

Wellington Regional Public Transport Plan 2010

Draft proposed policies for further input

13 August 2010 (Version 1A)

Important Note:

This is an informal draft document for internal review and review by key stakeholders. Feedback is required by **Friday 3 September 2010**, although earlier feedback would be incorporated in earlier updates.

Feedback should be sent to ptplanreview@gw.govt.nz

FOR FURTHER INFORMATION

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Version	Date	Author	Notes
1	9/8/10	Adam Lawrence	Initial draft
1A	13/8/10	AL	Updates with feedback – refer Appendix A for detailed log of changes

1. Introduction

The purpose of this document is to seek informal feedback from internal and external stakeholders on a draft policy framework for the PT Plan. This is a working document for consideration prior to preparing a draft PT Plan for formal consultation during 2011.

The draft policy framework builds on the approach set out in the PT Plan Discussion Document published in March 2010 (refer <http://www.gw.govt.nz/ptplan/>) and takes account of some of that feedback. The draft policy framework will continue to be refined and updated as feedback is received.

Please provide **feedback by Friday 3 September 2010**, although earlier feedback would be appreciated to enable this document to be updated as feedback is received.

2. Policy development approach

We have taken a hierarchical approach to development of policies. This approach is recommended in the NZ Transport Agency guidelines for development of regional public transport plans dated January 2009 (section 4.4). The hierarchical approach is based on the plan development policy framework set out on the Quality Planning website (<http://www.qualityplanning.org.nz>) which recommends a hierarchy of issues, objectives, policies and methods. We have adopted a strategic hierarchy as set out in Figure 1, with further detail provided below.

