

# Key elements: draft Regional Public Transport Plan 2014

This document provides a summary of:

- The 2013 refresh of the Wellington Regional Rail Plan
- The public transport fare structure review
- Policies and actions that will be included in the draft Regional Public Transport Plan

## 1 2013 refresh of the Wellington Regional Rail Plan

### 1.1 Background

In February 2009 the Regional Transport Committee endorsed the “Wellington Regional Rail Plan 2010 – 2035 A Better Rail Experience” (the 2010 RRP), which set out a pathway for the long-term development of the region’s metro rail network.

The 2010 RRP was developed to maintain and grow rail’s position as the key transport mode for long to medium distance and high volume transport services over the next 25 years. The scope of the plan is the four rail corridors within the region, including the train services that operate from Masterton.

The plan recognises and encourages the increasing popularity of rail as a sustainable transport choice for passengers and freight, a trend that is evident across the globe. It also recognises that rail is an essential service underpinning the effective functioning and economic development of the Greater Wellington region. By providing an attractive and competitive rail service, users are attracted from cars and road congestion is reduced – a “win-win” outcome.

At the time the 2010 RRP was developed, the following key issues were identified:

- Poor reliability – historical lack of investment in infrastructure and rolling stock that lead to frequent breakdowns and delays to services. Surveys show that reliability is the number one issue for Wellington rail users
- Lack of capacity across the network – trains were crowded due to increasing demand. This discouraged people from using rail and exacerbated congestion on arterial roads, especially SH1 and SH2. In 2009 there was a shortfall of more than 1200 seats across the network during the morning peak
- Frequency of services – there was not enough network capacity or trains to meet demand for higher frequency services in peak times
- Ageing train fleet – many trains needed replacement or refurbishment. Creeping obsolescence was contributing to poor service reliability, longer journey times and an uncomfortable travel experience which deters potential rail passengers.
- Ageing infrastructure – existing tracks, tunnel size, signalling systems, platforms and station access limited service levels and were not designed to support a modern rail service.

To a large extent, these issues have been addressed by the rail improvement programme initiated by Greater Wellington Regional Council in 2007 (sometimes referred to as the ‘Base Case’), which consisted of:

- 96 “Matangi” cars for the suburban network
- 24 carriages for the Wairarapa service (including 6 SE carriages)

- Refurbishment of 88 Ganz Mavag cars; and phased replacement (subsequently updated to the planned replacement of the Ganz Mavag cars with Matangi which is in progress)
- Double tracking and electrification to Waikanae
- Kaiwharawhara throat upgrade to improve the approach to Wellington Station
- Johnsonville tunnel upgrades
- Station upgrades for new trains
- Track and signal upgrades.

The 2010 RRP identified the next steps as 'Rail Scenario 1' (RS1), which aims to provide a significant increase in the electric rail fleet which will increase peak seat capacity by 53% and enable a regular and reliable service with at least four trains per hour to Wellington on all electrified lines during the two hour morning peak. RS1 was endorsed by GWRC, KiwiRail and NZTA, and was ranked highly in the Regional Land Transport Programme by the Regional Transport Committee.

In the longer term, the 2010 RRP identified options for the development of the rail network according to the outcomes sought:

- Rail Scenario 2 – Increasing Supply: a development path that would increase capacity on Wellington's busiest commuter services and provide a regular 10 minute service between Upper Hutt and Wellington during peak time
- Rail Scenario A – Improving Journey Times (Increasing Demand): a development path that would introduce faster rail services between Upper Hutt/ Waikanae/ Johnsonville/ Masterton and Wellington in the morning peak. Journey time is recognised and highlighted in customer surveys as a key driver of modal choice. Infrastructure enhancements will enable trains to travel at higher speeds, significantly reducing journey times for commuters
- Rail Scenario B – Network Extensions (Increasing Demand): a development path that would make rail services more accessible to more people by providing greater transport connections between the rail network and urban centres such as Otaki, Levin, Palmerston North and Masterton. RSB "brings the train closer to you" beginning with minivan, or bus shuttle services, leading to rail shuttle services. It extends the network reach.

## 1.2 2013 Review

The 2010 RRP provided flexibility to respond to changing external pressures and community needs, which will be achieved through regular detailed reviews and updates of the RRP. The 2013 revision takes into account the significant network improvements made since 2010, the benefits they have delivered, changing patterns of use, customer and community expectations, and the constraints imposed by the changing economic climate.

The 2013 RRP revision has confirmed that RS1 should remain the next stage in the development of Wellington's metro rail system, but changes have been made to how RS1 will be delivered.

The current metro rail system could be made more efficient by redesigning the service patterns and subsequently the use of rolling stock and other resources. Currently rail patronage peaks in a 15 minute window in morning peak period when 30% of passengers arrive at Wellington Railway Station. This concentration of demand creates challenges because so much resource is necessary just to manage this "peak hour factor". The solution is reorganising services to spread the load and matching capacity/frequency to peak demand. This will be achieved by:

- A new regularised (clock face) timetable with an enhanced morning Peak Hour service

- A new service pattern based on an inner metro style service originating from Porirua, Waterloo and Johnsonville stations, and an outer suburban style service originating from Waikanae, Upper Hutt and Masterton
- Network hubs at the busiest stations – Waterloo and Porirua – and more metro services starting from these hubs (up to five trains per hour) during the morning Peak Hour. More trains with fewer carriages across the peak period giving people more flexible travel options
- More express trains from stations on the outer network.

The changes are illustrated in figures 1 and 2 below. The new morning Peak Hour service pattern will benefit existing rail users with faster, more reliable trips and reduced waiting time, and it is expected to encourage more people to travel by train.

