily Times (<https://www.odt.co.nz/regions/queenstown/q%E2%80%99town-bus-use-down-44-dunedins-holds-steady>)

2.2.5 Growth Implications for Public Transport

The rate of growth being experienced in our region will become a real challenge unless we ensure our public transport system can maintain accessibility, connectivity and more generally, protect the liveability for our residents. The continued growth of our region provides an opportunity to ensure that transport infrastructure and land use are closely integrated.

The projected level of urban growth, particularly in Dunedin and the Wakatipu, will require a successful, evolving public transport system that supports key commercial and residential growth areas. In time, the nature of urban growth will provide the right conditions for the public transport system to grow and succeed further.

2.3 Policy Direction

The policy guidance and wider strategic direction for this RPTP comes from several key documents including the Government Policy Statement on Land Transport 2021 (GPS 21)⁹, draft Otago Southland Regional Land Transport Plan 2021-2031 (RLTP)¹⁰, Otago Regional Policy Statement (ORPS)¹¹. Several parallel business cases also provide direction for this work. Appendix A – Strategic Context discusses these documents and explains their relationship to this RPTP.

This RPTP is consistent with the draft joint Otago Southland Regional Land Transport Plan 2021-31 and Waka Kotahi NZ Transport Agency guidelines¹². Part 5 of the LTMA provides a definition of the types of public transport services covered by this plan. National and regional policy direction are in alignment, which provides significant opportunity to improve public transport outcomes for Otago.

2.3.1

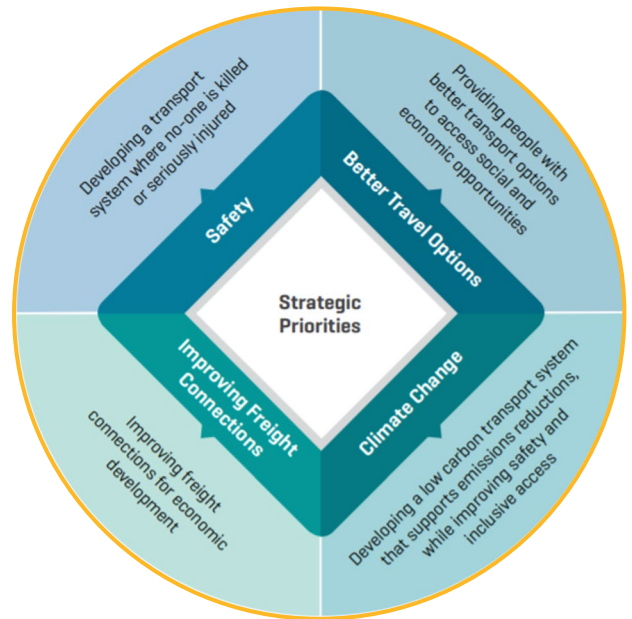
Government Policy Statement on Land Transport (GPS) 2021-31

The GPS 2021 is the strategic document that guides investment in the land transport system over the next ten years. It outlines how investment should contribute to several strategic objectives and provides guidance to decision-makers on where Central Government will focus resources and funding. GPS 2021-31 identifies four Strategic Priorities for the land transport system (Figure 6):

- **Safety:** Developing a transport system where no-one is killed or seriously injured.
- **Better travel options:** Providing people with better transport options to access social and economic opportunities.

- **Climate change:** Developing a low-carbon transport system that supports emissions reductions, while improving safety and inclusive access.
- **Improving freight connections:** Improving freight connections for economic development.

Figure 6: GPS 2021 Strategic Priorities (see appendix)



⁹<https://www.transport.govt.nz/area-of-interest/strategy-and-direction/government-policy-statement-on-land-transport-2021/>

¹⁰At time of writing, the Otago Southland RLTP 2021-31 submissions have closed.

¹¹<https://www.orc.govt.nz/plans-policies-reports/regional-plans-and-policies/regional-policy-statement>

¹²<https://www.nzta.govt.nz/assets/resources/guidelines-for-regional-public-transport-plans/docs/guidelines-regional-public-transport-plans.pdf>



2.3.2 Otago Southland Regional Land Transport Plan (RLTP) 2021-31

The Otago Southland RLTP sets the direction for integrated transport and land use investment in the Otago and Southland regions. The Plan, currently in draft stage, describes Otago's long-term vision, identifies regional priorities and sets out the transport projects we intend to invest in over the next ten years. The 2021-31 RLTP has been prepared jointly for the Otago and Southland regions, consisting of a common strategic section and two separate programmes of work, recognising the shared understanding that the Otago and Southland transport network exists as an enabler of people and communities.

The RLTP acknowledges transport as a key enabler in meeting community travel needs, influencing the future economic success of the region and the health of our communities. The RLTP focuses on initiatives that enable us to grow in ways that make it easy to get around while reducing congestion and emissions and creating more liveable places. The RLTP identifies several Strategic Priorities for Otago which are applicable to public transport:

- **Creating Genuine Mode Choice** alongside integrated land use and transport planning, is needed to develop genuine alternatives to driving, as well as address pressing environmental issues, meet carbon emissions targets and mode shift goals;
- **Connectivity and Choice** and the need for coordinated, integrated planning to improve choices for the movement of people and goods, and create real change in the way people travel, particularly to work and school;
- **Environmental Sustainability** where transforming to a low carbon transport system and reducing the environmental impact of transport is urgent; and being,
- **Future Focused** to ensure the Otago and Southland regions are ready and able to respond to change and new challenges is essential.

2.4 Funding Sources

Funding for public transport currently comes primarily from three main sources:

- **Fares** paid by customers to use public transport (referred to as 'farebox');
- **Rates** collected by ORC for services (both public transport and Total Mobility) and infrastructure (as this is local funding, it often gets called 'local share'); and,
- **Central Government** via the National Land Transport Fund and SuperGold Card scheme.

The ability to fund public transport services from fares is driven by patronage and the fares that are paid. The ORC aims to set fares to recover from customers what it considers to be a "fair and equitable" amount of what it costs to operate contracted public transport services.

It is important that public transport is priced in a way that encourages sustainable travel behaviour for those that do have a choice, contributes to managing travel demand on already constrained roads and parking pressure at key destinations. At the same time, there needs to be a sustainable funding model to pay for a high-quality public transport experience.

To date, public transport funding from the National Land Transport Fund has been guided by policy that has required public transport services nationally, to achieve a 50% farebox recovery. This means that half of the costs of running and providing the service are recovered from customer fares. The reality of trying to attain this level of farebox recovery has proven challenging for the ORC.

The ORC's approach to farebox recovery is embedded in the objectives and policies of this RPTP, in particular:

- Regular fare review and adjustments;
- Initiatives to increase patronage; and,
- Achieving value for money through efficient operating and procurement practices.

2.5 Key Challenges

There are many challenges and opportunities facing public transport across Otago as heard in ongoing engagement with the community. Working with TAs, four were identified for the region and relate to:

- Integration, where land-use planning and roading network design encourages car use, disincentivising use of more sustainable modes and results in increased carbon emissions;
- Attractiveness, and the perception that public transport is costly, inconvenient, and hard to use compared to other travel modes;
- Responsiveness, and the ability to quickly adapt to changes in the operating environment; and,
- Access and affordability, where a lack of transport choice leaves dispersed and disadvantaged communities with no options to access economic and social opportunities.



2.5.1 Reducing Environmental Impact

The New Zealand Government, through the Climate Change Response (Zero Carbon) Amendment Act¹³ and the Climate Change Commission report (2021)¹⁴, has committed to a programme to reduce the nation's greenhouse gas emissions and ensure a climate-resilient future for New Zealanders. A key aim is to reduce emissions to net zero by 2050. Transforming to a low carbon transport system that enables emission reductions is a strategic priority of the Government Policy Statement (GPS) 2021.

These national policy directions signal a shift in how we plan and deliver public transport, such as:

- Transitioning to energy efficient low emission/ electric buses, which will reduce carbon emissions from fuel, as well as reducing noise and improving air quality; and,
- Providing a high-quality service that attracts motorists to use the bus instead of driving, leading to fewer cars on the road and lower carbon emissions.

In Dunedin, emissions associated with transportation account for 39% of total carbon emitted; the largest source of any industry¹⁵. Most of these emissions come from road transport, which represents a key opportunity to address. At the same time, concentrations of harmful emissions and particulates emitted by motorised vehicles are contributing to poor air quality, which can lead to a risk of respiratory illnesses for our communities¹⁶.

Increasing the number of journeys taken by public transport will allow us to, in part, reduce some of the negative environmental impacts of the public transport system. There exists a common perception for many that public transport is not a viable alternative to driving. Making the best use of our infrastructure will also help reduce our environmental impact, which could be enabled through better locating our services and supporting infrastructure near to new developments where there is good access to public transport services.

2.5.1

Increasing Public Transport Access

Public transport ensures that the basic needs of the community, particularly those without access to private transport, are met and that people can access essential services such as supermarkets/ food stores, healthcare, education, and jobs. In Otago this is particularly important for our rural Districts, where communities are dispersed, and travel distances are long.

Around 30% of Otago's population are 0-14 or 65 years and over. A large proportion of these people will be unable to drive, and without an accessible public transport system may need to rely on others for transport. This can lead to a loss of independence and social exclusion among other negative health impacts.

There is also a trend amongst younger people to delay learning to drive, due to financial or other considerations¹⁷. This trend is particularly relevant in Dunedin, where there is a very high proportion of young people aged 15-24 (21.8% in Dunedin compared to 14.6% nationally). This is because Dunedin is home to around 28,000 tertiary students of whom about 80% (around 22,400) are from outside Dunedin. This presents on-going challenges regarding providing for this group's transport needs and choices that this plan seeks to respond to.

Although many households in Otago have access to multiple vehicles (**Figure 7**), many have none. In the 2018 census, approximately 10.4% of households within the public transport catchment area of Dunedin, and 3.3% households within the public transport catchment area of Wakatipu, reported having no access to a motor vehicle. In Dunedin, this is well above the national average. These people will be reliant on public transport, walking, cycling and/or others to meet their transport needs, and to gain access to essential goods and services.

¹³<https://www.mfe.govt.nz/climate-change/zero-carbon-amendment-act>

¹⁴<https://www.climatecommission.govt.nz/get-involved/our-advice-and-evidence/>

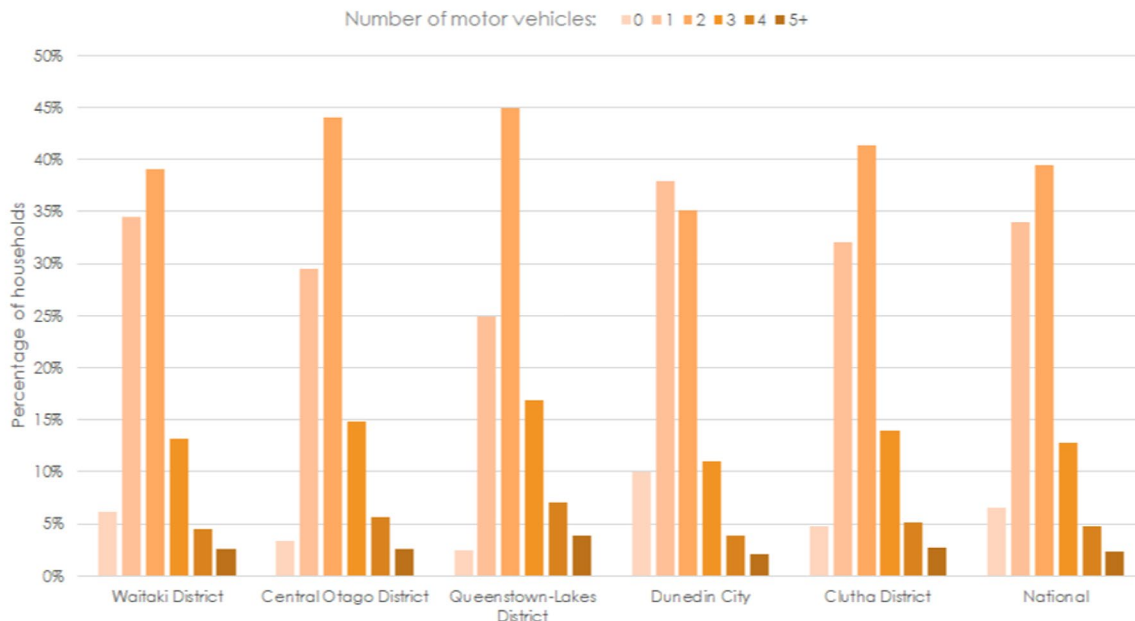
¹⁵Sourced from: https://infocouncil.dunedin.govt.nz/Open/2021/01/CNL_20210127_AGN_1576_AT.PDF

¹⁶Air Quality Strategy for Otago. Otago Regional Council.

¹⁷ <https://www.stuff.co.nz/national/9779944/kiwi-teens-turn-off-driving>



Figure 7: Otago Percentage of Households Without Access to a Motor Vehicle¹⁸



Currently public transport services are only available in Dunedin City and the Wakatipu, and the Total Mobility Scheme is limited (based on the availability of commercial operators) to the four centres with the highest populations. This leaves a significant proportion of Otago’s population who do not have access to public transport. There are commercially operated intra/inter-regional bus services. No rural communities are currently served by public transport and distances and/or geography are too great for modes other than private vehicles to play a significant role in connecting these communities to the social and economic opportunities provided in centres or around the region.

2.5.3 Increasing Attractiveness

Many people still do not have a good perception or experience of using our public transport system and do not view it as offering a realistic alternative to driving. However, annual customer satisfaction surveys in Dunedin and Wakatipu have shown that people are generally becoming more satisfied with the network and overall experience of using the bus.

The overall level of satisfaction with the Wakatipu public transport system has increased from 95% satisfaction in 2018 to 97% in 2019. Ninety-five percent of respondents were likely to “highly recommend” public transport to friends or colleagues.



Dunedin shows similar levels of satisfaction; however, satisfaction levels have dropped from 93% in 2018 to 88% in 2019. Respondents with lower satisfaction raised concerns relating to the ease of getting around, convenience of paying, travel time, and information about services and delays. Increasing the attractiveness of public transport and positioning the service as a high-quality travel choice is a priority for this Plan.

¹⁸Census 2018.