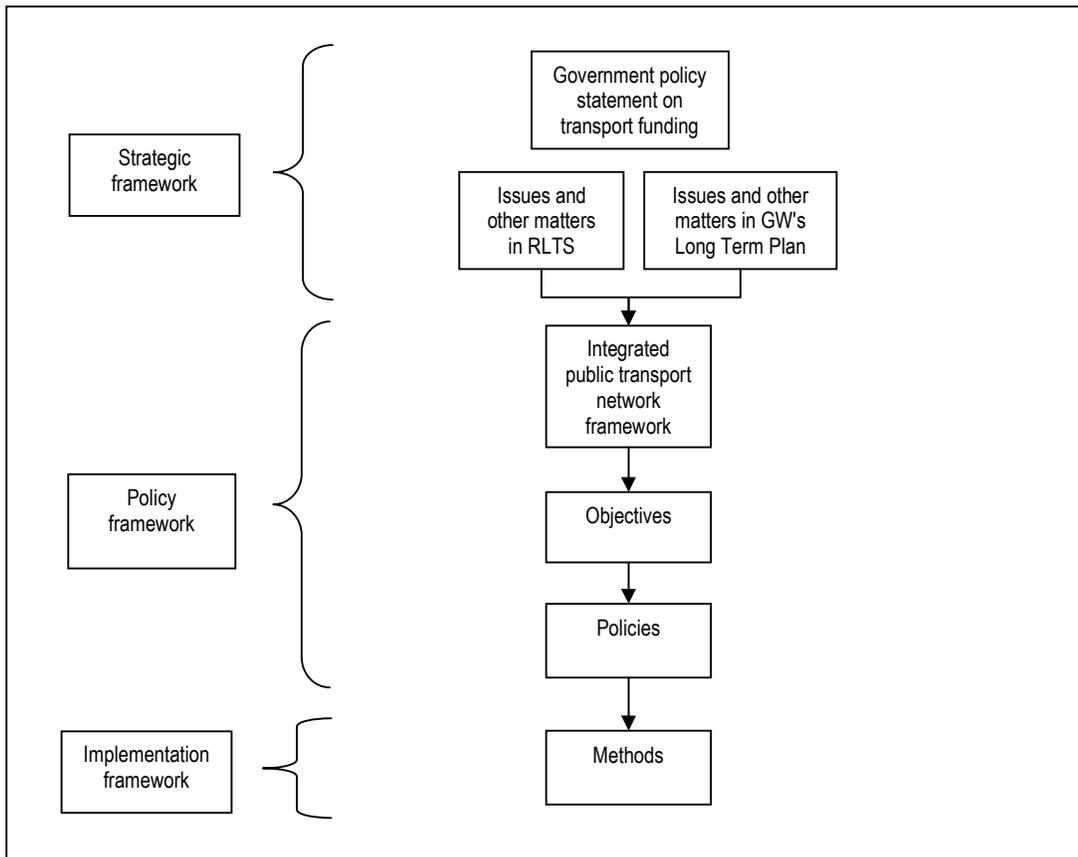


Figure 1: GW strategic approach to development of the PT Plan

2.1 Strategic framework

The strategic framework is as at the top of the hierarchy and was covered in the PT Plan discussion document. The Regional Land Transport Strategy and Greater Wellington's Long Term Plan provide the strategic framework for the PT Plan as these documents set out the transport and other issues in the region. The Government Policy Statement on transport funding and other national guidelines also form part of the strategic framework.

2.2 Policy framework

The policy framework is intended to give effect to the strategic framework. The policy framework includes the integrated public transport network framework, objectives and policies. The integrated network framework and objectives were set out in the PT Plan discussion document although some minor changes have been made in the current document and a further review will be undertaken prior to finalising policies. The proposed policies are covered in this document and build on the feedback received on the discussion document.

2.2.1 Integrated public transport network framework

The integrated network framework is set out in the discussion document. It uses a layered service approach to prioritise service levels in order to deliver:

1. a cohesive integrated network,
2. integration between modes, and
3. optimal use of resources

The integrated network framework is intended to bridge the strategic and policy frameworks by providing a focus for the public transport objectives and policies. The objectives and policies of the PT Plan are intended to implement the integrated public transport network framework and give effect to the Regional Land Transport Strategy.

2.2.2 Objectives

Proposed objectives were set out in the PT Plan discussion document under four policy areas. The proposed objectives retain the policy intention of the existing Passenger Transport Plan but have been changed to provide a stronger direction and better indication as to how public transport services are delivered and decisions made.

The objectives are to a large degree based on those developed by ARTA, which also gives effect to their layered service approach. Some objectives in the existing PT Plan have been changed to policies. The proposed objectives are shown in Table 1.

Table 1: PT Plan proposed objectives

Policy area	Objective
Network and services	Objective 1: Simple, easy to understand services that go where people want to go.
	Objective 2: An integrated network of services that makes

	interchange between and within modes easy. Objective 3: A high-quality, reliable public transport system that customers choose to use. Objective 4: Improved accessibility for communities and groups whose needs are not met by the regular public transport system.
Vehicles and infrastructure	Objective 5: Public transport operations that provide comfortable and safe travel, and minimise adverse environmental effects and improve health outcomes. Objective 6: A high standard of public transport infrastructure.
Fares, ticketing and information	Objective 7: A fare schedule that attracts and retains customers and balances user contributions against public funding. Objective 8: An integrated system of fares and ticketing that enables seamless travel between services and modes. Objective 9: A consistently branded transport system that is easy to use, offers a consistent customer experience, and generates customer loyalty (this was Objective 10 in the discussion document).
Commercial framework, funding and prioritisation	Objective 10: Deliver an integrated public transport network that provides value for money (this was Objective 11 in the discussion document). Objective 11: Effective and efficient allocation of public transport funding (this was Objective 12 in the discussion document).

Feedback on the discussion document included a number of suggested changes to objectives but generally the changes suggested have been picked up in the policies rather than amending the objectives too much.

The policies are intended to provide more detail on how each objective is to be achieved. The NZ Transport Agency suggested that objectives be ranked but we do not believe that would add value as all objectives are important. Objective 11 provides a prioritisation approach to funding which would effectively override other policies (i.e. cannot deliver if don't have funding). It is also noted that ARTA did not rank their objectives.