Figure 1: Current operational service levels

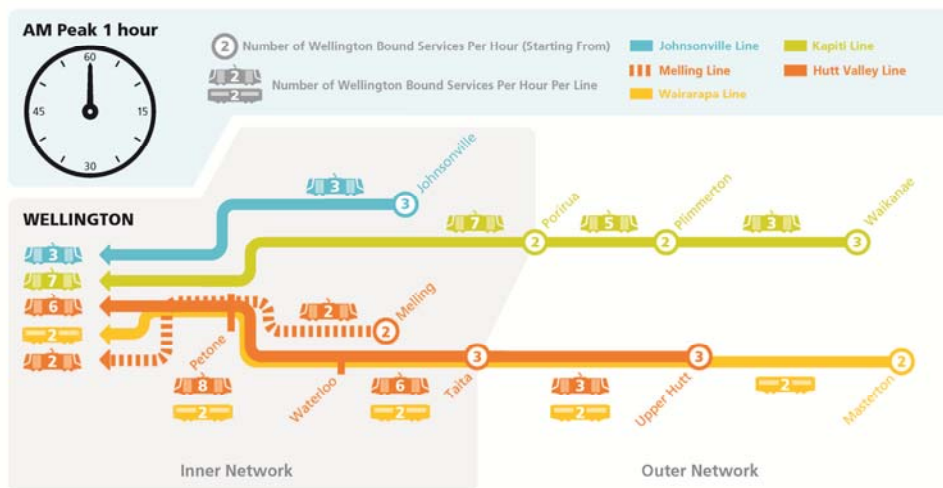
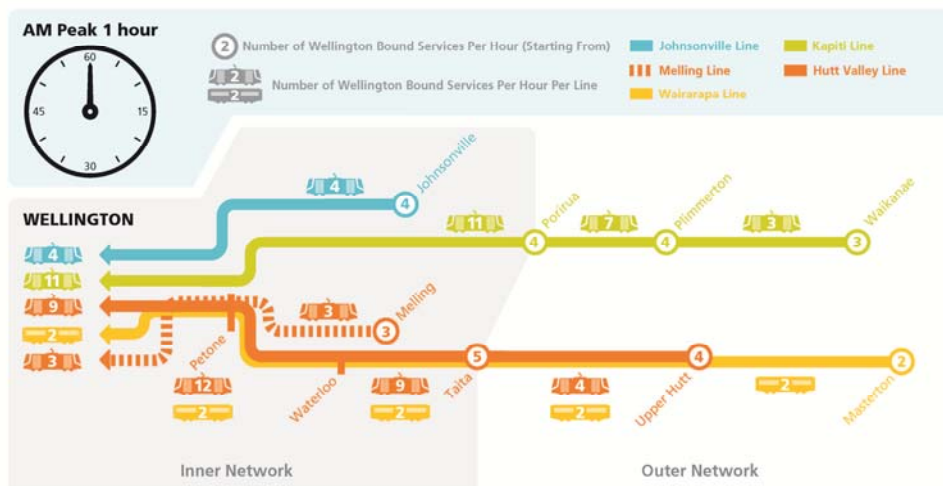


Figure 2: Future (RS1) operational service levels



In order to deliver the RS1 service pattern, the major infrastructure projects are:

- Double tracking Trentham to Upper Hutt
- Turnback/passing loop at Porirua Station
- Turnback facility at Plimmerton
- Signalling and track upgrades through the Tawa Basin
- Safety improvements at level crossings
- Upgrade of Upper Hutt Station
- “Park and Ride” facility upgrades on Kapiti and Hutt Valley Lines.

These projects have an estimated cost of \$44 million, and the majority would be required between 2017/18 and 2019/20 to enable the new service pattern to commence in 2019/20.

As part of the 2013 review, it has been confirmed that:

- The implementation of additional railway stations on the Kapiti Line at Raumati and Lindale is no longer recommended as a result of changes in the roading network and patterns of development, which see the costs of the new stations outweighing the benefits. Modelling indicated that most users of a new Raumati station would be existing rail users switching from using Paraparaumu Station
- The detailed analysis undertaken for Raumati also serves as a ‘viability benchmark’ for the future consideration of new stations generally; to achieve benefits that outweigh costs, the modelled peak hour patronage needs to be in the order of 300 new passengers
- Network extensions beyond the current Metlink rail operational limits will take the form of shuttles or non-electrified services running through to Wellington.

### **1.3 Future Plans**

Following the completion of RS1, the preferred option is to proceed to Rail Scenario 2 (RS2) then to Rail Scenario A (RSA) (journey time reductions) and then Rail Scenario B (RSB) (network extension). However, if patronage forecasts show a levelling off in demand, specifically on the outer (Suburban) segments of the network, an alternative option exists to proceed directly to RSA after RS1 and implement RS2 and RSB later. These options will be considered in future reviews of the RRP.

## **2 Fare structure review and integrated ticketing**

Improving the fares and ticketing system is the next significant element in the modernisation of Wellington’s public transport system. Over the period of this plan, major changes are proposed for the Wellington public transport fares and ticketing system aimed at providing a simple, easy to use fares and ticketing system that provides better value for money for customers.

At present, while maximum fare levels for standard cash and multi-trip products are set by GWRC, public transport operators operate their own fares and ticketing systems and offer their own company specific products. This means the system is complicated, and generally people cannot transfer between vehicles as part of a single journey without needing a new ticket and paying a new fare.