2.5.4 Reducing Network Pressure

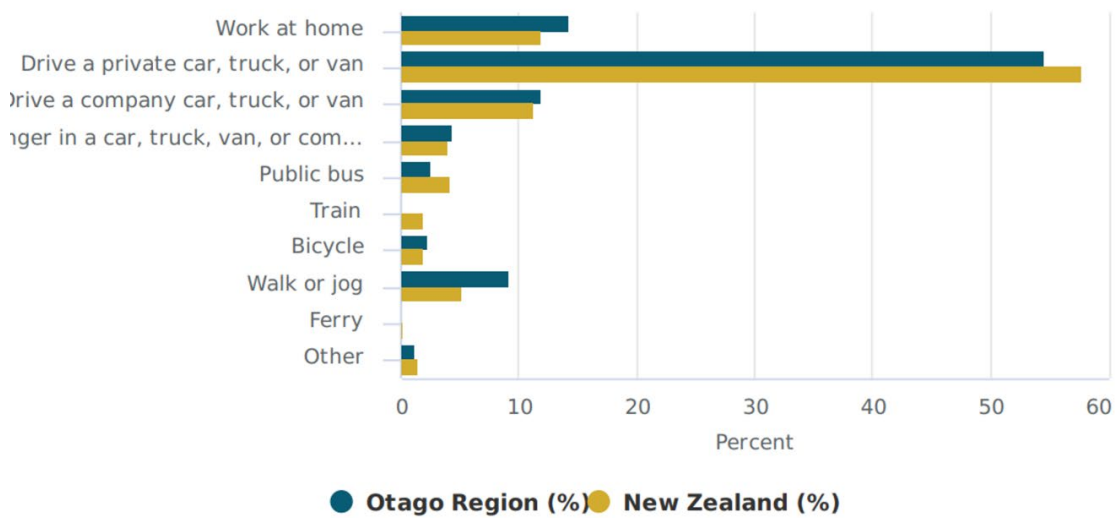
Land use changes caused by population growth and our historical investments in road infrastructure that has supported access by car, is an on-going challenge for our public transport system. Urban growth and development is leading to more dispersed populations and greater travel distances that are difficult to serve by public transport. Trips, taken primarily by private car, are causing significant localised congestion on key corridors to the detriment of public transport.

Travelling by bus in Dunedin and Wakatipu is still often slower and less reliable than travelling by car. Congestion, combined with a lack of dedicated bus priority, is resulting in highly variable travel times for buses. This is limiting the attractiveness of services to new customers.

Otago’s communities are heavily car dependent. Census data (2018) shows that around 65% of journeys to work were undertaken by private vehicle or company vehicle (see **Figure 8**). Otago’s population is expected to grow by 25,000, reaching around 250,000, by 2038. If transport trends continue, the region’s growth, particularly in the main urban centres of Dunedin and Queenstown, will lead to greater levels of traffic congestion and more parking pressure.



Figure 8: Main means of travel to work for people in Otago Region and New Zealand (2018 Census)



Several strategic planning documents are providing a long-term vision for land-use development and growth across the region, encapsulated in Spatial Plans. These are coupled with the new National Policy Statement on Urban Development (NPS-UD 2020), which seeks to encourage intensification and enhance planning policy particularly around public transport nodes.

There is a major shift signalled that will increasingly require alignment of public transport around these planning mechanisms. Additionally, the priorities and actions arising out of this Plan will need to be well integrated with land use planning.

2.5.5 Affordability and Funding

Transport affordability is an important issue we are facing, particularly for people on limited incomes or who do not have access to a car and who depend on public transport to live their daily lives. Public transport fares should provide value for money and consider the economic impacts felt by communities. However, the service must remain financially sustainable for customers, ratepayers and funding partners. New services and infrastructure need to be cost effective, with the right investment made at the right time.

The funding of the SuperGold free travel scheme has been capped, and the public have increasing expectations for what a public transport system must deliver. Add to this the growing cost imposed on bus services because of congestion and the ability to deliver quality public transport services becomes heavily constrained by the ability and willingness for ratepayers to fund these services.

With a desire to move more people in Otago via public transport, we are likely to see increasing operational costs associated with the provision of our network and, without aspirations to expand the network over the coming years, we will need to consider other funding mechanisms that can possibly play a role.

Residential and visitor growth in Wakatipu is expected to lead to a growth in peak day population. This additional transport demand is projected to lead to increasing operational costs. The Government Policy Statement 2021 has signalled significant increases in the overall level of capital investment available for public transport. Conversations with government are being signalled and additional funding may emerge which could help us achieve our vision more quickly.

2.6 Our Opportunities

2.6.1 Regional

2.6.1.1 Preparing for Future Growth

Otago has ambitious growth plans over the coming decades, with a growth in population, employment and tourist visitors to the region predicted over the next thirty years. Growth will lead to many more trips being taken on our land transport system. Under current travel behaviours this will result in greater levels of congestion on our most important corridors, ultimately hindering liveability of our towns, and consequently our economic prosperity. Preventing this outcome will require a greater number of people taking public transport (and other modes).

Through greater integration between our land use and planning decisions and our public and active transport networks, we will be better placed to increase the share of trips taken by bus, improving transport choice, and providing a viable alternative to private vehicle use.

Several strategic planning documents are providing a long-term vision for land-use development and growth across our region, encapsulated in several Spatial and Master Plans. In the Wakatipu, investigations are underway to explore the likely changes to where people will live and work over the next 40 years. Coupled with the new National Policy Statement on Urban Development (NPS-UD 2020), which seeks to encourage intensification and enhance planning policy particularly around public transport nodes, there is a major shift signalled that will mean we will increasingly need to align our public transport infrastructure around these planning mechanisms. Additionally, the priorities and actions arising out this Plan will need to be well integrated with these planning documents to ensure that growth is well integrated with the public transport network.

In Dunedin City, the main considerations are how to best align its development needs with the provision of transport infrastructure in services. Around 70% of Dunedin's population live within 800 metres of public transport service **Figure 9**. These figures demonstrate that there is significant potential for a greater number of people to take public transport. To enable greater integration, we will need to ensure that:

- New development or intensified development in areas that are subject to infrastructure constraints are avoided;
- We encourage development in areas where we have infrastructure capacity;
- We encourage easy connections between active modes and the public transport network; and
- We encourage urban consolidation so that more high-grade facilities and services can be provided centrally where most people can access them as opposed to the need to extend facilities and services to growing outlying areas.

Figure 9: Accessibility to Frequent Bus Services in Dunedin and Mosgiel



2.6.1.2 Regional Connectivity

Currently ORC does not provide bus services across its wider region. Otago’s rural areas account for an overwhelming percentage of land and, when combined with the low population density in these areas, creates significant challenges in providing a practical and affordable public transport offering.

Recently, there has been demand from the community for services connecting Balclutha/ Milton with Dunedin and Cromwell/ Alexandra to Wakatipu and Wanaka. This is being stimulated by a growth in population, particularly in Central Otago and Waitaki.

Table 3 shows the population growth experienced in our districts from 2006-2013. With the additional demand being placed by this growth, we expect there to be a greater need and requirement to serve these communities to provide better connections to the economic, social, and employment activities in our urban centres.



Table 3: Otago Population Growth Trends (2006-2018)

| Region | Territorial Authority | Population Year | | | Average Annual Change 2006 - 13 | Average Annual Change 2013 - 18 |
|--------|---------------------------|-----------------|---------|---------|---------------------------------|---------------------------------|
| | | 2006 | 2013 | 2018 | | |
| Otago | Waitaki District | 20,223 | 20,829 | 22,308 | 0.4% | 1.4% |
| | Central Otago District | 16,644 | 17,895 | 21,558 | 1% | 3.8% |
| | Queenstown Lakes District | 22,959 | 28,224 | 39,153 | 3% | 6.8% |
| | Dunedin City | 118,683 | 120,249 | 126,255 | 0.2% | 1% |
| | Clutha District | 16,839 | 16,890 | 17,667 | 0 | 0.9% |

There will be a growing need for rural-based public transport services. Our focus for this Plan is to provide a comprehensive and consistent network in our urban centres of Dunedin and Wakatipu, which will be future proofed to be able to respond to additional rural demand. This should be built upon an underlying framework that will guide our approach to providing rural-based services:

- Actively involve rural communities in the planning and provision of public transport services so that we can best place resources;
- Utilise demand-responsive transport services in areas of low demand;
- Harness the use of community-based transport services, taxis, and private hire vehicles as part of our public transport network offering;
- Use integrated approaches to achieve efficiencies and lower operational costs; and,
- Better use of technology to support information provision, ticketing, and on-demand service provision.

2.6.1.2 Intra-regional Travel

With many of our areas experiencing significant population growth and visitor numbers, there is an opportunity for greater access and mobility via public transport across our region. There are currently no intra-regional public transport services in Otago; however, as our population continues to grow and we experience increasing number of tourists, we believe there will be increased demand for services that connect our smaller townships to our larger urban areas.

Key opportunities in Otago include:

- Provision of services to link Clutha District with Dunedin, from townships such as Balclutha and Milton;
- Implementation of a Wanaka urban service with early route introduction in growth areas to promote public transport-based commuting options;
- Provision of a scheduled service for commuters travelling to Wakatipu from Wanaka and Cromwell;
- Development of trial services to various rural centres, for example, Glenorchy, Makarora, Luggate, Kingston;
- Collaborative development of rideshare and community transport options to support smaller communities; and,
- Trialling specialist services to meet specific areas of demand to complement our core network, for example through the use of demand-responsive transport services (perhaps in Oamaru).

2.6.1.4 Increasing Transport Access

There remain significant areas of deprivation in many of our rural areas. Some residents do not have access to a car and therefore rely on public transport to access employment or other economic and community activities. The provision of transport access to economic, social, and community-based services is one of the key beneficial roles that our public transport network plays in society.

This Plan can play a major role improving transport access by:

- Ensuring that the way we plan and design our network and supporting infrastructure is fully accessible to different community needs and requirements;
- Increasing multi-modal access to the network so that customers can combine multiple forms of travel into their journey; and,
- Improving the design of routes to make them simpler and connect with employment and economic opportunities.

2.6.1.5 Embracing Emerging Technology

New types of technology and digital systems have already become an everyday part of our lives. Disruptive technologies have already arrived and are changing the way people travel. Ride hailing application such as Uber, electric bikes and cars, electric vehicles are changing the way people choose to travel. Global developments in technology offer huge potential to improve the reliability and performance of our transport networks, reducing operational costs and resourcing, and providing greater levels of information and integration for customers.

The launch of new types of micro mobility, such as e-scooters, is enabling people to embrace new ways to travel and combine different types of transport, often as an alternative to single occupancy vehicle travel. These changes bring about huge opportunities for integrated transport, in which public transport has a vital role, further helping to normalise a shift away from private vehicles to low emission choices.

Through this Plan, we will seek to capitalise on new technologies and innovative approaches that we believe add real value to our public transport system, the customer experience, and contribute to reducing our net impact on our environment.

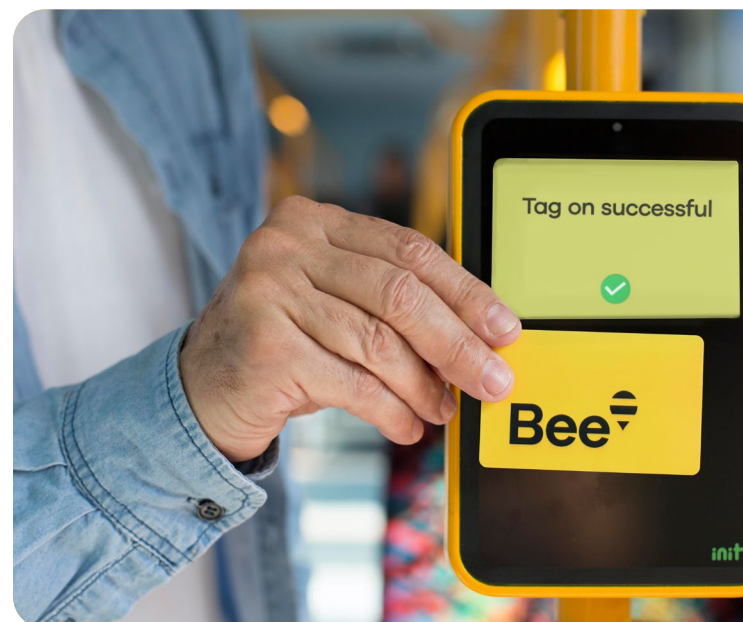
2.6.1.6 Improving Quality and Access to Information

Accessibility and quality of information we provide to our customers is a key influence on the customer experience. We need to consider customer information as a critical component in the 'service offering' we provide, just like scheduled services, bus stops, or other network infrastructure. Our customers are continuing to expect accurate and responsive information to help them plan and take their journeys. This has created new expectations, such as:

- Greater use of real-time information, which will allow customers to see in real time where and when their bus is coming;
- Travel time comparisons between different modes that can help inform a potential journey; and,
- Information on customer facilities and supporting measures, which may influence the type and choice of travel mode.

To capitalise on these opportunities, we need to focus on improving our customer information so that it meets the changing needs and expectations of our existing and potential customers. Key opportunities include:

- Providing more accurate real-time information;
- Providing a greater range of information to allow customers to make a more informed choice about their travel;
- Providing robust open-source data and information to increase the reach of public transport information; and,
- Ensuring our data and information can be easily integrated into future 'smart travel' and 'Mobility as a Service' platforms.



2.6.2 Dunedin Network

Dunedin’s bus network has experienced significant recent changes through the implementation of the network review undertaken in 2014. The review led to a simpler, more legible network, running at consistent frequencies, including frequent service on weekdays on some routes. These changes provided a good platform for future service enhancements. The key opportunities and focus for this RPTP for the Dunedin network shown in **Table 4**.

Table 4: Dunedin Network Key Opportunities

| Opportunity | Gaps | Strategic Response |
|--|---|---|
| Increasing patronage and enabling greater mode shift to public transport (with a target to increase mode share from 3.4% in 2018 to 8% by 2030); | Ease and convenience of driving leading to high private vehicle mode share. | <ul style="list-style-type: none"> Ease and convenience of driving leading to high private vehicle mode share. |
| Better utilisation and increased efficiency of the network. | Poor journey reliability, particularly on key corridors, causing buses to compete for space and time with general traffic. | <ul style="list-style-type: none"> Enhancing the network through better timetabling; Re-enforcing the central spine of the network along George Street and Princes Street through increased frequencies and higher capacity vehicles; and; Implementing bus priority on key corridors to improve journey time reliability. |
| Integrating the network with land use and development. | Most of the new housing is on the Taieri Plain in Mosgiel and Outram, while the majority of jobs are in the city centre and Tertiary Precinct in the northern part of the city centre. This land use pattern means there is likely to be a greater number of trips, largely by car, on corridors from the south/south-west of the city. | <p>Improving levels of service that will attract new customers;</p> <p>Alternative approaches to serving urban centres, fulfilling an important transport access goal, whilst ensuring we can provide a simplified and legible network with high frequencies;</p> <p>Trialling demand-responsive services.</p> |

To support a simple and more consolidated network, several projects are being delivered focussing on both services and supporting infrastructure. **Table 5** (see next page) details the key projects intended to be implemented over the course of this RPTP.