The objectives proposed in the PT Plan discussion document are mostly unchanged. The main changes are Objective 7 has been amended to incorporate fare recovery as it conflicted with Objective 9, which has been removed. Objective 10 (Objective 11 in discussion document) has also been modified although further changes may be required as a result of the Ministry of Transport's proposed public transport operating model. Also, Objective 11 (Objective 12 in discussion document) has been changed to better reflect funding prioritisation criteria.

The descriptions of each objective have generally been taken directly from the discussion document but with a number of minor changes and will be updated following completion of the policy framework.

2.2.3 Policies

We have developed a set of draft proposed policies to give effect to the objectives set out above and otherwise in accordance with the discussion document. Section 3 sets out the proposed policies which take account of feedback received on the discussion document and which are required to give effect to the Regional Land Transport Strategy.

2.3 Implementation framework

The implementation framework consists of the methods (or actions) required to give effect to the policies. Methods will be addressed in a separate later document although the policy framework includes a number of possible methods where these have already been identified and assist in understanding the policy. It is noted the Public Transport Management Act 2008 only requires the PT Plan to include policies and methods.

3. Policy framework

We have retained the policy framework of the current Passenger Transport Plan adopted in 2007 but have revised this to better reflect current requirements. An additional fifth policy area has been added containing our policy on significance which is used when determining consultation requirements.

3.1 Policy areas

The policy areas identified in this section provide a means of grouping the PT Plan objectives, which are aimed at delivering an integrated public transport network.

3.1.1 Network and services policy area

The network and services policy area proposes standards and levels of service required to implement the integrated public transport network framework set out in section 3.2 of the discussion document.

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

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

Greater Wellington intends to focus on providing a simplified network structure that connects main destinations and supports the land use and transport integration policies set out in the Regional Land Transport Strategy and Proposed Regional Policy Statement. This objective supports the implementation of a layered service approach as set out in Section 3.2.1 of the discussion document and is expected to lead to the

establishment of a simpler, more easily understood system and greater efficiency of operation.

Proposed policies	Policy explanation
<p>1.1 The urban area of the Wellington region shall have public transport services, so that:</p> <p>a. at least 75% of people in the region live or work within 400m, and 90% within 800m, of a public transport stop with service throughout the day; and</p> <p>b. at least [x]% of people and jobs are located within 800m of a public transport service on the priority public transport network.</p>	<p>Public transport services must be located to provide access to basic community activities and services, in particular work and education but also to other activities and services necessary to participate in society such as healthcare, welfare and food shopping.</p> <p>Under Policy 1.1a the figures are ten year targets set in the Regional Land Transport Strategy. The PT Plan seeks to achieve these coverage targets within the strategic timeframes but is initially guided by the 2010 coverage levels which are 68% and 85% respectively.</p> <p>Public transport services must be provided in a cost effective way and this means not all people and jobs can be located within 400m or 800m of a public transport service. Service throughout the day generally means service from early morning to early evening and not just at peak times.</p> <p>Under Policy 1.1b the [x]% figure is to be set at the current coverage level around the corridors making up the priority public transport network. This figure has not yet been calculated as we are refining the location of the quality transit network corridors.</p> <p>Policy 1.1b recognises the benefits of directing public transport services to the areas with a denser urban form and capacity for future patronage increases. The priority public transport network represents the rapid transit network and quality transit network (see Policy 1.2).</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Carry out service reviews
<p>1.2 Deliver an integrated and interconnected network of public transport services that is simple and layered according to the following service hierarchy:</p> <p>a. <u>Rapid transit network:</u> supports high capacity services along high demand corridors connecting regionally significant centres, with measures to avoid the impacts of traffic</p>	<p>The delivery of an integrated, interconnected network through the layering of services is referred to as “the layered service approach”. This approach supports the growth and land use aspirations of the Regional Policy Statement, including strong centres and public transport orientated development. It also helps deliver a simple and easy to understand network that can help grow patronage.</p> <p>The layered service approach ensures services go where people want to go by providing services along corridors that connect:</p> <ul style="list-style-type: none"> • regionally significant centres, which are defined in the Regional Land Transport Strategy and Regional