The current fare structure contains over 250 different fare products. Some of these products are used for less than 10 trips each day, in comparison with smart cards that are used to pay for over 60% of bus trips and monthly passes that are used to pay for over 40% of all rail trips.

In future, people will be able to use just one smart card for all their public transport travel, regardless of the different services or different modes they need to use for their journey; and integrated fares will be a simpler set of fare products with no additional cost (or fare penalty) for journeys that require more than one service or mode.

Adopting an integrated fares and ticketing approach involves a business transformation process that will occur over 3 to 5 years. The first steps in the process are an investigation and development of a business case, which is underway.

## 2.1 Future Fare Structure

The future fare structure for the Wellington region will retain the existing 14 zones radiating out from the Wellington city CBD. Fares are set according to the number of zone boundaries crossed in any one trip. Zones are closely spaced within Wellington city, with the distance between zone boundaries increasing the further a zone is from the Wellington CBD.

At present school aged children receive a discount from the adult fare on all bus and rail services (usually approximately 50%), and there is free travel outside peak hours for SuperGold card holders. Other concessions exist on some services however these are not consistent across the network and many are operator defined concessions. In future, the concessions would be:

- Free travel on all services for children under 5 years old
- A 50% concession fare for all services for children and young adults from the age of five up until they turn 19 (or up to the time they leave secondary school if that is later). This would increase the age of young people eligible for concessions from 15 to 18.
- Maintain free travel for all SuperGold card holders outside peak hours (maintaining the existing Government funded concession)

Other existing concessions could be replaced with an off peak fare, which would provide a 25% saving off the adult non-cash fare outside peak times. This would encourage people who do not have to travel at the busiest times to schedule their trips when there is spare capacity on the public transport network, while also providing a more affordable option for customers - for example, most beneficiaries would be able to adjust their travel patterns to take advantage of reduced fares, and therefore an off peak fare could address the need for a concession fare for very low income users.

Providing an off peak fare available to everyone instead of developing a range of concession fares avoids Council having to choose winners and losers when making decisions about fare concessions. For example, an across the board concession for all tertiary students would mean every person studying at a tertiary institution – regardless of their economic circumstances – would pay cheaper fares. However, young people on the minimum wage or jobseeker allowance would pay the full fare. A system that gives discounted fares to those who travel outside peak hours is a fairer and more equitable one than one which picks winners and losers. And yet, these changes would also benefit many tertiary students, with Victoria University reporting that two thirds of student travel is in the off peak.

The Council is also proposing to:

- Introduce a weekend family pass for up to four children under a specified age travelling with a fare paying adult (valid on Saturday, Sunday and public holidays only)
- Investigate the introduction of a bulk purchase product, enabling group purchases at a discounted rate (further work on pricing and scheme development will be undertaken as

part of the integrated fares and ticketing project, the intention is that this product would initially be targeted towards tertiary students and subsequently offered to other groups)

- Investigate including travel by public transport to and from a venue in the price of entry tickets to larger events, subject to successful commercial negotiations with event promoters. In Auckland, for example, event promoters directly fund free travel to major events for ticket holders.

## 2.2 Financial impacts of options

The following table outlines the impact of fare structure proposals on public transport fare revenue based on high level modelling. The costs do not reflect the expected financial impact on GWRC based on the current contractual provisions, as the new fare products are largely not viable until new operating contracts have been developed.

Modelled options	Revenue impact	Patronage impact
Providing free transfers	- \$3 million	+2-4%
Capped fares	Dependent on level of capping	Dependent on level of capping
25% off peak discount	- \$4.5 million	+ 4%
50% concession for all under 19 year olds	- \$0.5 million	Un-quantified and approximated to 0%
Weekend family pass	- \$0.5 million	Not quantified
Bulk purchase scheme	Dependent on scheme design	Dependent on scheme design
<b>Total</b>	<b>-\$8 million</b>	

In general terms, as fare revenues contribute to the costs of providing the services, the reduction in overall fare revenue would need to be made up increases in public funding (from regional rates and NZTA funding).

The following table outlines options that were considered but not adopted as part of the fare structure review:

Modelled options	Revenue impact	Patronage impact
50% off peak discount	- \$12.0 million	+ 10%
50% concession fare for tertiary students	- \$4 million	+ 1%
25% concession fare for tertiary students	- \$1.5 million	+ 0.5%

Modelled options	Revenue impact	Patronage impact
50% concession for adults with a disability receiving invalids benefit (since replaced with the supported living payment)	-\$1.5 million	Un-quantified and approximated to 0%

## 2.3 Timeline

Some of the proposed changes, such as family passes and half price fares for children and young adults under 19, could be in place in two or three years' time, while others – such as free transfers between services, bulk purchase of discounted bus or train tickets for tertiary institutions and other organisations, capping fares after a maximum number of journeys and discounted off peak fares – will take at least five years to implement because they depend on changes to contracts with public transport operators and the completion of the integrated fares and ticketing project.

## 3 Policies and Actions

GWRC aims to provide a public transport network that:

- goes where people want to go, at the times they want to travel
- provides competitive journey times
- provides value for money
- is easy to understand and use
- is safe, comfortable, and reliable
- provides flexibility, allowing people to change their plans.

In order to achieve this, GWRC has developed the following policies and plans.

### 3.1 An integrated Public Transport Network

#### **An integrated approach to the public transport network – including the planning and provision of services, infrastructure, and information**

The future network of public transport services is based on an integrated network approach that will guide planning and provision of services, infrastructure and information. The proposed network aims to provide a simple, cohesive and consistent route structure where routes meet at logical interchange points, arrival and departure times are co-ordinated and there is no fare penalty for changing between services. Public transport customers will experience:

- A **simple** network with a clear structure that is easy to understand
- A **connected** network where it easy and affordable to transfer between services
- A **consistent** network providing a consistent customer experience and an integrated fares and ticketing system.