Table 5: Dunedin Network Key Projects

| Project | Description | Background/Explanation |
|----------------------------------|---|--|
| Bus priority supporting measures | Investigate opportunities to prioritise the movement of buses ahead of private motor vehicles and maintain reliable bus operation, particularly at intersections and on main routes from south of Dunedin City. | Princes Street currently supports a high number of journeys into the city (65% of which originate from the south) and has been identified as a preferred location for bus priority. The purpose of these interventions is to remove inefficiencies and delays and provide a more efficient public transport corridor. |
| Level of service improvements | Investigate increasing peak frequency of services and introduction of direct/non-stop services from Mosgiel, as well as some southern suburbs, for example to every 15 minutes and/or via Southern Motorway. | The biggest increase in housing is around Mosgiel where the existing bus network is under pressure in the peak. This combined with 65% of journeys from the south terminating in the city centre, means that focusing on these areas has the biggest opportunity to achieve mode shift and convert longer distance car journeys to public transport. |
| Express service | Investigate feasibility of express service connecting Mosgiel and Dunedin city centre. | A large proportion of commuters to Dunedin Central city travel from Mosgiel. An overwhelming proportion of these journeys are taken by private vehicle. |
| Frequencies and Operating Hours | Investigate alternative frequency and operating hours to ensure that they are simple, legible, and meet customer requirements as best as possible within available funding. | Currently, there are issues in the span of service with the Dunedin network, with some services not reaching the city centre before 7am. Some routes feature inconsistent frequency times, which contributes to additional confusion for customers. |
| Improved interchange facilities | Improved interchange facilities Investigation of Super stops and Bus Hub upgrade to provide greater amenity, access to information, increased capacity and ability for passengers to transfer. | To improve overall journey times and customer experience, we need to improve the quality of transferring between services on our network. |



Table 5: Dunedin Network Key Projects (continued)

| | | |
|--|---|--|
| <p>Park-and-ride facilities</p> | <p>Investigate the appropriate location and feasibility of park-and-ride facilities to support greater access to the public transport network by alternative modes.</p> | <p>Park-and-ride facilities provide an alternative to driving into the city centre, providing direct connections to the public transport network. Most trips into the city (65%) are made by people coming from the south/ west. Currently, limited travel options are available for residents in Green Island, Mosgiel, Brighton and the Taieri. Park and Ride facilities will provide alternative means to travel to the city centre, and lead to reductions in traffic demand in the central city during and after the new Dunedin Hospital construction.</p> |
| <p>Demand-responsive services</p> | <p>Investigate opportunities for demand-responsive services.</p> | <p>Some members of the community require greater access to the public transport network but live in areas where providing a large bus to deliver the service is inefficient.</p> |

2.6.3 Wakatipu Network

Key opportunities in Wakatipu focus on enabling a step change in public transport patronage and mode share. Several future public transport network opportunities have been identified through business case work to improve the Wakatipu network and significant growth in patronage.

A step change in public transport will be supported through a high capacity, high priority public transport spine that links key development areas identified through the spatial planning process as well as important tourist destinations. Feeder networks of public transport and active modes are also provided. This needs to be supported by infrastructure and behaviour change aspects for it to be successful. Key opportunities in Wakatipu are in (see **Table 6**).

Table 6: Wakatipu Network Key Opportunities

| Opportunity | Gaps | Strategic Response |
|--|--|--|
| <p>Enabling more reliable and competitive bus travel times when compared to travelling by car.</p> | <ul style="list-style-type: none"> • Issues of unreliability on highly congested and trafficked routes such as SH6A, which are leading to highly variable public transport journeys; • A lack of bus priority leading to severe bus delays, for example from Shotover Country to Wakatipu Town Centre; | <ul style="list-style-type: none"> • Implementation of bus priority lanes on SH6A and signal optimisation. • Shared right of way with extensive PT priority measures, including bus lanes and signal priority in congested areas. • Introduction of higher capacity vehicles on core and frequent routes connecting employment, economic activities with high growth areas; |

Table 6: Wakatipu Network Key Opportunities (continued)

| Opportunity | Gaps | Strategic Response |
|---|--|--|
| <p>Increasing access to economic, social, and community activities by public transport.</p> | <ul style="list-style-type: none"> Limited direct services between high growth areas and Wakatipu town centre; | <ul style="list-style-type: none"> High quality and accessible bus shelters and passenger facilities. High quality interchange facilities at key transfer stations. Enhanced public transport fleet, stop and depot facilities to deliver higher capacity and higher frequency BRT style services; Ferry services that complement the scheduled bus services; Further levels of service improvements to provide greater connector services to key residential and development areas, to support implementation of the Wakatipu Spatial Plan; Potential park and ride facilities; |
| <p>Improving the customer experience.</p> | <ul style="list-style-type: none"> Evidence of poor customer experiences at the Frankton Hub and Wakatipu Town Centre, which reduces the overall image of the network; Lack of bus stops located around new developments and retail areas along Ladies Mile; Poor visibility and service information at Queenstown Airport. | <ul style="list-style-type: none"> Development of an improved central bus hub that will improve connectivity with regional and tourist coach services; Improved bus shelters and waiting areas; Improved customer information at bus stops and key interchange facilities. |



3.0

Our Network and Recent Developments

Public Transport Units
Dunedin Public Transport Network
Wakatipu Public Transport Network
Fare Structure
Total Mobility
Rail and Ferry

3.0 Our Network and Recent Developments



Otago’s public transport system includes the Dunedin City Bus Network, the Wakatipu Public Transport Network, and the Total Mobility Scheme which is currently provided in Dunedin, Oamaru, Wakatipu, and Wanaka.

3.1 Public Transport Units

The Otago network is currently grouped into eight public transport units, five bus units in Dunedin, two bus units and one ferry unit in Wakatipu. A ‘unit’¹⁹ is a group of routes contracted to one operator and contains all of the timetabled services applying to the route or routes within that unit. A unit must be exclusive so that the operator has full responsibility and market access on those routes 24 hours per day, on any given day.

An intention of government legislation was to grow the commerciality of public transport services. Reducing the number of units across Otago, by grouping a greater number of services together may increase the commercial viability of services.

The proposed units for the 2021 Plan are presented in Appendix B – Public Transport Services Integral to the Network.

3.2 Dunedin Public Transport Network

In Dunedin, the ORC is responsible for planning and tendering the bus services, marketing, and providing information on bus services to the public, and funding passenger transport infrastructure. Dunedin City Council is responsible for providing and maintaining the passenger transport infrastructure, such as bus stops and shelters.

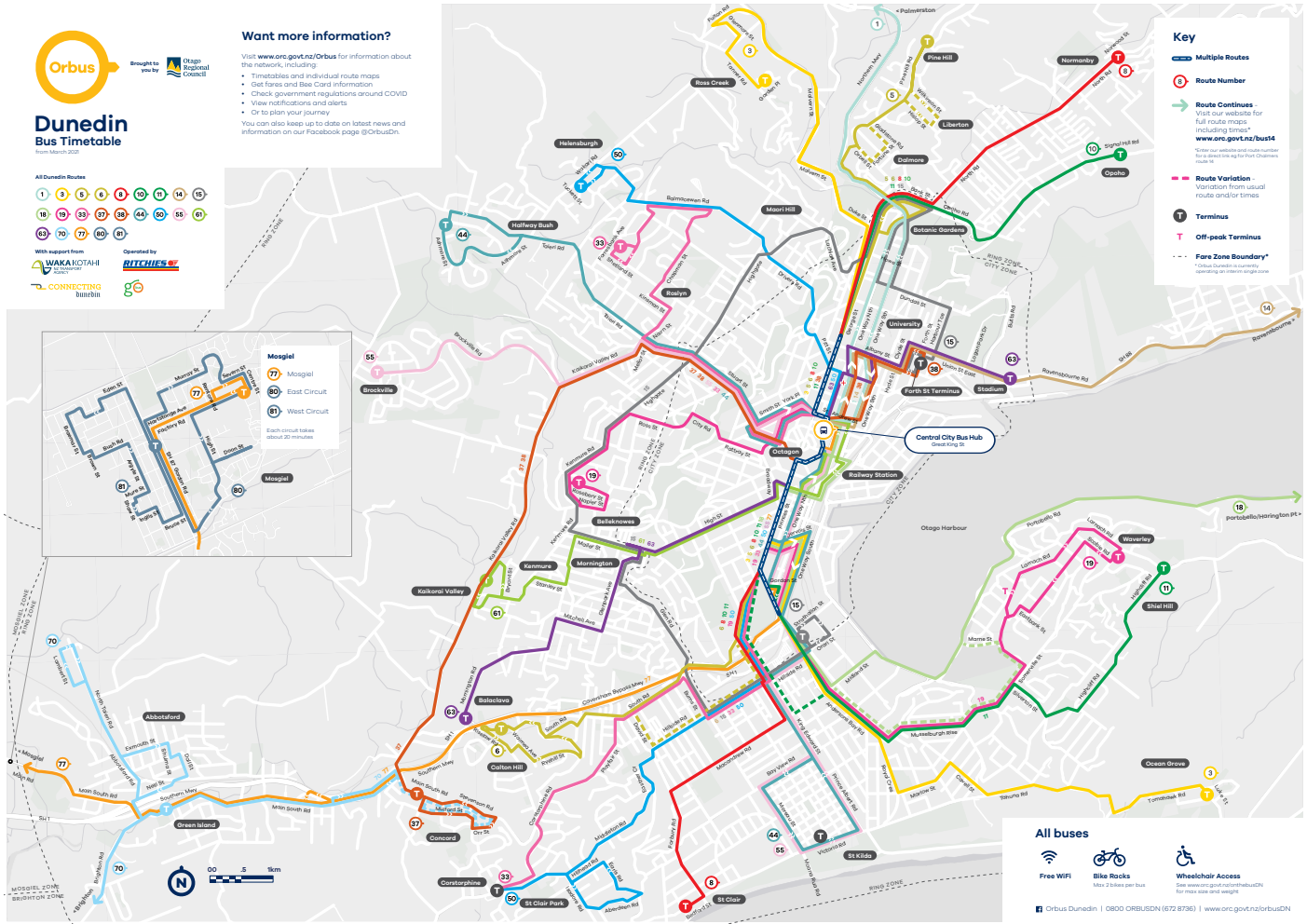
In 2014, ORC began a review of the Dunedin urban bus network to identify service, infrastructure, and network changes that could be made to increase patronage, make journey times quicker, increase customer satisfaction. As part of the review, we looked at the overall bus network design to investigate what was working well and what wasn’t. The network design focused on:

- Simplifying the network design, route structure, and standardising frequencies;
- Implementing a radial pattern network design with services going to the central city Bus Hub and in some instances going on to another suburb. This means that most routes will be paired so that you can ride from one end of a route, through the central city, and out to another suburb
- Implementing improvements to network operation and reliability;
- Improving timetables to support better transfers and improve operational performance;
- Implementation of a simplified fare structure and concessions to provide a consistent customer experience; and,
- Pricing of fare products to encourage modal shift while ensuring the long-term financial viability of the network.

Currently Dunedin’s bus network covers the urban area and extends to the urban fringes of Port Chalmers, Brighton, Waikouaiti and Portobello (see **Figure 10**). Routes in the network operate in a radial pattern to and/or through the central city Dunedin Bus Hub, opened in early 2019. Routes have different timetable frequencies based on demand including ‘Rapid’, ‘Frequent’ or ‘Regular’ services. Highest frequency routes operate every 15 minutes during the peak and lowest frequency routes typically operate every 60 minutes.

¹⁹under PTOM

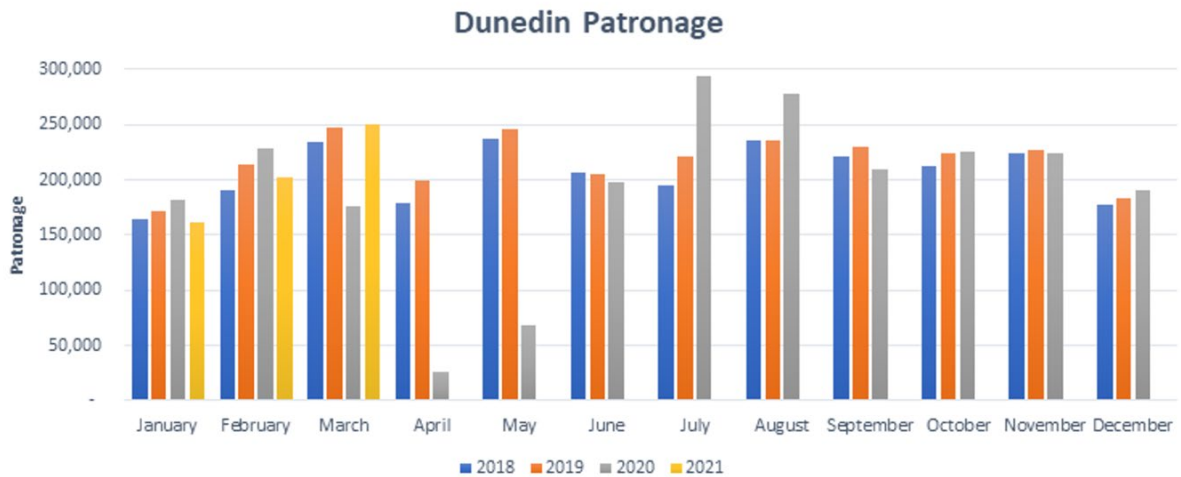
Figure 10: Dunedin Public Transport Network (2020)



In accordance with the Regional Public Transport Plan 2014, we have been progressively phasing out Regional Council operated school services. However, a small number of dedicated school services operate in Dunedin (for example, 5D Pine Hill to Logan Park High School, 6D, 6E and 40C).

The recent changes to the Orbus network in Dunedin have delivered significant increases in annual boardings. Patronage in Dunedin has shown a steady upward trend in recent years (see **Figure 11** on next page); up by 8% in the 2018/19 financial year.

Figure 11: Dunedin Public Transport Patronage (2018-21)



Other recent public transport initiatives include:

- Completion of the new \$6 million Dunedin central city bus hub in 2019, providing one convenient central city service point for public transport and making it easier for customers to transfer between services;
- Implementation of the Bee Card electronic ticketing system (an electronic tag-on tag-off system). As of mid-April 2021, the region had just under 43,000 registered Bee cards.
- A trial of a \$2 flat fare in response to the impacts of COVID-19 that is making our network more affordable and attractive for customers.

3.3 Wakatipu Public Transport Network (Fig 12)

Significant changes were made to the Wakatipu network in 2015/16. The first major change was the introduction of subsidised scheduled services in 2017 under the new PTOM (Public Transport Operating Model) framework. These changes were aimed to prioritise local, everyday trips that could contribute to reducing congestion, particularly on SH6A between Queenstown Town Centre and Frankton.