<p>congestion;</p> <p>b. <u>Quality transit network</u>: supports services along corridors connecting areas of high demand to local centres and the rapid transit network, with measures to reduce the impacts of traffic congestion;</p> <p>c. <u>Local connector network</u>: supports services along corridors connecting areas of medium demand to local centres, the rapid transit network and the quality transit network;</p> <p>d. <u>Targeted services</u>: services provided for specific policy reasons, that improve access and support the delivery of an integrated, interconnected network.</p>	<p>Policy Statement;</p> <ul style="list-style-type: none"> • local centres, which are generally business areas with “...activities and services necessary to participate in society such as healthcare, welfare and food shopping”; • areas of high demand, which include higher density residential areas and key travel destinations (e.g. education and recreational facilities) not covered above; and • areas of medium demand which will be generally be suburban areas. <p>Areas not covered about may be supported by targeted services (refer Policy 1.3).</p>
<p>1.3 Ensure the provision of targeted services that provide for a range of specific needs and requirements as follows:</p> <p>a) <u>Commuter services</u> that provide additional capacity at peak times to support congestion relief;</p> <p>b) <u>School bus services</u> that provide safe and reasonable levels of access for school students to their zoned and/or nearest school;</p> <p>c) <u>Night bus services</u> that provide customers safe, cost effective travel home; and</p> <p>d) <u>Community transport services</u> that provide for the needs of the transport disadvantaged.</p>	<p>Targeted services are generally developed in response to specific needs and requirements.</p> <p>Commuter services may involve providing additional capacity on existing routes or running additional express routes/trips at peak times.</p> <p>School bus services may be provided where the regular public transport network cannot provide sufficient capacity or coverage to meet demand for school students to access their zoned and/or nearest school.</p> <p>Night bus services may be provided where affordable and justified by demand. To be considered a viable transport choice public transport services need to meet the demands of users and should therefore provide for after hours travel where there is sufficient demand to ensure public value for money (i.e. the social benefit justifies the public financial cost) in providing such a service.</p> <p>Community transport services may be provided where regular scheduled services will generally not be cost-effective.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Provide commuter services to meet peak demand. • Provide school bus services for school students to

	<p>access their zoned and/or nearest school</p> <ul style="list-style-type: none"> • Provide After Midnight bus services from Wellington CBD on Friday and Saturday nights • Provide discounted taxi fares to those with disabilities as part of the Total Mobility Scheme
<p>1.4 Public transport services (excluding targeted services) shall deliver consistent levels of service at each level of the service hierarchy appropriate to demand:</p> <p>a. The rapid transit network and quality transit network shall form a <u>priority public transport network</u> that delivers fast, frequent and direct services with long hours of operation, throughout the week; and</p> <p>b. The local connector network shall support the priority public transport network by delivering low to medium frequency services with standard hours of operation, throughout the week.</p>	<p>Consistent means that services are designed to meet appropriate level of service <u>guidelines</u> within the defined service hierarchy (refer Policy 1.2). This is an important part of making services simple and easy to understand.</p> <p>The “appropriate to demand” condition is important to ensure efficient use of resources but where demand is considered to be insufficient to justify meeting the level of service guidelines this should be recorded as part of any decision to maintain services below those set out in the guidelines.</p> <p>Standard hours of operation are defined in the service level guidelines.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Develop a priority public transport network • Specify minimum and target level of service <u>guidelines</u> for corridors making up each layer of the service hierarchy • Use service level guidelines to determine minimum and target service levels for corridors making up each layer of the service hierarchy. Target service levels will be delivered according to the priorities set out in Policy 11.1.
<p>1.5 Ensure the benefits of public transport are recognised in setting public transport service levels (e.g. routes, frequency, days and hours of operation).</p>	<p>The benefits of a public transport service are important drivers for delivering public transport services. The main benefits are:</p> <ul style="list-style-type: none"> • Improved access and mobility • Reduced traffic congestion • Improved environmental sustainability <p>These factors are closely related to the role of public transport (refer discussion document) and build on each other. Without a basic level of service providing access to community activities and services, public transport would not be an attractive alternative to the private car. This in turn enables delivery of improved environmental sustainability.</p> <p>All of these elements must be considered when determining service frequency, days and hours of operation. Improved road safety is also an important</p>