The Metlink network is based on a layered hierarchy of services. **Core routes** form the backbone of the network providing high capacity direct services with extensive hours of operation linking areas of high demand.

- **Core rail routes** provide high capacity services that provide long distance, time competitive commuter services connecting key urban areas across the region. The primary functions of core rail services are to reduce severe road congestion on State Highways 1 and 2 and to

meet the demand for travel from key suburban and town centres to the Wellington CBD during peak periods.

- **Core bus routes** provide high capacity frequent all-day services within urban areas, reducing congestion on the major transport corridors and meeting the all-day travel demand. Core bus routes operate at least every 15 minutes during the day, and often more frequently during busy periods.

**Local routes** include all-day medium to low frequency services connecting town and activity centres along the lower demand corridors, providing local access to town centres and activity centres within the suburban areas. The local routes complement the core network by covering areas not served by the core routes and by collecting and distributing passengers to and from the core network.

**Targeted services** provide services to areas or link destinations where there is insufficient demand to justify a core or local route, or where the normal service cannot meet the peak demand. Targeted services include:

- **Peak only services:** commuter services that provide additional capacity at peak times to reduce traffic congestion. They may provide additional capacity on a section of an existing route, or may provide the only public transport service to an area where there is insufficient demand to justify a service at other times of the day.
- **School services:** school buses in urban areas to schools not served by the regular bus routes, or where capacity on those routes cannot meet demand.
- **Night services:** after mid-night travel on weekends.
- **Special event services:** where additional demand caused by, for example, major public events, concerts, festivals and sport events would exceed the capacity of regular services.
- **Community services:** include discounted taxi services for people who are transport disadvantaged, demand responsive, and shopper services, and services to outlying extents of urban and rural areas where scheduled core or local services are not viable.

Policy	Actions
1. An integrated approach to the public transport network – including the planning and provision of services, infrastructure, and information	
1.a Provide a simple, layered network of public transport services that is easy to understand	<ul style="list-style-type: none"> <li>• Plan an integrated network using the following layers of services: <ul style="list-style-type: none"> <li>○ Core services – the urban rail network and frequent bus services, providing high capacity services between centres and along key corridors</li> <li>○ Local services – medium to low frequency services connecting residential areas, town centres, activity centres, and feeding core routes</li> <li>○ Targeted services to meet demand, including peak only services, school services, night bus services, and community services to provide access where local services are not viable</li> </ul> </li> <li>• Ensure that public transport planning hierarchy is reflected in the Network Operating Framework</li> </ul>



Policy	Actions
1.b Provide a public transport network that maximises the range of travel options and destinations available	<ul style="list-style-type: none"> <li>• Provide services, infrastructure, and fares that make it easy and safe to connect between services</li> <li>• Design routes, interchanges, and timetables to provide convenient connections between services to facilitate anywhere to anywhere travel</li> <li>• Work with local councils to integrated land use and public transport planning so that an increasing proportion of the urban population lives within 500m of a stop on a core bus or local service or 1km of a rail station</li> </ul>
1.c Provide a consistent customer experience across the public transport network	<ul style="list-style-type: none"> <li>• Ensure information covers the complete network</li> <li>• Provide consistent network branding across information, infrastructure, services, and operators</li> <li>• Provide a standard level of customer service across modes and services</li> <li>• Provide consistent fare products across modes and services</li> <li>• Standardise levels of service for infrastructure (including stations, stops, and interchanges) through the asset management process</li> </ul>
1.d Improve the safety of the public transport system for customers, workers, and the general public	<ul style="list-style-type: none"> <li>• Ensure safety is considered in the planning and provision of all services and infrastructure</li> <li>• Work with operators and infrastructure providers to ensure a safe system approach is developed and applied</li> </ul>
1.e Consider environmental and health outcomes when planning the public transport network	<ul style="list-style-type: none"> <li>• Ensure environmental and health outcomes are considered in the planning and provision of the public transport network</li> </ul>

## 3.2 Services and infrastructure standards

### High quality, reliable, safe, and customer focused public transport services using modern vehicles and infrastructure

A high-quality public transport system gets passengers quickly to where they want to go, and provides reliable whole-of-journey travel times.

Surveys and research show that the most important consideration for public transport users – and potential users – is reliability: in other words a that trip leaves on time and arrives at (or very close to) the scheduled time. This is particularly important where some trips require connections to be made with other services.

Operational and fleet improvements will reduce journey times and increase service reliability. The increased frequencies, proposed as part of the core bus service network, will reduce waiting times and mean that passengers can rely on making convenient connections between services.

Where bus services mix with traffic, journey times and reliability are affected by a number of external factors. An important tool for improving journey times and service reliability is the provision of measures that give priority to public transport services, such as bus lanes and traffic signal priority. The major areas where buses are currently being held up occur in the Wellington City area,

and GWRC will continue to work with Wellington City Council or NZTA to prioritise these measures on congested sections of core routes.

All new and used passenger service vehicles entering the bus fleet on contracted services within Wellington are required to conform to NZTA’s Requirements for Urban Buses – a nationwide set of standards for bus quality and accessibility.

An efficient and effective public transport system also relies on the provision of well-designed and well-maintained facilities including:

- Roads
- Bus stops and shelters
- Transport interchanges
- Rail tracks with associated equipment and stations
- Ferry terminals and wharves
- Park-and-Ride facilities
- Cycle paths
- Footpaths.