Bus frequencies vary by route, with the most frequent services having buses operating every 15 minutes during the peak and the lowest frequency



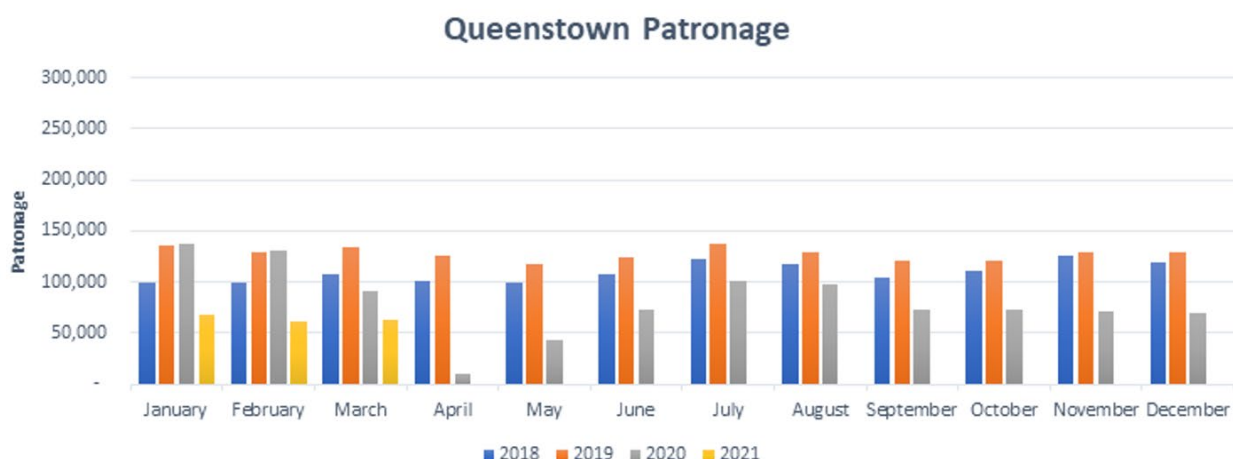


Figure 12: Wakatipu Public Transport Network (2020)

Wakatipu bus use has also shown a month on month upward trend compared to the previous years (**Figure 13**); up 64% for the 2018/19 financial year. Year to date patronage was tracking at 182% of calendar year 2017. This can be mainly attributed to the introduction of the Orbus service in mid-November 2017. Since early 2020, patronage has been affected by the impacts of COVID-19.



Figure 13: Wakatipu Public Transport Patronage



Other recent public transport initiatives include:

- Introduction of a flat rate of \$2 bus service, providing greater affordability for customers;
- Implementation of the Bee Card electronic ticketing system, which is making it easier for people to use public transport;
- The launch of a real time bus tracking trial service (TrackAbus), which includes tracking via desktop and mobile phone, together with a text service for passengers without smart phones; and,
- Progressing with the relocation of the bus stops currently in Camp Street over to Stanley Street on State highway 6A to improve transfers and the customer experience.

3.4 Fare Structure

In Queenstown on the Wakatipu network, ORC has a flat fare structure, introduced in 2017. Queenstown Lakes District Council provides financial support for the flat fares.

During New Zealand’s COVID-19 Level 4 lockdown in 2020, ORC provided for Central Government’s free travel initiative on all buses on both the Dunedin and Wakatipu networks, to support community access at this difficult time. This enabled essential services to continue while ensuring social distancing and the health and safety of bus drivers and passengers.

As the network transitioned back to charging and with the introduction of the new Bee Card, an interim flat fare was set at \$2.00 in Dunedin. This has supported an upward trend for bus use.

The tag-on tag-off Bee Card ticketing system was introduced in Dunedin in August and Queenstown in September in 2020. The smartcard has been implemented in nine different regions in New Zealand, including Otago. It has provided Otago with a modern and easy to use ticketing system with online capability, making it even easier for people to use public transport.

Table 7: Otago’s Current Fare Structure (2021)

| | | |
|---------------------|-------------------|---|
| Payment By Bee Card | Adult | \$2.00 per trip (enables a free transfer of 45 minutes) |
| | Youth (5-18) | \$1.50 per trip (Wakatipu) \$1.20 per trip (Dunedin) |
| | Child (under 5) | Free |
| Payment By Cash | Dunedin | \$3.00 per trip |
| | Wakatipu | \$4.00 per trip |
| | Queentown Airport | Adult \$10.00 per trip Child \$8.00 per trip |

3.5 Total Mobility

Otago's Total Mobility scheme is available in Dunedin, Oamaru, Wakatipu and Wanaka, supporting approximately 3,700 registered users. For the period February 2020 to January 2021, the mean monthly number of Total Mobility trips was just over 8,000 per month and of those, on average, 1,000 required hoist transport.

Total Mobility can only be operated where there are suitable, trained small passenger service vehicle commercial providers. This has proven to be challenging for some areas. For example, Total Mobility used to be provided in Balclutha and Alexandra.

Total Mobility customers travel using the RideWise electronic payment card. The card provides an improved method of managing travel and can be used in most other centres in New Zealand.

The scheme also provides a subsidy to assist with the costs of purchasing and installing new and replacement hoists into vans to enable providers to carry wheelchairs and mobility scooters.

3.6 Rail and Ferry

The Government Policy Statement (GPS) on Land Transport has signalled changing priorities and a significant increase in the overall level of capital investment available for public transport. This may create opportunities for new types of public transport services in the future.

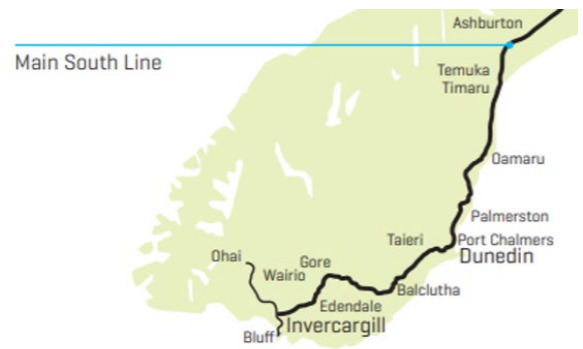
3.6.1 Rail

The Main South Line (MSL) runs from Christchurch via Oamaru, Dunedin, and Balclutha to Invercargill (Figure 14). The MSL is used primarily for freight and there are no commuter rail or inter-regional public transport rail services available. Scenic tourist trains sometimes operate between Dunedin and Middlemarch, and Dunedin and Palmerston.

There has been no commuter rail or inter-regional passenger rail services available in Otago (for some time). A scenic tourist train²⁰ has been operated by Dunedin Railways between Dunedin and Middlemarch. However, services were suspended due to COVID-19, and are currently running on a reduced timetable. The future operation of Dunedin Railways is under review.

²⁰The Taieri Gorge Railway

Figure 14: Lower South Island Main South Line



3.6.2 Ferry

Queenstown's location on the shores of Lake Wakatipu, and Dunedin's historic development around Otago Harbour both create opportunities for future ferry services to be explored, taking the pressure off the road network.

To enable the provision of a public ferry service, an amendment was made to the previous Otago Regional Public Transport Plan to specify a trial Frankton Arm to Queenstown Bay water ferry as an integral service to the network and that is currently financially supported by ORC.





4.0 What We Want To Achieve

-
- Vision
 - Objectives
 - Focus Areas
 - Desired Outcomes

4.0 What We Want To Achieve

This chapter sets out our vision for Otago’s public transport system that will guide our network over the next ten years. It combines a regional vision statement for our network, along with our key priorities and outcomes that we are seeking to achieve over the coming decade.

4.1 Vision

Inclusive, accessible, innovative public transport that connects Otago and contributes positively to our community, environment, and economy.

4.2 Objectives

Five objectives will guide implementation of this Plan. These objectives will help achieve the vision, whilst reflecting the issues which have been identified through consultation, and wider national, regional, and local policy context. The objectives form the basis of the policies, as set out in Section five.

Objective One

Contribute to carbon reduction and improved air quality through increased public transport mode share and sustainable fleet options.

Objective Two

Deliver an integrated Otago public transport network of infrastructure, services and land use that increases choice, improves network connectivity and contributes to social and economic prosperity.

Objective Three

Develop a public transport system that is adaptable and able to effectively respond to change.

Objective Four

Establish a public transport system that is safe, accessible, provides a high-quality experience that retains existing customers, attracts new customers and achieves high levels of satisfaction.

Objective Five

Deliver fares that are affordable for both users and communities.

4.3 Focus Area

To achieve the objectives, the four key areas that the ORC will focus on are:

- **Improve the Customer Experience:** A key aim of this plan is to improve the public transport offering for improved customer experience, with the goal that more people choose to use public transport more often.
- **Improve Environmental Health:** This plan seeks to support the introduction of zero emission vehicles into our fleet that will reduce our net greenhouse gas emissions whilst improving our air quality.
- **Embrace Innovation:** The role of technology and innovation will be even more important in the years ahead and developing the mechanisms to improve and capitalise on emerging opportunities will be a key component of this plan.
- **Be Cost Effective:** New services and infrastructure need to be cost effective where the right investments are made at the right time for the greatest number of current and potential users.



4.4 Desired Outcomes

We need to know whether our policies and measures are getting us to where we want to be. If they aren't then we will need to re-consider our goals and outcomes. We will monitor this through several Performance Measures, shown in **Table 8**.

Table 8: Performance Measures

| Performance Measures | Targets | | | |
|--|--------------------|----------------------|----------------------|----------------------|
| | 2021/22 | 2022/23 | 2023/24 | 2024-2031 |
| Annual public transport boarding in Queenstown per capita | Increase | Increase | Increase | Increase |
| Annual public transport boarding in Dunedin per capita | Increase | Increase | Increase | Increase |
| Overall passenger satisfaction with Wakatipu Public Transport system at annual survey | 97% | 97% | 97% | 97% |
| Percentage of Dunedin bus-users who are satisfied with the trip overall | 91% | 94% | 97% | 97% |
| Percentage of scheduled services delivered (reliability) | 95% | 95% | 95% | 95% |
| Percentage of scheduled services ontime (punctuality - to five minutes) | 95% | 95% | 95% | 95% |
| Percentage of users who are satisfied with the provision of timetable and services information | Establish Baseline | Maintain or Increase | Maintain or Increase | Maintain or Increase |
| Percentage of users who are satisfied with the overall service of the Total Mobility Scheme | Establish Baseline | Maintain or Increase | Maintain or Increase | Maintain or Increase |



5.0

How We Will Get There - Our Policies

Vision
Objectives
Focus Areas
Desired Outcomes

5.0 How We Will Get There

This chapter of the Plan sets out the policies and actions that will help us deliver our RPTP objectives and overarching vision. The policies reflect our strategic vision and direction for the public transport network.

5.1 Carbon Reduction

Objective One

Contribute to carbon reduction and improved air quality through increased public transport mode share and sustainable fleet options.

5.1.1 Vehicle Quality Standards

High quality vehicles and standards form an essential component to providing a public transport network that is attractive, attracts new customers, and ensures that we are contributing to reducing the emissions associated with the operation of our public transport system. The ORC will continue to improve the comfort, accessibility, safety, and overall standard of vehicles by requiring compliance with the national vehicle quality standards. This sets common minimum standards for the urban bus fleet and will be the basis for ensuring vehicle quality.

| | |
|----------------|--|
| Policy | Ensure high vehicle quality standards on all contracted services. |
| Actions | <ul style="list-style-type: none"> Require all operators to, at a minimum, adhere to the national standard 'Requirements for Urban Buses in New Zealand (RUB)' published by Waka Kotahi NZ Transport Agency; Incentivise higher vehicle quality, technology and lower emissions through contract procurement; Ensure that, for each operator of contracted public transport units, the number of buses aged 0-10 years shall be equal or greater than 50% of their fleet. |

5.1.2 Zero-Emission Vehicles

Central government has announced that from 2025 no new fossil-fuelled buses can be introduced into service in New Zealand and by 2035, all fossil-fuelled buses must be replaced.

Public transport has a major impact on our local environment, communities, and health through emissions of greenhouse gases, other particulates, and noise. To reduce these negative environmental impacts, we need to ensure that the vehicle fleet that operates on our network is modern, energy efficient, and is as clean as possible. We will investigate opportunities to introduce zero-emission vehicles (electric or alternative fuelled vehicles), dependent on the level of funding and investment that can be sourced.

| | |
|----------------|---|
| Policy | Transition to a lower-emission public transport network. |
| Actions | <ul style="list-style-type: none"> Introduce electric vehicles and/or alternative fuelled vehicles into the operational fleet in a phased approach based on the re-tendering of contract Units; Engage with operators to explore options to introduce electric vehicles and/or alternative fuelled vehicles into the operational fleet earlier than the retendering of contract Units; Trial new technologies and platforms that improve the efficiency and operation of the public transport network; Assess alternative funding opportunities for the delivery of the necessary infrastructure (e.g. charging stations) to support the transition to electric and/or alternative fuelled vehicles; Ensure that the procurement of contracted services results in greater fleet and operational efficiency. |

5.1.3 Sustainable Approaches to Physical Infrastructure

As noted above, public transport has a major impact on our local environment, communities, and health. To reduce these negative environmental impacts, we also need to ensure that supporting infrastructure is modern, energy efficient and is as clean as possible.

| | |
|----------------|---|
| Policy | Support and advocate for sustainable approaches to the introduction of new physical and other supporting infrastructure. |
| Actions | <ul style="list-style-type: none"> • Consider long-term, sustainable approaches when planning and designing physical infrastructure provision; and, • Ensure all procurement contracts for new physical infrastructure incorporate sustainable and decarbonization best practices, such as the use of recycled materials, solar PV etc. |

5.2 Integrated Network

Objective Two

Deliver an integrated Otago public transport network of infrastructure, services and land use that increases choice, improves network connectivity and contributes to social and economic prosperity.

Our second objective focuses on achieving a public transport network that is integrated with other services, between modes and partners (e.g. territorial authorities). To ensure we meet this objective, we have identified Policies that outline the basic components of the Otago public transport network. It includes policies on the type of services to be provided, where, what frequency, and when they will operate. These policies apply to all the contracted Units described in Appendix B – Public Transport Services Integral to the Network. Overall, these Policies aim to achieve an integrated public transport network, recognising the different requirements and levels of demand for public transport across our region.

5.2.1 Network Form and Function

The overall design of our public transport network will have a major bearing on the quality, types of services, and ultimately the customer experience. Over recent years, the ORC has transitioned to an integrated network approach, which aims to provide a simpler, more efficient, and easier to understand network structure. This aims to support more efficient transfer between services, that aid in quicker and more reliable journey times for passengers. To help support and embed this network approach, the ORC aims to undertake future network planning and design in a way that improves connectivity and maximises travel options.

| | |
|----------------|--|
| Policy | Design the public transport network in a way that is simple, maximises choice, and is well integrated with existing and future land use. |
| Actions | <ul style="list-style-type: none"> • Design routes that maximise access and travel options to destinations such as employment, retail, shopping, and other services; • Design public transport timetables that are easy to understand and maximise headway and connectivity across the public transport network; • Ensure that the design and planning of routes is well integrated with surrounding infrastructure to support multi-modal access to the network; • Work with territorial authorities to ensure that supporting physical infrastructure supports easy and safe access to the public transport network; and, • Work with territorial authorities to ensure that proposed land use and development is well integrated with the existing public transport network. |

5.2.2 Service Levels (Dunedin and Wakatipu Networks)

Customers expect to receive a basic level of service when they use the public transport network. For services on key corridors that support high levels of patronage, there is generally a higher level of service provision than services that serve more rural areas with lower levels of patronage.

Minimum service levels provide the ORC with a framework to determine the level of service for public transport services, in line with local demand and requirements:

- **Rapid services:** Provide a core, higher capacity, frequent, and all-day type service within urban areas. They operate at frequencies of at least 15 minutes during the day, and sometimes more frequently at peak periods. Faster and more reliable travel times are a focus for the Rapid routes and are often supported by dedicated bus priority measures on key arterial corridors.
- **Frequent services:** Direct services that connect residential areas with commercial, industrial, community, and other key activities. They provide frequent services throughout the day of between 20 – 40 minutes but may provide lower levels of service at off-peak times. They are sometimes supported by bus priority measures.
- **Regular Services:** Provide coverage to areas of the public transport network not well served by Rapid and Frequent services. They have more limited operational hours and run at lower service frequencies of between 30 – 120 minutes.
- **Targeted Services:** Targeted services provide services to areas or link destinations where there is not enough demand to justify a core, frequent service, or where normal services cannot meet peak demand. Targeted services include:
 - School bus services;
 - Ferry services;
 - On-demand/demand-responsive services; and,
 - Special event services.