	<p>benefit.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Carry out service reviews
<p>1.6 Ensure the coordination of services for planned special events, to help meet the needs of the event and to reduce impacts on the transport system.</p>	<p>Special events that are designed to attract large numbers of people to a central location can generate significant demands on car parking and the roading network; unless alternative public transport services are provided.</p> <p>Examples of such events include concerts or national sports events held at the Westpac Trust Stadium. In addition, special events (e.g. street parades or festivals) may involve road closures that affect the operation of public transport services. Public transport routes and service levels may also need to be altered to enable the network to continue operating effectively and efficiently.</p>
<p>1.7 Encourage land developments that maximise integration with walking, cycling and public transport networks and which supports the delivery of an effective and efficient public transport network.</p>	<p>The development of land may come about as a result of either transport led development (i.e. land-use development associated with new investments in public transport) or land-use led development (i.e. intensifying around existing public transport nodes and corridors). In either scenario, the Council will encourage land developments that demonstrate integration with public transport services and where provision has also been made for walking and cycling and particularly those which are consistent with Policy 1.1b.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Make submissions as appropriate in support of this policy • Address through responsibilities under the Regional Policy Statement • Advocate to developers to develop land according to this policy • Seek to provide bus stops in new development areas early on (prior to routes becoming operational) to provide more certainty. The RPS could maybe be used to assist this outcome.
<p>1.8 Carry out regular reviews of public transport services and maintain the ability to adjust existing public transport services to respond to customer demand and to provide for new public transport services in a timely and cost effective manner.</p>	<p>The demand for all existing services needs to be monitored to ensure an appropriate level of service is provided (i.e. provides value for money in meeting demand), with service levels adjusted as required in accordance with Policy 1.4.</p> <p>Reviews of public transport services are important to ensure value for money. The location of services and the level of service provided must deliver value for money, which must in turn be balanced against community need</p>

	<p>in accordance with Policy 11.1.</p> <p>Depending on the circumstances, reviews may result in public transport corridors being reclassified within the layered service approach.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Constantly monitor customer use of existing services to track demand. • Consider requests for new services. • Rolling programme of area-wide service reviews • Carry out targeted reviews of specific services, particularly where effectiveness and/or efficiency can be improved.
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Objective 2: An integrated network of services that makes interchange between and within modes easy

Greater Wellington aims to make it easy for passengers to move between different modes and services by delivering an integrated network of services that link with each other and are frequent, reliable and provide a good level of network coverage.

Greater Wellington plans to make interchange more efficient and reliable through better service design, consistent levels of service, and increasing the availability of integrated fare and ticketing products, together with clearly and consistently branded interchange points and customer friendly information.

Greater Wellington’s approach to integration also involves improving connections between public transport and other modes, including providing park and ride facilities at appropriate locations.

Proposed policies	Policy explanation
2.1 Ensure the public transport network maximises the range of travel options and destinations available by providing a mix of direct services and connections.	For public transport to be a viable alternative to the private car, there needs to be a mix of direct services which minimise travel time and connections which maximise the number of destinations available.
2.2 Ensure that connections between services are timed to minimise transfer times and maximise transfer reliability.	<p>For door to door journey times to compete favourably with travel by car, it is important to ensure connections are as fast and reliable as possible. Making changes between transport services or modes as easy as possible is important if people are going to choose public transport.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Develop timetables that provide for appropriate connections between services