All of these facilities need to provide good access, safety and personal security at all stages of the journey, particularly for people with disabilities. Public transport elements require clear, consistent branding, with service levels and information to meet customers’ needs for an integrated, easy-to-use, customer-focused system. As different agencies have ownership or control of the different elements of the system, getting a good result for customer requires all parties to communicate and cooperate.

Policy	Actions
2. High quality, reliable, safe, and customer focused public transport services using modern vehicles and infrastructure	
2.a Provide realistic, achievable timetables	<ul style="list-style-type: none"> <li>• Ensure that timetables are realistic based on actual monitored travel times and provide adequate time for connections between services</li> <li>• Work with operators to implement operational practices that allow monitoring of journey times and modification of timetables as required, to provide customers with reliable services</li> <li>• When carrying out service reviews develop timetables providing, where possible, a service pattern where services depart at regular intervals</li> </ul>
2.b Improve public transport journey times to provide a service that is competitive with car travel, particularly on core routes	<ul style="list-style-type: none"> <li>• Implement improvements identified in the Regional Rail Plan to introduce the RS1 service patterns</li> <li>• Implement the outcomes of the PT Spine Study [wording to be updated once outcome agreed]</li> <li>• Work with Wellington City Council to provide bus priority measures (bus lanes, signal priority) and rationalise bus stops on core bus routes, based on analysis of the level of service delays and passenger volumes</li> <li>• Maximise through routing through the Wellington CBD to minimise bus congestion on the Golden Mile</li> <li>• Include initiatives to reduce boarding times as part of the integrated fares and ticketing project</li> </ul>

Policy	Actions
2.c Provide reliable, punctual and customer focused services	<ul style="list-style-type: none"> <li>• Specify consistent standards for reliability and punctuality and incentivise good service performance through operator contracts</li> <li>• Make real time information available to operators for performance monitoring and fleet management</li> <li>• Work with operators to continually improve reliability, punctuality, and customer service</li> <li>• Require regular customer service skills and disability awareness training for all staff who are in regular contact with customers</li> <li>• Develop and improve processes for managing planned and unplanned service disruptions to minimise impacts on customers, including processes for communicating with customers</li> <li>• Work with KiwiRail (as track access provider) to improve reliability, punctuality, frequency, and speed of rail services</li> <li>• Ensure seamless transition between operators when change occurs by including consistent service transition and disengagement arrangements in PTOM contracts</li> </ul>
2.d Ensure all vehicles and vessels meet vehicle and vessel quality standards	<ul style="list-style-type: none"> <li>• Require all contracted bus services to comply with NZTA <i>Requirements for Urban Buses</i> and other relevant standards</li> <li>• Replace the aging Ganz Mavag EMUs with Matangi by July 2016</li> <li>• Specify the required vehicle size for specific bus routes to match geography or demand, as appropriate</li> <li>• Require operators to provide clean and well maintained vehicles at all times</li> <li>• Investigate standards to ensure vehicle windows provide good visibility, for example controlling window tinting, and advertising and branding over windows to ensure visibility</li> </ul>
2.e Ensure all public transport infrastructure and facilities meet quality and safety standards	<ul style="list-style-type: none"> <li>• Manage GWRC and GWRL owned assets in accordance with the GWRC Public Transport Asset Management Plan</li> <li>• Encourage and coordinate improvements in design and capacity of stops, stations and terminals to meet demand</li> <li>• Follow New Zealand Urban Design Protocol and New Zealand Crime Prevention through Environmental Design (CPTED) guidelines and accessibility standards when developing public transport facilities</li> <li>• Use consistent and clear signage and branding at stops, stations and terminals, and at interchanges and connection points to facilitate easy transfers between services</li> <li>• Work with local councils to locate and design facilities to provide safe and easy access to all passengers with particular attention to the mobility impaired</li> </ul>

Policy	Actions
2.f Provide park and ride facilities at appropriate sites	<ul style="list-style-type: none"> <li>• Maintain existing park and ride and passenger drop-off facilities in accordance with the GWRC Public Transport Asset Management Plan</li> <li>• Provide additional park and ride facilities where there is insufficient capacity to meet catchment demand and providing park and ride is the most cost effective solution. Park and ride capacity may be provided on-street or off-street, and may require land development (for details, see the Park and Ride Capacity Strategy included in the regional rail plan)</li> <li>• Provide cycle parking (e.g., cycle stands) at selected interchanges and railway stations, and increase cycle parking facilities where current supply is insufficient to meet demand</li> </ul>
2.g Integrate public transport with walking and cycling	<ul style="list-style-type: none"> <li>• Ensure integration between walking and cycling and public transport services is considered during the design and delivery of interchanges and other facilities</li> <li>• Work with local councils to provide convenient connections and visible signage between public transport and walking and cycling networks</li> <li>• Require operators to provide for the safe carriage of cycles on appropriate rail and ferry services. A trial of the provision of bike racks on buses is scheduled for 2017/18.</li> <li>• Advocate for and work with local councils and developers to ensure street networks are designed to accommodate public transport services, and are well connected with walking and cycling facilities</li> <li>• Work with stakeholders where possible to provide bus services, bus stops and other appropriate infrastructure in new development areas early on to provide more certainty to new residents and employees</li> </ul>
2.h Reduce the production of carbon emissions from the public transport network	<ul style="list-style-type: none"> <li>• Design an efficient public transport network which minimises route duplication</li> <li>• Continue to provide an electric rail network for urban services</li> <li>• Improve energy efficiency of public transport service delivery by: <ul style="list-style-type: none"> <li>○ Ensuring operators provide high quality, low emission vehicles complying with environmental standards</li> <li>○ Improving the fuel efficiency of the bus fleet over time</li> <li>○ Replacing the Ganz Mavag trains with Matangi</li> <li>○ Investigating new technologies to enable regular and real-time monitoring of vehicle performance</li> <li>○ Ensuring that vehicles are well maintained</li> </ul> </li> </ul>