When undertaking reviews of services, provision of new services or amending existing services, the ORC will explore opportunities to exceed these minimum standards to ensure that the outcomes of this Plan are met. As growth and additional demand occurs, the ORC will explore opportunities to increase levels of service (frequency, hours of operation) for Frequent and Regular services. These will be considered on a case-by-case basis.

Policy

Ensure that public transport levels of service improve choice, connectivity, and meet a diverse range of customer needs.

Actions

Provide public transport services in Dunedin and Wakatipu with the minimum service levels defined in Table 9.



Table 9: Proposed Public Transport Minimum Service Levels in Dunedin and Wakatipu

| Service Type | Role and Function | Key Characteristics | Target Frequency | Target Hours of Operation | Supporting Measures |
|-------------------|---|--|--|---|--|
| Rapid | <ul style="list-style-type: none"> Core services that connect key activity and employment centres within urban areas Provide fast, frequent, express services that offer travel time advantage over private vehicles. Influence adjacent land use and development by intensifying development around frequent services | <ul style="list-style-type: none"> Fast and direct routes with limited stops High frequency High capacity vehicles Wide hours of operation | 15-minute frequency all-day | <ul style="list-style-type: none"> Weekdays 6am – 11pm Saturday 7am – 11pm Sunday 7am – 9pm | Bus priority measures along key corridors at peak periods |
| Frequent | <ul style="list-style-type: none"> Provide frequent and reliable services. Provides competitive travel times to private vehicles. Provides network coverage to growth areas. Supports more intensive housing development in areas served | <ul style="list-style-type: none"> High frequency Medium capacity vehicles More direct routes that increase end-to-end journey times Reasonable hours of operation | <ul style="list-style-type: none"> 20-minute peak 40 minute off-peak | <ul style="list-style-type: none"> Weekdays 7am - 9pm Saturday 8am - 9pm Sunday 9am - 6pm | Targeted bus priority measures along urban arterials at peak periods |
| Regular | <ul style="list-style-type: none"> Basic services. Enables basic access to employment, education, and essential services Emphasises coverage and accessibility from low-density areas | <ul style="list-style-type: none"> Low frequency with service levels dependent on demand and funding Medium/low capacity vehicles Moderate/low hours of service subject to demand | 30 -120 minute dependent on service | <ul style="list-style-type: none"> Weekday 7am - 7pm Saturday 8am - 8pm Sunday based on demand | Little or no bus priority measure |
| Targeted Services | <ul style="list-style-type: none"> May provide demand responsive services in areas of low demand and/or a scheduled service is considered not feasible/ practical Connects to Rapid and Frequent services to improve network coverage | <ul style="list-style-type: none"> Options to utilise various vehicle-types such as taxis, people-carriers, and regular buses Responsive to local demand and need | Dependent on demand and funding | Personalised to meet the specific requirements of each travel requirements and to compliment the rest of the network | Little or no bus priority measures |

5.2.3 Regional Connectivity

Improving access to our public transport network is a key focus for this Plan. The transport disadvantaged are more likely to face access challenges through a lack of access to private transport or because they face financial difficulties. There are also many communities who travel for work and other means to Dunedin and Wakatipu from satellite towns or other areas and do not have the option to access a public transport service to carry out daily activities.

This Policy recognises the need, over time, to improve access to our urban networks via these areas. It focuses on the need to ensure that there is community support for any regional connections, evidence that there is a demand for this service, and that there is a willingness to pay from the community itself.

Regional connections will not just involve traditional scheduled services but may also involve demand responsive transport services, which may be integrated with the traditional public transport network. We will need to work closely with territorial authorities and our other key partners to plan and deliver these types of services.



| | |
|----------------|--|
| Policy | Investigate options to improve regional connectivity across Otago. |
| Actions | <ul style="list-style-type: none">• Proactively collaborate with central government agencies, territorial authorities and local communities to identify the demand and willingness to financially support services that improve regional connectivity across the region;• Investigate the feasibility, costs, and potential funding options of regional connections, where there is strong community support;• Consider requests for new regional services from relevant territorial authorities, community boards, or resident groups when:<ul style="list-style-type: none">• The proposed regional connection is consistent with the objectives of this Plan, including its underlying principles and network structure;• There is potential for a level of demand that would support achieving an acceptable farebox recovery rate;• There is community willingness to financially support the introduction of a regional connection |

5.2.4 Integration with Land Use and New Development

Our region is growing. To support the growth of our urban areas, which support the majority of our population, we need to carefully consider how new development areas complement the current public transport network. We need to ensure that the implementation of new services delivers value for money, has a good patronage base, and provides an attractive alternative to driving for these communities.

| | |
|----------------|--|
| Policy | Investigate options to serve new growth areas or new areas of development by public transport services and/or new infrastructure. New services and infrastructure must not detract from the viability of the wider public transport network. |
| Actions | <ul style="list-style-type: none"> Consider the introduction of scheduled services to new areas of development once the following criteria are met: <ul style="list-style-type: none"> The developments' location, size, and connections support the long-term provision and success of public transport; Supporting infrastructure is designed, planned, and implemented to complement the introduction of the service. Work proactively with territorial authorities through Spatial Plans and other strategic planning documents to identify future growth and demand needs in the planning of services and infrastructure; Adopt a consistent approach to assess requests to fund new services or infrastructure |

5.2.5 Infrastructure and Service Delivery

The success of our public transport network relies on close integration, planning, and collaboration between the ORC, territorial authorities, and its partner agencies. A successful network relies on the provision of bus priority measures, passenger facilities, and safe access via other modes to the network. Territorial authorities are responsible for providing supporting infrastructure measures that support the services provided by the ORC. The ORC is responsible for the provision and coordination of services, service enhancements, and network management. Better coordination of these responsibilities will be required to improve our network.

| | |
|----------------|--|
| Policy | Work collaboratively with territorial authorities and partner agencies to improve infrastructure and service delivery. |
| Actions | <ul style="list-style-type: none"> Implement the provision of attractive and safe passenger facilities to enable easy access to the public transport network by all modes; Support network optimisation through the use of available technology, such as GPS and other mechanisms; and, Share monitoring data with territorial authorities and partner agencies to enable appropriate enhancements to the public transport network. |

5.2.6 Multi-modal Access

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 multi-modal transport system and one that provides a viable alternative to driving a car.



Providing the necessary means for customers to access and use our public transport network, by combining walking, cycling and public transport, contributes to our transport access and carbon reduction goals. This integration of modes encourages more sustainable travel and provides opportunities for more people to use public transport. The ORC will require all new contracts for scheduled services in our Dunedin and Wakatipu networks to have the means to carry bicycles. Working with our partners, the ORC will investigate options to increase the number of bikes on buses where there is shown to be a high demand.

| | |
|----------------|--|
| Policy | Work collaboratively with territorial authorities, partner agencies, stakeholders and developers to enhance multi-modal access to the public transport network. |
| Actions | <ul style="list-style-type: none"> • 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; and, • Identify the benefit of shared vehicles, demand responsive services, and other services infrastructure to increase accessibility to the public transport network. |
| Policy | Implement the ‘accessible journey’ ²¹ approach to public transport by providing infrastructure and information that enables all people to access public transport services. |
| Actions | <ul style="list-style-type: none"> • Work with territorial authorities, operators, and other stakeholders to implement the ‘accessible journeys approach. |

²¹The accessible journey means that all the steps needed for a person to get from their home to their destination and then home again are regarded as linked and of equal importance. If one link is broken or inadequate, the whole journey becomes impractical or impossible (Source: The Accessible Journey: Report of the Inquiry into Accessible Public Land Transport).

²²Not all members of each group will be transport disadvantaged.

5.2.7 Considering the Needs of the Transport Disadvantaged

An important focus of this RTP is to ensure that we continue to meet the needs and requirements of people who are least able to travel to live their daily lives. We term these people the transport disadvantaged. This can occur for people for a range of different factors including income, health, disability or other local factors. We need to ensure that our public transport network is accessible for these people, as they are generally groups who are most reliant on public transport.

The ORC considers the following groups as transport disadvantaged²²:

- People with accessibility needs;
- People with mobility impairments;
- People without driver licences, including children under driving age;
- People on low incomes, including beneficiaries;
- People in households without access to private transport, such as a car.

An example of the work we do to support some transport disadvantaged is through our Total Mobility scheme. The ORC administers the Total Mobility Scheme for those eligible and who have difficulty using scheduled public transport services. In Otago, it operates in Dunedin, Oamaru, Wakatipu, and Wanaka.

The Total Mobility scheme assists eligible people with impairments to access appropriate transport to enhance their community participation. The assistance is provided in the form of a subsidy for approved door to door transport services.



| | |
|----------------|--|
| Policy | <p>Provide the Total Mobility service so that transport services are available for the mobility impaired who have difficulty with, or are unable to undertake the component parts of using public transport.</p> |
| Actions | <ul style="list-style-type: none"> • The ORC will implement the Total Mobility scheme: <ul style="list-style-type: none"> • With the assistance of agencies with eligible clients; • By providing funding assistance for member travel and new/replacement hoists. The subsidy for scheme users is 50% of the full fare, up to a maximum subsidy of \$25 (GST incl.), funded from rates and Waka Kotahi; and • By considering applications from new scheme providers on community need and sustainability grounds. • The ORC will work with users of the scheme, disability agencies, and taxi organisations to implement: <ul style="list-style-type: none"> • Any upgrades to the scheme that might result from new national standards; • Any customer service standards that taxi companies are required to implement in order to provide Total Mobility services; and, • An expanded fleet of wheelchair-accessible vehicles operating throughout Otago. |

| | |
|----------------|---|
| Policy | <p>Ensure that the public transport network is accessible and safe.</p> |
| Actions | <ul style="list-style-type: none"> • Adopt universal access design principles in the planning, design, and implementation of services and infrastructure. • Consider the needs and requirements of people with limited access and difficulties using the public transport network when service or infrastructure changes are proposed or limited. • Work with territorial authorities to ensure that all new public transport infrastructure is planned and designed in accordance with Waka Kotahi’s New Zealand Public Transport Design Guidelines. • Work with disability and other key interest groups to identify specific needs, requirements, and areas of the public transport system that can be improved. • Permit service/assistance dogs at all times on scheduled services; and, • Permit pets on scheduled weekday services between 9:00 – 15:00 and after 18:30 and all day on weekends. Dogs must be muzzled and be on leashes and small pets must be transported in a carrier. |

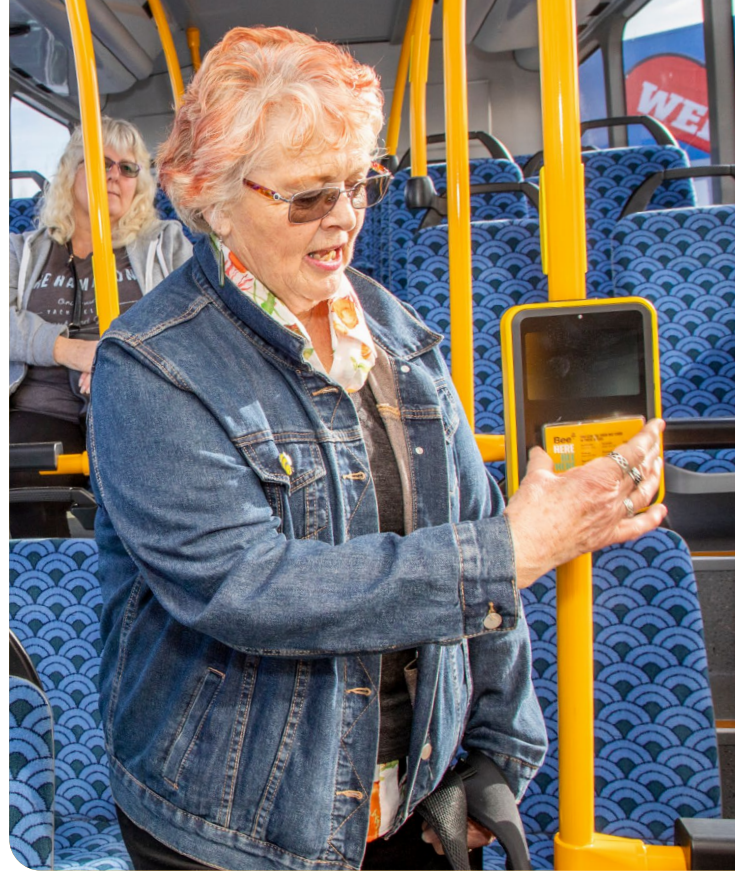
5.2.8 Park-and-Ride

Park-and-ride facilities play an important role in enabling multi-modal access to our public transport network. They also provide an effective means to encourage mode shift to public transport and reduce congestion bottlenecks on our busiest roads and key corridors, by enabling more efficient journeys than would have otherwise been made by car.

No formal Park-and-ride facilities currently operate in Otago. Recently Otago’s territorial authorities, in collaboration with the ORC, have been investigating sites at strategic locations that would complement the public transport network. These facilities are most effective when they are combined with higher capacity and high frequency public transport services that provide a high quality, efficient customer experience. They will generally intercept car commuters on their journeys and be located before congestion bottlenecks on key arterial routes to facilitate mode shift.



| | |
|----------------|--|
| Policy | <p>Implement Park and Ride facilities to support mode shift and greater multi-modal access to the public transport network.</p> |
| Actions | <ul style="list-style-type: none"> • Work with territorial authorities and Waka Kotahi to investigate, plan, design, and implement Park and Ride facilities at strategic locations on the public transport network to enable mode shift and support greater access. • Consider the implementation of Park and Ride facilities to support greater access to services. • When considering new facilities, the ORC will consider: <ul style="list-style-type: none"> • Safe and easy access must be considered by other modes (walking, cycling) and the transport disadvantaged; • Represent an efficient and cost-effective method to expand access to the public transport network; • Public transport uptake by people who would otherwise travel by car; and • The particular needs of the local community and area. |



5.3 Adaptable and Resilient

Objective Three
Develop a public transport system that is adaptable and able to effectively respond to change.

Developing resilience will ensure that we can continue to improve the service and respond to changes to economic, social and environmental circumstances.