### 3.3 Fares and ticketing system

#### A fares and ticketing system that attracts and retains customers

Over the period of this plan, major changes are proposed for the Wellington public transport fares and ticketing system, aimed at providing a simple, easy to use fares and ticketing system that

provides better value for money for customers by, for example, replacing existing monthly and daily passes with a system of fare capping where customers pay for a maximum number of trips each week across all bus, rail, and ferry trips.

Policy	Actions
3. A fares and ticketing system that attracts and retains customers	
3.a Implement a fares and ticketing system that supports the integration of the public transport network	<ul style="list-style-type: none"> <li>• Subject to a satisfactory business case, implement an integrated branded fares and ticketing system across all public transport operators for rail, bus, and ferry services that allows the use of a single smartcard for all public transport services</li> <li>• Through the Wellington integrated fares and ticketing project, implement the following recommendations of the 2013 fare structure review: <ul style="list-style-type: none"> <li>○ Maintain a zonal fare structure</li> <li>○ Simplify and standardise fare products across modes and services</li> <li>○ Remove transfer penalties, so that a trip between two points has the same fare irrespective of the number of vehicles used</li> <li>○ Provide discounts to reward regular users through fare capping, rather than 10 trip and monthly passes</li> <li>○ Provide an off-peak discount to spread peak demand and increase access to affordable services, subject to affordability</li> </ul> </li> </ul>
3.b Simplify the existing fare structure	<ul style="list-style-type: none"> <li>• Work with operators to develop a fare transition plan for the fares and ticketing system, including: <ul style="list-style-type: none"> <li>○ Prior to the implementation of a new fares and ticketing system, reduce the number of fare products, particularly products that are used infrequently</li> <li>○ Removing transfer penalties, so that a trip between two points has the same fare irrespective of the number of vehicles used</li> </ul> </li> <li>• Review the fare structure at least once every six years</li> </ul>
3.c Provide concession fares targeted group	<ul style="list-style-type: none"> <li>• Continue to provide free services for children under five</li> <li>• Provide concessions for children and young people under 19</li> <li>• Support the government scheme providing free off peak travel for SuperGold card holders</li> </ul>
3.d Review fare levels to achieve farebox recovery targets annually, with a preference for smaller regular adjustments rather than large infrequent ones	<ul style="list-style-type: none"> <li>• Forecast and review the level of fares and operating costs annually through the Long Term Plan / Annual Plan process to determine the extent of any fare adjustment required to achieve farebox recovery targets</li> <li>• Implement an annual fare adjustment on 1 November</li> </ul>
3.e Ensure that all users pay the correct fare	<ul style="list-style-type: none"> <li>• Incentivise operators to collect fares</li> <li>• Advocate for legislative change to allow Police to delegate enforcement powers for fare evasion</li> <li>• Implement a fare inspection, enforcement, and auditing regime where fare evasion is occurring</li> </ul>

### 3.4 Connection with customers

#### An effective connection with customers

A customer-focused approach to public transport includes:

- A better understanding of, and response to, customer needs
- A more proactive approach to dealing with complaints
- Using customer feedback to identify opportunities for improvement
- The provision of training at all levels
- A stronger focus on customer service in contracts and supplier relationships.

A consistent brand will help customers to identify the network so it is easy to use, and clearly integrates all elements of the network into a single multi-modal system.

GWRC will provide customer information and communications material in order to attract new customers and to encourage existing customers to continue or expand their use of public transport.

Policy	Actions
4. An effective connection with customers	
4.a Use customer feedback to continually improve the public transport network	<ul style="list-style-type: none"> <li>• Provide a range of opportunities for solicited and unsolicited customer feedback, including surveys and focus groups</li> <li>• Develop a robust system for recording, reporting, and responding to customer feedback, compliments and complaints, providing a 'one stop shop' approach and ensuring clarity on the respective responsibilities of GWRC and operators</li> </ul>
4.b Provide a consistent brand for the Wellington public transport network	<ul style="list-style-type: none"> <li>• Develop, implement, and manage the Metlink branding so that it covers all public transport services, information and infrastructure to assist customers to identify and use the public transport network</li> <li>• Provide for the Metlink and operator brands to be co-branded as appropriate</li> </ul>
4.c Uniform Conditions of Carriage	<ul style="list-style-type: none"> <li>• Develop consistent Conditions of Carriage for use by all operators across all modes, i.e. rail, bus and ferry.</li> <li>• Require new operators to adopt standardised Conditions of Carriage</li> </ul>
4.d Market the public transport network to encourage more people to use public transport more often.	<ul style="list-style-type: none"> <li>• Work with transport operators, tourism agencies and local councils in developing promotions</li> <li>• Ensure that appropriate marketing resources are put in place to meet the requirements of the public transport network</li> <li>• Prioritise promotion of public transport to customer segments with the highest potential to increase their public transport use</li> <li>• Ensure that service changes are well communicated through a variety of channels</li> <li>• Promote the use of public transport through business and school travel plans</li> </ul>