5.3.1 Collaborative Partnerships

This Policy acknowledges that our public transport system only works efficiently and effectively when there is a strong collaborative relationship between the ORC, central government agencies, territorial authorities and other key stakeholders and interest groups. There also needs to be the right kind of mechanism in place to support this collaborative relationship.

| | |
|----------------|---|
| Policy | <p>Develop and maintain strong partnerships so that the public transport network is able to respond quickly and efficiently to changes in the operating environment.</p> |
| Actions | <ul style="list-style-type: none"> • Actively work with community and stakeholder groups to identify their transport needs to inform future service provision; • Collaborate with territorial authorities, operators, central government agencies and key stakeholders to support an integrated approach to network planning; • Collaborate with partners and key stakeholders to trial new technologies and platforms that make the public transport network more accessible and enable more flexible delivery of transport solutions; • Encourage the continued sharing of information and data with and between our territorial authorities, operators and partner agencies to support future planning, transport trends, changing demands, growth and technological change, amongst others. |

5.3.2 Specialist and Trial Services

Specialist and trial services provide an effective way to connect communities that are unable to use scheduled services in the network or when connection to the regular public transport network is not viable. These services provide a more flexible approach than traditional contracted services. The ORC will explore opportunities to use peak-only services in areas where there is high demand for a service, but insufficient demand at other times of the day. Demand responsive services provide a flexible option to cater for this demand and operate a viable public transport solution.

Through the overall re-design of the Dunedin network in 2014 and updates in 2017, the ORC moved away from specifically providing school transport. In keeping with that approach, the ORC will in the long term, not contract bus services specifically for school children.

| | |
|----------------|---|
| Policy | Provide specialist and/or trial public transport services in specific circumstances to improve community access to the public transport network. |
| Actions | <ul style="list-style-type: none"> • Explore trial services in specific circumstances to test the viability of new services. • Work with our partner agencies to explore the introduction of specialist on-demand services where there is demand. |

5.3.3 Technology and Innovation

As our region continues to grow and people choose to call Otago home, we will need to explore new ways to enable people's journeys and improve the overall experience. In specific growth areas, travel demand will shift over time and may not be able to be met by the existing public transport network.

Equally, there are exciting opportunities for new technology and service platforms to play a bigger role in our service offering. Trialling new technology will allow us to gather information and assess costs and benefits, before committing to a permanent solution.

| | |
|----------------|--|
| Policy | Adopt the trialling of new technology, and platforms that demonstrate the potential to improve the operation and experience of the public transport network. |
| Actions | <ul style="list-style-type: none"> • Trial new technology and new service platforms where there is the potential to improve the operation and experience of the public transport network. |

5.3.4 Events

Major events are generally great for our region. They bring people to our towns and cities, helping to support local businesses and our regional economy. However, events can generate significant amounts of traffic on our road network. The ORC has an established track record of working collaboratively with event organisers and promoters to support the success of events by encouraging the use of public transport. We want to continue this relationship, ensuring that these events are safe and accessible, whilst minimising impacts to the rest of our public transport network and other road users. Events also provide an exciting opportunity to attract new users to our public transport network.

| | |
|----------------|--|
| Policy | Support public transport access to events to reduce congestion and ensure the operational performance of the transport network as a whole. |
| Actions | <ul style="list-style-type: none"> • Create an annual calendar of planned major events to assist with the planning and provision of public transport; • Recover all reasonable costs of provision of additional services from the event promoter; and, • Actively support major events to help create combined event and public transport packages and ticketing. |

5.4 High-quality, Accessible, and Safe

Objective Four

Establish a public transport system that is safe, accessible, provides a high-quality experience that retains existing customers, attracts new customers and achieves high levels of satisfaction.

Our ambition is to have a public transport network that is easy for passengers, including visitors and businesses, to navigate. It will benefit from a unified brand and identity, making the service clear and easy to understand for everyone.

A good and reliable journey experience will be achieved through high standards of on-board facilities, communication and transfer infrastructure. These will be well integrated with the surrounding environment, ensuring that customers can use different modes to complete their journey. The journey experience will be further enhanced through stops and interchanges that are accessible, convenient, clean, comfortable, and safe.

5.4.1 Physical Infrastructure

Safe and easy access to our public transport network is dependent on the physical infrastructure (such as the design of bus stops, waiting areas, shelters, kerbs, footpaths, and other on-street furniture). We need to ensure that the way we design and implement this infrastructure allows our customers to safely access our public transport network. This is particularly important for those with visual or physical impairments.



Policy

Ensure that supporting physical infrastructure and facilities improves safety and accessibility to the public transport network.

Actions

- Implement the Waka Kotahi NZ Transport Agency public transport infrastructure guidelines and New Zealand Crime Prevention through Environmental Design guidelines when planning and designing public transport infrastructure and facilities;
- Work with territorial authorities, operators, and partner agencies to coordinate, design, and implement physical infrastructure and supporting measures such as bus stops, shelters, interchange facilities, and other supporting infrastructure;
- Design and implement bus stops according to the minimum service requirements outlined in Table 10;
- Ensure that all infrastructure is accessible to those with different abilities, mobility requirements, and the transport disadvantaged;
- Ensure that all infrastructure is planned in consultation with the road controlling authority and the operators; and,
- Ensure that all infrastructure and facilities provide for the safety of network users.

Table 10: Bus Stop Minimum Service Requirements

| Service Type | Bus Stop Level of Service | Target Spacing | Thresholds |
|-------------------|---------------------------|---|---|
| Rapid | High and Superstops | 200-500 meters for High. There is no minimum requirement for Superstop spacing. | <ul style="list-style-type: none"> High volume of daily passengers High frequency/high number of services Typical locations would include major city centre sites or at sites of regional/national significance such as an international airport. |
| Frequent | High | 200-500 meters | <ul style="list-style-type: none"> Moderate to higher daily volume of passengers Moderate to higher frequency /four or more services Typical locations would include sub-regional centres, suburban bus /ferry interchanges, key land-use sites such as a hospital or university |
| Regular | Regular | 200-500 meters | <ul style="list-style-type: none"> Lower daily volume of passengers Lower frequency services Typical locations would include residential and suburban streets often spaced 400-800 meters apart |
| Targeted Services | N/A | N/A | <ul style="list-style-type: none"> Targeted services will often be on-demand or specific to a certain group and therefore will not require dedicated bus stops. |

5.4.2 Service Reliability

To significantly improve the experience of using our public transport network and increase customer satisfaction, we need to improve the reliability of our services. A combination of bus priority measures, effective timetabling, and contractor provisions will all play a part in enabling our services to be quicker and more reliable.

| | |
|----------------|---|
| Policy | Enable reliable and punctual public transport services. |
| Actions | <ul style="list-style-type: none"> Develop effective service timetables that support reliable journey times and refine these based on network performance data; Work with territorial authorities to implement bus priority and other supporting measures; Ensure that measurable and enforceable reliability provisions are included in all public transport service contracts; Implement reliability and punctuality standards as set out in Table 11 and Table 12. |

Table 11: Reliability Standards

| No. | Description |
|-----|--|
| 1 | The reliability of a bus service is measured by whether the trip is completed in full within a specified tolerance. The level of tolerance will be in the range of 59 seconds before to 9 minutes and 59 seconds minutes after the departure time. |
| 2 | Operators must have contingency measures in place to ensure that, should a bus trip not run due to matters deemed to be within the operator’s control, passengers are not left stranded unless weather or road conditions preclude this. |

Table 12: Punctuality Standards

| No. | Description |
|-----|--|
| 1 | The punctuality of a bus service is dependent on meeting scheduled times. Scheduled bus services in an integrated network must conform, within a specified tolerance, with officially designated times set by the ORC, which may include some timing points not included in published timetables. The level of tolerance will be in the range of 59 seconds before to 4 minutes and 59 seconds minutes after the departure time. |
| 2 | No bus must depart the terminus before the specified departure time. |
| 3 | Traffic conditions and the number of passenger loadings may affect journey duration. |

5.4.3 Vehicle Capacity

Consistent access to seats on our public transport network is essential to providing a comfortable and safe experience for many passengers, particularly the elderly, those with small children, and those with mobility impairments. It’s essential that we support the right kind of capacity on our network, so that we offer an attractive and high-quality customer experience.

The ORC and its contracted operators monitor bus loadings on services in order to assess capacity. Under normal conditions of service, bus customers are either seated, or if standing for only short or occasional periods (e.g. during peak time). Preferably, no customers would be required to stand.

| | |
|----------------|--|
| Policy | Assess and maintain sufficient vehicle capacity on public transport services to support comfortable, attractive, and safe passenger journeys. |
| Actions | <ul style="list-style-type: none"> • Ensure all fleet vehicles meet minimum vehicle capacity requirements for bus routes that are appropriate for the geography and demand; • Ensure that all operators comply and enforce vehicle cleanliness and maintenance standards; and, • Use customer service feedback to identify opportunities to improve customer experiences of using the bus and support safer journeys. |



5.4.4 Customer Standards

Maintaining a high-quality customer experience across our public transport network is critical to ensuring that we retain existing customers whilst attracting new ones. To provide a high-quality customer experience, we need to ensure that all of the staff involved are well trained and provide a friendly and professional service.

| | |
|----------------|---|
| Policy | Provide a high-quality and consistent customer experience across the public transport network. |
| Actions | <ul style="list-style-type: none"> • Work with contracted operators and partner agencies to implement and enforce the Customer Service Standards set out in Table 13 so that customers experience excellent customer service and safe, comfortable, and enjoyable journeys; • Provide a consistent customer experience across the public transport network; • Provide consistent fare products and other services and platforms across the public transport network; |



Table 13: Customer Service Standards

| Standard | Description |
|-------------------------------------|---|
| Performance and monitoring standard | Operators must monitor missed services and complaints in real time, acting quickly to rectify matters when required, and report back complaints and actions to the ORC. |
| Service providers standard | Public transport service providers must employ fit and proper staff to deal with customers and must train both management and service staff in customer service, including specialised training in assisting passengers with different access and mobility requirements, including those with disabilities, mobility aids, prams or strollers. Staff interfacing with customers must be neatly and cleanly attired, and polite and courteous. |
| Bus driver standards | <ul style="list-style-type: none"> • Anybody in a wheelchair or with a child in a pram/stroller/carrier must be given priority for use of the priority wheelchair space on a bus. • It is the bus driver's role to try and accommodate passengers. This may require the driver rearranging, when possible, passengers who are occupying seats in the designated wheelchair space. The ORC supports bus drivers arranging passengers to assist those with different access and mobility requirements to obtain suitable seating. |

5.4.5 Customer Information

Accessible, accurate, and easily understood information of our public transport network plays an influential role in enabling a high-quality customer experience. We need to ensure that our customers can access this information easily, with confidence, and that it is easy to understand. A range of new technologies and methods will enable us to improve the quality of the information we provide.

| | |
|----------------|---|
| Policy | <p>Provide high quality customer information so that it is easily accessible, easily understood, and meets customer expectations.</p> |
| Actions | <ul style="list-style-type: none"> • Ensure that customer information related to the public transport network is: <ul style="list-style-type: none"> • Accessible and widely available; • Accurate and up-to-date; • Meets ORC and Orbus' branding and communication standards. • Explore opportunities to improve bus stop identification by customers; and, • Ensure that customer information is up to date and fully accessible by customers (easy to find, legible, available in formats accessible by customers with hearing and sight impairments). |



5.4.6 Customer Engagement

Accessible, accurate, and easily understood information of our public transport network plays an influential role in enabling a high-quality customer experience. We need to ensure that our customers can access this information easily, with confidence, and that it is easy to understand. A range of new technologies and methods will enable us to improve the quality of the information we provide.

| | |
|----------------|--|
| Policy | <p>Proactively and regularly engage with the community to understand needs, requirements, and opportunities to improve the customer experience.</p> |
| Actions | <ul style="list-style-type: none"> • Regularly engage with customers to understand needs and opportunities across the region; • Ensure continued use of the annual public transport Customer Satisfaction surveys; |

5.4.7 Branding and Marketing

The launch of the Orbus branding in 2017, along with the launch of our Wakatipu bus services, has led to many customer benefits. Prior to the re-branding, we had no straightforward way to refer to our bus services, which can sometimes lead to confusion. By bringing the service under one unified brand we've made our network easier for people to identify the public bus service, and, importantly, to know where to go for information.

The ORC will continue to provide a consistent brand across its public transport network. All contracted operators in Otago will be required to be part of this integrated branding system. This branding will be reviewed and further developed by the ORC, with input from territorial authorities, operators, and partner agencies, to increase the quality and legibility of the brand.



5.4.8 Customer Service

Bus drivers, ticketing staff, and other customer service personnel are the primary face of our public transport network and interact with our customers daily. It's critical therefore, that they are well trained in customer service as this is essential to the success of our networks.

| | |
|----------------|---|
| Policy | <p>Ensure all staff involved in public transport delivery provide high levels of customer service that meet customers' needs and expectations.</p> |
| Actions | <ul style="list-style-type: none"> • Ensure that operators employ fit and proper staff to deal with customers; • Ensure that operators train both management and service staff in customer service, including specialised training in assisting passengers with different access and mobility requirements, including those with disabilities, mobility aids, prams, or strollers; and, • Ensure that staff interfacing with customers are to be neatly and cleanly attired, and polite and courteous. • Continually monitor customer service feedback and annual surveys to understand how customer service can be improved. |

| | |
|----------------|---|
| Policy | <p>Provide a consistent network brand across public transport services and infrastructure that is easily recognised and understood by our customers.</p> |
| Actions | <ul style="list-style-type: none"> • Implement and maintain the Orbus brand so that it is consistently applied across public transport services and supporting infrastructure; • Work to improve brand recognition of Orbus; • Ensure that supporting physical infrastructure where required is branded to improve awareness of the Orbus brand and recognition of the public transport network; and, • Ensure that all advertising or other media does not negatively impact the implementation or recognition of the Orbus brand. |



5.4.9 Ticketing System

To enable an easy to use and pleasant experience on our public transport network, we need to ensure that our ticketing system is accessible and is simple to understand. With the launch of the Bee Card on our Dunedin and Wakatipu networks, the customer experience of using the public transport network has become much easier and quicker. As well as an easy tag on tag off system, it has brought other benefits such as setting up an online profile for topping up and the ability to manage multiple cards. A key focus of this Plan is to build on this success.

The ORC will continue to maintain an integrated ticketing system on the basis of the following principles:

- Be rapid and easy for customers and bus drivers to use
- Provide a robust administrative platform for operational control of the network
- Provide a network banking system for distributing fares amongst operators
- Provide a suitable platform for further improvements to the network and any new fare arrangements that the ORC might decide from time to time
- Be capable of providing a good understanding of passenger travel patterns, to aid planning and managing the public transport network
- Support use of an integrated fare structure.

| | |
|----------------|--|
| Policy | Implement and promote a simple and integrated ticketing system across the public transport network that complements and enhances the integration of the network. |
| Actions | <ul style="list-style-type: none"> • Provide a common integrated ticketing system that is simple, easy to use, and allows integrated fares; • Require all operators of services contracted or defined as integral to the public transport networks to participate in the ORC's integrated ticketing system; • Implement a 3-year transition period starting in July 2021, after which cash will not be accepted on buses. |

5.5 Affordable

Objective Five

Deliver fares that are affordable for both users and communities.

We want to deliver a public transport network that provides optimal value for money for the customers who use our services, but also one that promotes fairness and sustainability for rate payers and those who contribute to funding the system. Funding for our public transport network comes from several sources: central government funding, rates, and fares. This section outlines the Policies that will allow us to deliver a public transport network that delivers value for money, retains, and attracts new customers, whilst being sustainable over the long-term.