Policy	Actions
4.e Provide simple, visible, and intuitive information to customers	<ul style="list-style-type: none"> <li>• Manage customer information channels to provide consistent and clear information</li> <li>• Provide up to date timetable information at stops, stations, and terminals, with real time displays at stations and major stops</li> <li>• Provide way-finding signs at stations, major stops and harbour ferry wharves</li> <li>• Maintain and improve the Metlink public transport information and journey planner website</li> <li>• Provide a call centre that provides public transport information and feedback</li> <li>• Improve the range of information that is produced in formats that are accessible for people with impaired vision or hearing</li> <li>• Improve the provision of information and maps inside public transport vehicles</li> <li>• Continue to use technology to develop and provide public transport network and fare schedule information, including providing network and fare schedule information to third party information suppliers</li> </ul>

### 3.5 Providing for the transport disadvantaged

#### Information, facilities, and services that are increasingly available to all members of the public

An important focus of this Plan is to meet the needs of those who are least able to travel to basic community activities and services – the transport-disadvantaged.

Providing a comprehensive network of public transport services goes some way to meeting these needs. However, it is recognised that some groups have specific needs that may be met more effectively by access to specialised passenger transport services and/or concessionary fares. Subject to continued funding availability, GWRC will therefore continue to support specific services such as the Total Mobility service for people with disabilities, fare concession schemes and school bus services.

Policy	Actions
5. Providing for the transport disadvantaged: Information, facilities, and services that are increasingly available to all members of the public	
5.a Provide a public transport network that is accessible and safe	<ul style="list-style-type: none"> <li>• Work with stakeholders to identify and resolve accessibility and safety issues</li> <li>• Specifically consider the needs of the transport disadvantaged when network changes are proposed and implemented, and take proactive steps to communicate changes to groups who may find the changes difficult to adapt to</li> </ul>

Policy	Actions
5.b Work towards improved accessibility and standards of vehicles, infrastructure and facilities	<ul style="list-style-type: none"> <li>• Require operators to ensure that vehicles comply with vehicle quality standards and meet standard accessibility requirements</li> <li>• Work to improve the accessibility of public transport services including by providing priority seating, low floor access on trains, access to bus stop curbs and standing pads</li> <li>• Provide a bus fleet that is 100 % wheelchair accessible by 2016 [note existing target is 2020] excluding school services [note rail fleet already 100% accessible],</li> <li>• Provide (or work with local councils to provide) ongoing improvements to the accessibility of rail stations</li> <li>• Ensure that accessible information is widely available by using appropriate formats and media, including audio and visual</li> <li>• Provide (or work with local councils to provide) appropriate drop-off and access facilities in parking areas to assist people with limited mobility</li> </ul>
5.c Continue to support provision of Total Mobility services for people with disabilities and limited mobility and limited access to regular public transport services	<ul style="list-style-type: none"> <li>• Continue to support the Total Mobility scheme, including contracting all operators of the Total Mobility scheme to provide adequate and appropriate assistance to mobility impaired people including provision of specialist training to drivers of taxi services and installation of appropriate signage and equipment</li> </ul>
5.d Provide safe public transport services for school students	<ul style="list-style-type: none"> <li>• Where there is sufficient demand, provide school buses in urban areas to schools not served by the regular bus network, or where capacity on that network cannot meet demand. Services generally provide access for children to their nearest or zoned school.</li> </ul>
5.e Provide community transport services	<ul style="list-style-type: none"> <li>• Provide community transport services, including demand responsive and shopper services (running two or three times a week to local shops) where regular scheduled local public transport services are not viable</li> <li>• When public transport services are removed, consider providing support to people who are transport disadvantaged and previously relied on that service. Support will normally be discounted taxi travel equivalent to the Total Mobility Scheme concession for no more than two years. The purpose of the support is to enable affected people sufficient time to make alternative travel arrangements.</li> </ul>

### 3.6 Monitoring and review

#### A system of monitoring and review that supports continuous improvement

Policy	Actions
6. A system of monitoring and review that supports continuous improvement	



Policy	Actions
6.a Monitor and continuously improve services	<ul style="list-style-type: none"> <li>• Work with operators to ensure they collect sufficient performance information so that they can continually improve the services provided to customers</li> <li>• Under PTOM contracts, require operators to provide timely operational information as required, including:               <ul style="list-style-type: none"> <li>○ Reliability and punctuality</li> <li>○ Patronage</li> <li>○ Passenger kilometres</li> <li>○ Farebox revenue</li> <li>○ Safety and security</li> <li>○ Driver training</li> <li>○ Compliance with vehicle quality standards</li> </ul> </li> <li>• Improve data management and analysis systems</li> <li>• Publish service performance information</li> <li>• Provide contractual mechanisms to vary and improve standards</li> </ul>
6.b Review services to ensure they meet customer needs	<ul style="list-style-type: none"> <li>• Undertake targeted reviews of services within units (or groups of units) triggered by issues such as changing patronage patterns, low patronage, customer complaints, new opportunities</li> <li>• Review routes and timetables prior to the expiry of contracts</li> </ul>
6.c Monitor and continuously improve infrastructure	<ul style="list-style-type: none"> <li>• Monitor and manage GWRC and GWRL owned assets in accordance with GWRC’s Public Transport Asset Management Plan</li> <li>• Continue to consolidate monitoring and management of public transport infrastructure</li> </ul>
6.d Collect customer feedback	<ul style="list-style-type: none"> <li>• Collect customer feedback, including through an annual on board survey</li> </ul>

### 3.7 Procurement approach

**A procurement approach that supports the efficient delivery of services and provides value for money**

The Government has introduced a new policy and operating framework for the procurement and management of urban bus, rail and ferry services, which is known as the Public Transport Operating Model (PTOM). PTOM seeks to build a commercially based partnering relationship between procuring authorities and public transport operators. It is also designed to provide opportunities for competitors to access the public transport market, to provide incentives to reduce reliance on subsidies by promoting increased commerciality of service provision, and to provide a more-transparent approach to service planning and procurement.

In future, all public transport services (except for exempt services) will be procured through performance-based service contracts, replacing the previous mix of contracted and registered commercial services. This will create an environment where goals and objectives are aligned through collaborative planning, joint investment, performance incentives, and shared risks and rewards.

All public transport services described in this Plan (other than exempt services) will be required to be provided under contract to GWRC as part of a unit, in order to implement the policies and actions described in this Plan.

Policy	Actions
7. A procurement approach that supports the efficient delivery of services and provides value for money	
7.a Increase competition in the Wellington public transport market	<ul style="list-style-type: none"> <li>• Ensure the PTOM procurement strategy and transition measures take into account the impact on competition</li> <li>• Investigate the extent to which access to land for bus depots is a barrier to entry to the Wellington market for new operators, and if appropriate develop remedies</li> </ul>
7.b Procure contracts for units using the 'partnering' delivery model	<ul style="list-style-type: none"> <li>• Comply with Transport Agency Procurement requirements and GWRC PTOM procurement strategy</li> </ul>
7.c Phase procurement to achieve an orderly transition from existing network and contracts, to the new network, with limited disruption to the travelling public	<ul style="list-style-type: none"> <li>• Develop a detailed transition plan, including: <ul style="list-style-type: none"> <li>○ Any contract variations required to better reflect the new (unit based) network design</li> <li>○ 2 or more phases of procurement of PTOM units</li> <li>○ Timing of placement of "like for like" contracts and negotiated contracts</li> </ul> </li> <li>• New PTOM unit contracts to be in place by the dates specified in xxx [timing to be added]</li> </ul>
7.d Ensure the appropriate allocation of roles, responsibilities, and risk between GWRC and operators within the PTOM contract framework	<ul style="list-style-type: none"> <li>• Implement a performance based contract</li> <li>• Develop an appropriate financial model incorporating the following concepts: <ul style="list-style-type: none"> <li>○ Contract price will be the total cost of the providing the service (as tendered or negotiated)</li> <li>○ Fare revenue will be held by GWRC</li> <li>○ Revenue will be shared based on a financial incentive mechanism</li> <li>○ Payment to operator will be contract price as adjusted by application of financial incentive mechanism and Key Performance Indicator (KPI) regime</li> </ul> </li> <li>• Develop a KPI regime to reflect NZTA requirements and incentivise contract performance</li> </ul>
7.e Apply a partnering approach to the ongoing planning and operation of services	<ul style="list-style-type: none"> <li>• Include annual business planning regime in contracts</li> </ul>

### 3.7.1 Grouping services into units

One of the major components of the PTOM model is the allocation of services into operational Units. Each Unit is made up of a service route or group of service routes operating to a timetable that applies to the entire route or group of routes specified for that Unit, and each Unit will be delivered through a separate operating contract. The following principles were used in the design of the Units:

- Appropriate services – Taking into account completed service reviews and enabling future reviews to ensure services meet community needs.

- Units should be able to be delivered by an operator either as a stand-alone operation or as part of a wider suite of services
- Units should have a readily identifiable customer market
- Each Unit must comprise a service or group of services that operates on the entire length of one or more routes
- Units should be attractive to a tenderer, and should attract competition from a range of operators
- Opportunities for operators to tender for Units in groups to encourage efficiencies and thus value for money have been taken into account in the design of the Units
- Units must be single mode-specific
- Consideration has been given to network effects and connections between routes.

### 3.8 Sustainable funding

#### Sustainable funding arrangements that balance user contributions (fares) against public funding

Farebox recovery measures fare revenue as a proportion of direct operating costs. NZTA requires all councils to have a policy on farebox recovery that contributes to the objective of achieving a 50% farebox recovery target nationally. This plan maintains the existing farebox recovery target of 55-60%, which will be revised once a transition plan has been developed to implement the fare structure review. Proposals such as the removal of transfer penalties, the introduction of fare capping, and an off peak discount will reduce the farebox recovery rate but will provide better value for money to customers and are expected to increase patronage.

Policy	Actions
8. Sustainable funding arrangements that balance user contributions (fares) against public funding	
8.a Improve value for money from existing public transport funding	<ul style="list-style-type: none"> <li>• Implement the procurement policies outlined in section 7</li> <li>• Undertake regular reviews of service effectiveness and value for money</li> <li>• Implement the new network structure developed through the Wellington city bus review</li> <li>• Promote and market existing services</li> </ul>
8.b Achieve farebox recovery targets	<ul style="list-style-type: none"> <li>• Achieve an overall farebox recovery of 55-60</li> <li>• Review compliance with farebox recovery targets annually</li> <li>• Increase the efficiency and cost effectiveness of the public transport network to reduce operating costs, and increase patronage</li> </ul>
8.c Advocate for sustainable funding for the Wellington public transport network	<ul style="list-style-type: none"> <li>• Advocate for recognition of the economic, social, and environmental benefits of public transport in the Government Policy Statement on Land Transport and in the Transport Agency planning and investment decisions</li> <li>• Advocate for a clear funding framework for rail network infrastructure that supports rail passenger transport</li> <li>• Support the examination of potential new funding and financing mechanisms for public transport</li> </ul>