5.5.1 Fare Structure

Since 2014, we've transitioned from a complex zonal-based fare structure to a more streamlined and simpler structure in our Dunedin and Wakatipu networks. This has enabled customers to access greater areas of our network more affordably and at a lower cost. In 2020, with the launch of the Bee Card, we trialled a flat \$2 fare in Dunedin.

Going forward we want to remain open and flexible regarding the desirable fare structure we have in place across the region so that we remain adaptable to the different opportunities presented by technology and changes to customer demand. Our focus for this Plan is to move to an optimal and consistent fare structure and capping scheme to encourage greater use of the public transport network.



| | |
|----------------|--|
| Policy | Provide a consistent fare structure that supports patronage growth, mode shift, and is appropriate for customer demand. |
| Actions | <ul style="list-style-type: none"> • Provide a simple and easy to understand fare structure across the regional public transport network; • Reward customers for frequent travel through fare capping; • Employ a fare structure that enables easy connections and transfers between services; • Employ a fare structure that supports the transition to cashless payment on public transport services over three years; • Monitor customer satisfaction surveys and other sources of customer feedback to improve and inform fares policy; |

5.5.2 Setting and Reviewing Fares

The ORC will set fares in a way that encourages and supports long-term patronage growth and mode shift to the public transport network. Fare policies will not be used to maximise revenue but will be set to contribute to the Council’s farebox recovery targets. Fare levels are not outlined in this Plan as they will continue to be reviewed and adjusted.

These reviews will help ensure a sustainable funding model that contributes to the high-quality customer experience that we are aiming for. It will also assist in helping us achieve our farebox recovery targets.

| | |
|----------------|--|
| Policy | Regularly review fares to ensure they meet customer expectations and are financially viable. |
| Actions | <ul style="list-style-type: none"> • When reviewing fare levels, give regard to the desire to fund the bus network equitably, increase bus patronage, affordability, and convenience of bus travel, along with the need to fund service level improvements; • Review fares annually; • Fare pricing should be consistent with the wider objectives of this Plan, Waka Kotahi NZ Transport Agency policy and contribute to central governments transport priorities. |

5.5.3 Fare Concessions

A fare concession policy ensures that we help those who do not have the financial means to access the public transport network (another means of meeting the needs of the transport disadvantaged).

As part of these Policies, the ORC will continue to support the SuperGold Card off-peak travel scheme on the basis that it continues to receive financial support from Central Government. The SuperGold card scheme is 100% funded by central government and provides free travel for senior citizens during off-peak periods. It is based on a fixed annual grant rather than being aligned to actual usage.

| | |
|----------------|--|
| Policy | Provide and apply consistent fare concessions to targeted groups to improve community access to the public transport network. |
| Actions | <ul style="list-style-type: none"> • Continue to support the SuperGold card scheme providing off-peak free travel to senior citizens, subject to suitable levels of ongoing national funding; • Continue to provide funding to enable concession fares for use of the Total Mobility service; • Ensure that the maximum Total Mobility fare subsidy is \$25 (including GST) and the flat fare for wheelchair-hoist trips is \$10 per passenger (GST exclusive); and, • Continue to provide free travel for children up to five years. • Continue to provide a youth (5 to 18 years inclusive) concession. |

5.5.4 Farebox Recovery

In previous years, the ORC was required by Waka Kotahi to set a regional target and policy for farebox recovery as a condition of funding under a National Farebox Recovery Policy. A farebox recovery of 50% has been the previous regional target included within our previous RPTPs and is within Waka Kotahi’s national target. This means that approximately half the cost of operating a public transport service is funded from bus fares. The ORC has had a target of 50% fare-box recovery for the Dunedin network since 2005, and it has been achieving this target since 2010/11.

Waka Kotahi removed the 50% farebox recovery target as a condition for funding in mid-2018. The ORC therefore is no longer required to comply with a national farebox recovery target. However, the ORC considers funding up to a 50% level of farebox recovery provides for a fair sharing of the costs of operating public transport between those who benefit directly (bus users) and those who benefit indirectly. Therefore, the ORC intends to ensure that a 40 - 50% farebox recovery is met but maintain flexibility in how it applies this across its services and geography, based on context, demand, and local circumstances.

| | |
|----------------|---|
| Policy | Ensure that public transport users make a fair contribution to the operation of the public transport network. |
| Actions | <ul style="list-style-type: none"> • Maintain a region-wide farebox recovery target of between 40% - 50% for scheduled services in Dunedin and Wakatipu; and, • Accept a lower recovery, if necessary, to manage special circumstances, the impacts brought by the Covid-19 pandemic, and where there is a need to increase patronage at the expense of revenue recovery; |

5.5.5 Funding Opportunities

While we are aiming to attract more people to use our public transport network, there are significant funding constraints that will make it a challenge to maintain high levels of service and grow patronage. The effects of the global Covid-19 pandemic have shown us that patronage and fare revenue can drop significantly over a very small period. Our ability to maintain the high-quality public transport we want is limited by funding availability and resources. We need to actively pursue opportunities and explore different funding models. A key component of this work will be working with our territorial authorities and other key partners to understand opportunities, constraints, and areas to focus on.

| | |
|----------------|--|
| Policy | Explore alternative opportunities and innovative methods to fund the operation of the public transport network. |
| Actions | <ul style="list-style-type: none"> • Work with territorial authorities, key partners, and other stakeholders to investigate alternative funding models and/or sources of revenue for the public transport network; • Investigate potential new funding and financing mechanisms (including advertising revenue) to reduce pressure on fare payers, ratepayers, and funding partners; • Advocate for a higher government contribution to the funding of public transport services and network improvements through the National Land Transport Fund. |



6.0

Procurement and Monitoring

Procurement
Monitoring and Review
Significance Policy

6.0 Procurement and Monitoring

6.1 Procurement

In 2016, we transitioned to the public transport operating modem (PTOM) for all contracted services on our network. This framework seeks to build a commercially based partnering approach between procuring authorities (ORC) and public transport operators. It is also designed to provide incentives to reduce reliance on subsidies by promoting increased commerciality of bus services and providing a more transparent approach to service planning and procurement.

The procurement policies that will guide delivery of this RPTP are built on those developed for the transition to PTOM. Specifically, with the transition now complete, the focus for procurement is to ensure continued efficiency, effectiveness, and value for money under the new operating framework.

The ORC has agreed a new procurement framework with Waka Kotahi, which will be used to inform the procurement of all contracted services specified in this RPTP. Under the framework, we will procure all public transport units through performance-based contracts. This creates an environment where goals and objectives align through collaborative planning, joint investment, performance incentives and shared risks and rewards.

The procurement strategy will be used to inform:

- How we manage contracts;
- How we work with our operators to plan for service improvements and changes to the bus network; and,
- How we approve or decline applications for Exempt services.

6.2 Monitoring and Review

The ORC undertakes monitoring of Otago's public transport network in several ways:

- By monitoring operator performance to ensure that public transport operators are delivering services at the required level to meet their contractual obligations; and,
- By undertaking operational monitoring to ensure that the public transport network is contributing to the overall objectives of this Plan.

Occasionally, there will be a need to take account of changing circumstances and demands, which will often be identified through the monitoring programme. The Policies in this section establish the process for making changes to this plan, which includes the significance policy for determining the appropriate level of consultation.

6.2.1 Performance Monitoring

This section sets out the information the ORC is likely to request from operators of public transport units in Otago. The information we seek assists with public transport planning, contracting, monitoring, and benchmarking services. It also assists the NZTA to develop a national overview of public transport. This provision does not enable the ORC to require information from operators of exempt services, but it does not prevent us requesting it. These provisions for information are in accordance with section 127 of the LTMA. The ORC will require all operators of units under PTOM to provide for each unit:

- Customer inquiries and complaints;
- Patronage data;
- Reliability and punctuality;
- Revenue data;
- Safety and security incidents;
- Compliance with vehicle quality standards; and
- Carbon emissions.

As part of its ongoing performance monitoring programme, the ORC will undertake regular reporting of operational performance for all contracted units to assess operator performance and viability of the contracted service.

The following information will be used to assess performance:

- Reliability, punctuality and adherence to schedule;
- Complaints and compliments;
- Service quality and customer experience;
- Bus appearance and condition;
- Revenue protection (fares evasion);
- Patronage levels;
- Non-patronage based revenue generation; and
- Operator responsiveness.

6.2.2 Unit Monitoring

As part of its monitoring process, the ORC will undertake regular comprehensive reviews of each contracted service Unit in Otago. We will ensure that all Units comply with unit and network monitoring requirements of the Waka Kotahi NZ Transport Agency as technology allows. As part of the contracts for each unit, the ORC will include specific performance targets relevant to each unit to ensure that the services meet the overall objectives of this Plan.

6.2.3 Reviewing the RPTP

The Land Transport Management Act (2003) requires the ORC to ensure that the Plan is kept current for a period of not less than three years in advance, but not more than ten years in advance. The Plan may be reviewed or varied from time to time, but it must be reviewed, and varied if necessary, when the public transport components of the RLTP are approved or varied.

The ORC will:

- Review the RPTP in alignment with the statutory requirements outlined in the Land Transport Management Act 2003; or,
- Undertake a review when otherwise agreed by Council.

If a review of this Plan is undertaken, the ORC will:

- Work with partner organisations to undertake the review; and,
- Use the policy on significance (set out below) to determine how it will consult on any future variations to this RPTP.

6.2.4 Implementation Plan and Short-term Priorities

To address the priorities for Dunedin, Wakatipu and the wider Otago Region, a high-level implementation plan has been developed focusing on short (1-3 years) and medium to long-term (4-10 years) actions. These are shown in **Table 14**.

Table 14: Implementation Plan

| Term | Action | Location |
|------------------------|---|---|
| Short term (years 1-3) | Single stage public transport Business Case (SSBC) for Dunedin (required by Shaping Future Dunedin Transport) and Detailed Business Case for Queenstown (required by Queenstown Transport Business Case) | Dunedin |
| | Implement bus priority - Princes Street bus priority corridor and Wakatipu's SH6 corridor | Dunedin and Queenstown |
| | Establish level of service triggers (networks) | Dunedin and Queenstown |
| | Implementation of Park and Ride | Dunedin |
| | Have wider conversations with Otago residents and organisations (including WDC, CODC, CDC where appropriate) about community transport needs, as reported to the ORC, to understand the case for investment in services to advantage communities not currently served | Otago Wide |
| | Work with communities and interested parties to develop business cases to consider delivery of wider services where the communities wish to have services | Otago Wide |
| | Promote/market Bee Card, with a focus on attracting new users. Capitalise on hospital construction congestion in Dunedin. | Dunedin and Queenstown |
| | Monitor national development and technology changes. | Otago Wide |
| | Consider consolidating units for re-tender. | Dunedin and Queenstown |
| | Superstop and hub upgrades in Dunedin (dependent on SSBC). | Dunedin |
| | Continue to work alongside partners in Connecting Dunedin and Way to Go for integrated planning and programmes for mode shift | |
| | Investigate opportunities to move to low emission vehicles, or alternative fuels and technologies, for contracted services | Otago Wide |
| | Medium to long-term (years 4-10) | To be reviewed as part of the next RPTP update, building on the actions to be undertaken in the next three years. |

6.3 Significance Policy

6.3.1 Assessing Significance for Consultation Purposes

This sets out the ORC's policy on significance, which is required to determine whether any proposed variations to the Plan are significant for the purpose of Section 126(4) of the LTMA. The level of significance or a variation affects the level of consultation required before we can officially make any changes to the Plan. The following policies set out how the ORC would determine whether a variation to the plan is deemed significant enough to require public consultation.

The section below specifies Council's position on significance in relation to matters raised by this RPTP.

6.3.1.1 Significant variations requiring full consultation

The following variations are significant and require full public consultation:

- Any change to this significance policy;
- Any change with a more than minor impact on the ORC's ability to:
 - Achieve its public transport goals;
 - Achieve the strategic direction and guiding principles of the Plan; and,
 - Achieve the objectives of the Plan, or the Regional Land Transport Plan.

When assessing the significance of any proposed variation, the ORC will consider:

- The reasons for the variation;
- Consistency with, or effect upon, the overall strategic direction, affordability and integrity of this plan, including how the variation might affect the overall strategic direction, affordability and integrity of the RLTS, the RLTP or the ORC's LTP (whether proposed or adopted);
- Whether the matter has already been publicly consulted upon by the ORC;
- Those persons likely to be affected by the variation; and,
- Options available to the ORC, their costs and benefits.

6.3.1.2 Non-significant variations

– without full public consultation

The following changes are not deemed significant and thus do not require full public consultation. They may instead involve targeted community consultation:

- Service reviews. As a service review may only affect a small portion of the region, or a city, full consultation is not required. Key stakeholders may be included in discussions and targeted public engagement is likely when preferred options are available.
- Minor changes in delivery of services. Minor changes in delivery of services to improve efficiency have only a local impact. In these cases, any engagement will be targeted to the affected community, and with operators and district/city councils involved.
- Trial services. Implementing bus services as a trial service may only affect a small portion of users. Targeted public engagement is suitable for this purpose.
- Other variations. Any proposals for changes that affect a small sector of the community or the industry (i.e. Total Mobility or a vehicle quality standard) may be worked through with those most likely to be affected and relevant stakeholders.





7.0 Appendices

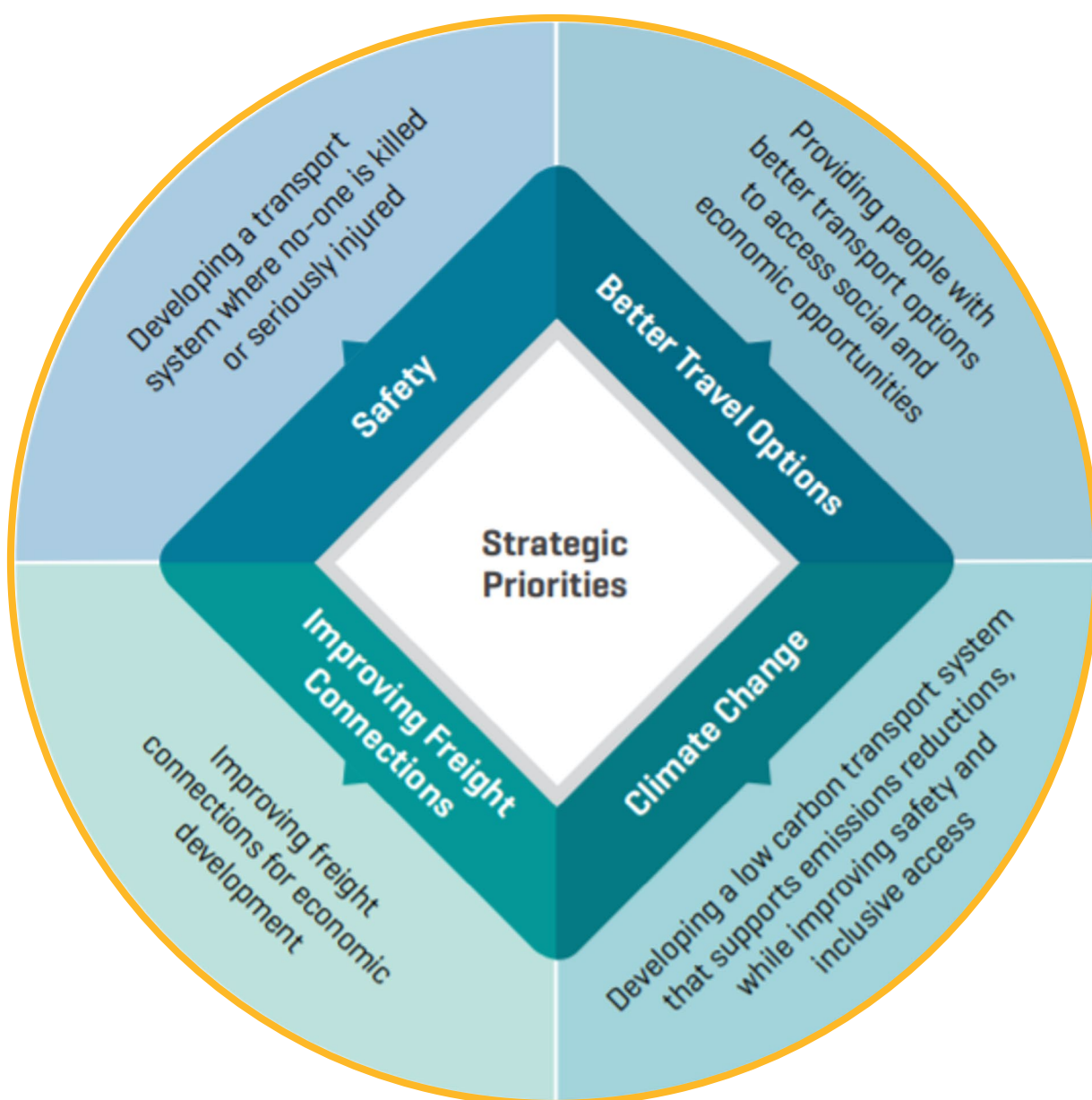
Appendix A
Appendix B

7.0 Appendices

7.1 Appendix A – Strategic Context

7.1.1 National Context

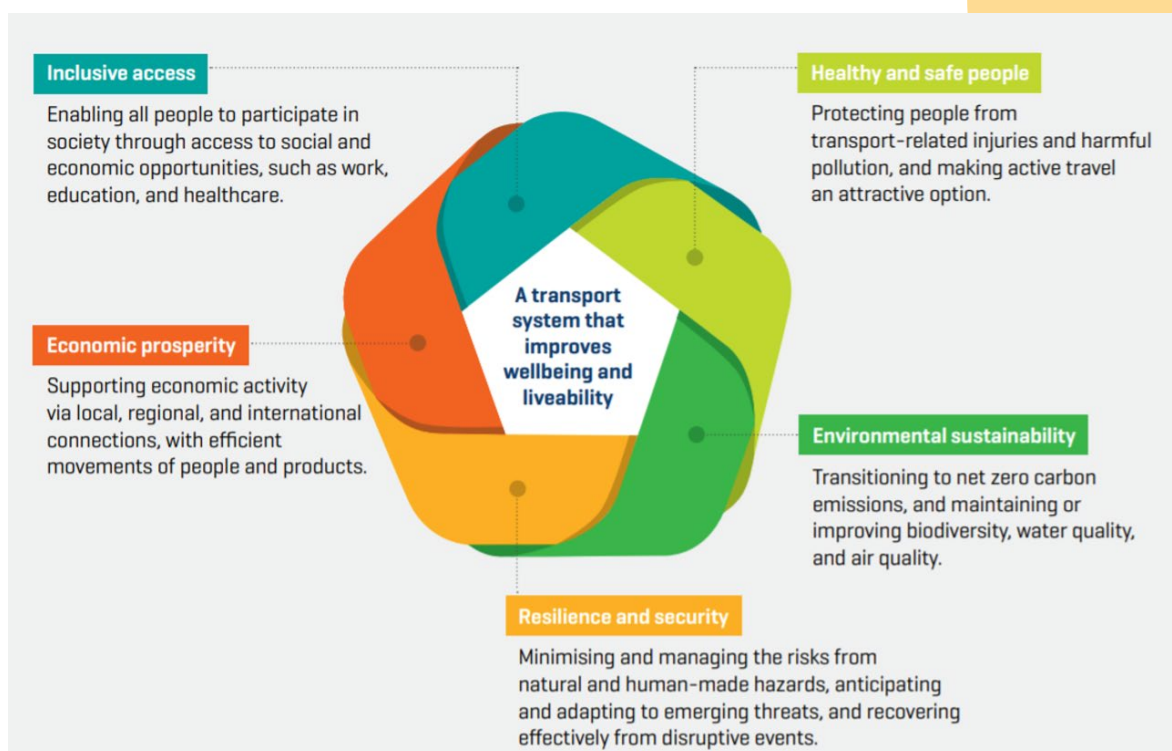
7.1.1.1 Government Policy Statement on Land Transport (GPS) 2021
The GPS 2021 outlines the Government’s priorities for land transport, providing direction and guidance to those who are planning, assessing, and making decisions on transport investment for the next 10 years. The GPS 2021 identifies four strategic priorities for investment: safety, better travel options, improving freight connections and climate change with goals of reducing harm, taking a stronger multi-modal approach, and improving community wellbeing and greater liveability outcomes.



7.1.1.2 Ministry of Transport Transport Outcomes Framework

The Ministry of Transport’s Transport Outcomes Framework guides future transport planning in New Zealand. The framework emphasises that the purpose of the transport system is to improve people’s wellbeing and the liveability of places, and focuses on five outcomes - inclusive access, economic prosperity, healthy and safe people, environmental sustainability, and resilience and security.

Figure 19: Transport Outcomes Framework



7.1.1.3 Arataki

Arataki presents Waka Kotahi NZ Transport Agency’s (Waka Kotahi) 10-year Plan for what is needed to deliver on the government’s current priorities and sets out the long-term outcomes for the land transport system. The Plan adopts a place-based approach, recognising that integrated land-use and transport planning is needed to better plan for growth and manage change to deliver a safer and more connected transport system that offers choice.

7.1.1.4 Keep Cities Moving

Keeping Cities Moving is a Waka Kotahi plan to improve travel choice and reduce car dependency. It aims to improve the quality, quantity and performance of public transport facilities and services, and walking and cycling facilities by making shared and active modes more attractive and influencing travel demand and transport choices. Wakatipu is included in this initiative.

7.1.1.5 Public Transport Operating Model

The Public Transport Operating Model (PTOM) seeks to build a commercially based partnership between regional councils and public transport operators, creating an environment of aligned goals and objectives through collaborative planning, joint investment and risk and reward sharing.

The ORC adopted the PTOM in 2016 for the planning and procurement of all new contracted units, as required by the LTMA. This framework has allowed the ORC to work with its suppliers, operators, and funding providers to develop PTOM units that implement a form of risk/reward model into its contracts. This has ensured that there is shared responsibility and ownership between the ORC and its operators.

7.1.1.6 National Farebox Recovery Policy

The National farebox recovery policy was introduced in 2010 and included a target to achieve a national farebox recovery ratio of no less than 50% over the course of the next two National Land Transport Programme (NLTP) cycles (2015-18). The remaining funding is provided through NZTA grants and local rates. As a condition of funding approval, all regional councils were required to include a farebox recovery policy in their adopted Regional Public Transport Plans. Waka Kotahi NZ Transport Agency have not introduced a new national farebox recovery target. This means the initial target has not applied since mid-2018.

7.1.1.7 New Zealand Energy Efficiency and Conservation Strategy (2017 – 2022)

The New Zealand Energy Efficiency and Conservation Strategy (2017 – 2022) sets the overarching policy direction for government support and intervention for the promotion of energy efficiency, energy conservation and the use of renewable sources of energy. Efficient and low emissions transport is one of three priority areas, with transport presenting one of the country's greatest potential mechanisms to reduce emissions.

7.1.1.8 Climate Change Response (Zero Carbon) Amendment Act (2019)

The Climate Change Response (Zero Carbon) Amendment Act (2019) provides a framework by which New Zealand can develop and implement clear and stable climate change policies and sets a new domestic greenhouse gas emissions reduction target for New Zealand to reduce net emissions of all greenhouse gases (except biogenic methane) to zero by 2050.

7.1.2 Regional Policy Context

7.1.2.1 Otago Southland Regional Land Transport Plan (RLTP) 2021-2031

The Otago RLTP is the primary document guiding integrated land transport planning and investment within the combined Otago and Southland regions. It has been prepared as required by the Land Transport Management Act 2003 (LTMA). Broadly, the RLTP:

- Sets the strategic transport direction to guide transport activities in Long Term Plans (LTPs) and identifies the agreed view of regional transport priorities to inform the National Land Transport Programme (NLTP)
- Sets the long-term vision and strategic direction for the Otago land transport system
- Identifies the agreed regional transport priorities for investment in the short to medium term
- Presents the activities of approved organisations in a single coordinated three to six-year programme, as a bid for funding from the National Land Transport Fund (NLTF)
- Provides the basis for communication of Otago transport direction and priorities with stakeholders and the general public.

7.1.2.2 Otago Regional Policy Statement (RPS)

The Partially Operative Otago RPS 2019 sets the set the environmental management direction for Otago. It includes policies relating to natural hazards, climate change and energy efficient transport²³.

²³For example, Policy 4.4.6 says:

Enable energy efficient and sustainable transport for Otago's communities, by all of the following:

- a) Encouraging the development of compact and well integrated urban areas, to reduce travel needs within those areas;
- b) Ensuring that transport infrastructure in urban areas has good connectivity, both within new urban areas and between new and existing urban areas, by all of the following:
 - i. Placing a high priority on walking, cycling, and public transport, where appropriate;
 - ii. Maximising pedestrian and cycling networks connectivity, and integration with public transport;
 - iii. Having high design standards for pedestrian and cyclist safety and amenity;
- c) Enabling the development or upgrade of transport infrastructure and associated facilities that both:
 - i. Increase freight efficiency; and
 - ii. Foster the uptake of new technologies for more efficient energy uses, and renewable or lower emission transport fuels.
- d) Fostering uptake of public transportation through provision of safe, reliable and well sheltered alternatives to private transport.



7.1 Appendix B – Public Transport Services Integral to the Network

Table 15 and Table 16 sets out the proposed Units that are integral to the Dunedin and Wakatipu networks. Table 17 outlines our proposed trial units.

Table 15: Proposed Dunedin Integrated Network

| Route Number | Unit | Route Description | Service Type | Peak Frequency |
|--------------|---|--|--------------|--------------------------|
| 1 | 1 | Palmerston – City. City - Palmerston | Targeted | N/A Weekdays Only |
| 14 | 1 | Port Chalmers – City City - Port Chalmers | Regular | 30 Minutes |
| 18 | 1 | Portobello (Harington Point) – City City - Portobello (Harington Point) | Regular | 30 Minutes |
| 63 | 1 | Balaclava - City - Logan Park. Logan Park - City - Balaclava | Rapid | 15 Minutes |
| 8 | 2 | St Clair - City – Normanby. Normanby - City - St Clair | Rapid | 15 Minutes |
| 33 | 2 | Corstorphine - Caversham - City – Wakari. Wakari - City - Caversham - Corstorphine | Regular | 30 Minutes |
| 50 | 3 | St Clair Park - City – Helensburgh. Helensburgh - City - St Clair Park | Regular | 30 Minutes |
| 15 | 3 | Ridge Runner Northbound Ridge Runner Southbound | Regular | 30 Minutes |
| 3 | 4 | Ross Creek - City - Ocean Grove. Ocean Grove - City - Ross Creek | Regular | 30 Minutes |
| 19 | 4 | Waverley - City – Belleknoves. Belleknoves - City - Waverley | Regular | 30 Minutes |
| 44 | 4 | St Kilda - City - Halfway Bush. Halfway Bush - City - St Kilda | Regular | 30 Minutes |
| 55 | 4 | St Kilda - City – Brockville. Brockville - City - St Kilda | Regular | 30 Minutes |
| 61 | 4 | City – Kenmure. Kenmure - City | Regular | 30 Minutes |
| 70 | 5 | Brighton - Abbotsford and Green Island. Green Island - Abbotsford and Brighton | Regular | 30 Minutes |
| 77 | 5 | Mosgiel, Fairfield, Green Island – City. City - Green Island, Fairfield, Mosgiel | Regular | 30 Minutes |
| 80 | 5 | Mosgiel East circuit | Regular | 40 minutes weekdays only |
| 81 | 5 | Mosgiel East circuit | Regular | 40 minutes weekdays only |
| 5 | Dunedin Transitional Services | Pine Hill - City - Calton Hill | Frequent | 20 Minutes |
| 6 | Dunedin Transitional Services | Calton Hill - City - Pine Hill | Frequent | 20 Minutes |
| 10 | Dunedin Transitional Services | Opoho - City - Shiel Hill | Frequent | 20 Minutes |
| 11 | Dunedin Transitional Services | Shiel Hill - City - Opoho | Frequent | 20 Minutes |
| 37 | Transitional – will become part of 1 or 3 | Concord - City - University | Regular | 30 Minutes |
| 38 | Transitional – will become part of 1 or 3 | University - City - Concord | Regular | 30 Minutes |

Table 16: Proposed Wakatipu Integrated Network Units

| Route Number | Unit | Route Description | Service Type | Peak Frequency |
|--------------|------|--|---------------|----------------|
| 1 | 6 | Sunshine Bay to Remarkables Shops | Rapid | 15 Minutes |
| 4 | 6 | Frankton Hub to Jacks Point | Regular | 60 Minutes |
| 5 | 6 | Queenstown to Lakes Hayes Estate | Frequent | 30 Minutes |
| 2 | 7 | Arthurs Point to Arrowtown | Frequent | 30 Minutes |
| 3 | 7 | Kelvin Heights to Frankton Flats | Regular | 60 Minutes |
| N/A | 8 | Trial Frankton Arm to Queenstown Bay water ferry service | To Be Defined | To Be Defined |

Table 17: Proposed Trial Units²⁴

| Route Number | Unit | Route Description | Service Type | Peak Frequency |
|--------------|------|-------------------------------|---------------|----------------|
| N/A | T1 | South Otago to Dunedin | To Be Defined | To Be Defined |
| N/A | T2 | Wanaka Township and Surrounds | To Be Defined | To Be Defined |
| N/A | T3 | Wanaka to Queenstown | To Be Defined | To Be Defined |
| N/A | T4 | Cromwell to Queenstown | To Be Defined | To Be Defined |
| N/A | T5 | Wakatipu Intra-District | To Be Defined | To Be Defined |
| N/A | T6 | Oamaru Demand-Responsive | To Be Defined | To Be Defined |
| N/A | T7 | Dunedin Demand-Responsive | To Be Defined | To Be Defined |

²⁴Funding commitment for these trial units has not been confirmed and therefore remain aspirational.





Thank you.

For more information visit our website:
www.orc.govt.nz/public-transport