	<ul style="list-style-type: none"> • Use of real time information (along with text services, info line etc)
<p>2.3 Ensure the provision of well-designed transport interchanges on the priority public transport network that facilitate public transport connections and integration with non-public transport modes (particularly walking and cycling).</p>	<p>Comfortable, well designed transport interchanges (designed in accordance with urban design principles) contribute a customer's overall satisfaction of a public transport journey and are likely to encourage further patronage.</p> <p>Encouraging a wide range of access options to a transport interchange is necessary to enable access to the public transport system where direct access is not otherwise feasible. Provision for cycle parking at transport interchanges can help facilitate connections.</p> <p>Park and ride facilities are covered by Policy 2.4.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • All interchanges areas designed to reflect urban design principles • Provision of cycle parking (cycle stands) at park and ride facilities
<p>2.4 Ensure the ongoing development of new and existing park and ride and passenger drop-off facilities adjacent to railway stations and transport interchanges, where these can be supported by surrounding land-use.</p>	<p>Public transport services cannot be provided to every household in the region especially in areas of low residential density. Provision of alternatives such as park and ride facilities (including cycle parking) allows such households to consider public transport as a viable alternative to car only journeys. Park and ride facilities are most commonly used by commuters and in this way commuter car parking facilities help to concentrate passenger trips along key high capacity corridors (i.e. the priority public transport network), allowing for higher levels of service.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Park and ride facilities designed in accordance with Commuter Parking Standards • Provision of cycle parking (cycle stands) at park and ride facilities

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

To deliver a high quality and reliable public transport system Greater Wellington will ensure that public transport timetables are realistic, ensure the ongoing maintenance and improvement of rail services, ensure a high standard of customer service, support priority measures for public transport, and develop and maintain a real time passenger information system.

Greater Wellington intends to require information from operators to enable effective monitoring of performance to ensure that required standards are met. Greater Wellington will also monitor trends in patronage so as to allow systematic improvement of the network through improved planning and operational and cost-efficiencies.

Proposed policies	Policy Explanation
<p>3.1 Develop and maintain realistic, achievable timetables that can be reliably delivered and depended on for all services.</p>	<p>Reliability of public transport is one of the most significant issues for users and is a major factor in passengers deciding whether to use public transport services (or not).</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Continually refine timetables for reliability, using available data (i.e. aggregated real-time reporting) • Ensure reliable connections, where these are provided.
<p>3.2 Ensure customers receive quality, reliable information on the arrival and departure times of public transport services.</p>	<p>Accurate, up-to-date information on the predicted arrival time of a public transport service will provide a more reliable customer experience and enable customers to make informed choices about their travel arrangements.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Deliver a real time information system • Provide system-wide real time information to customers, including real time information displays at stations and key stops. • Provision of a real-time information service at public transport stops. • Continue to provide information on public transport services from other sources (e.g. website, phone, text services)
<p>3.3 Ensure public transport services deliver a high quality customer service experience. This includes providing a safe, reliable and punctual service that meets or exceeds customer expectations.</p>	<p>Encouraging a 'customer focussed' approach to the delivery of public services will help to support the goal of a high quality public transport system. Reliability of public transport is a significant issue for users and is a major factor in deciding whether to use public transport or not.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Contracts to require regular driver training and customer engagement skills. • Encourage commercial operators to meet same driver training and customer engagement skills standards required for contracted services.
<p>3.4 Make use of system-wide information to monitor and continuously improve service</p>	<p>Good information is vital to ensure public transport services continue to meet the needs of users. Information from operators provides valuable data on demand for certain services and whether operators are achieving the</p>

delivery.	<p>desired service level agreements.</p> <p>Methods to include:</p> <ul style="list-style-type: none"> • Obtain system-wide information on the operation of public transport services • Collect information from all providers on services provided etc • Work with operators to access operational information in a timely fashion
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Objective 4: Improved accessibility for communities and groups whose needs are not met by the regular public transport system

Greater Wellington’s network of public transport services goes some way to providing for the needs of the transport disadvantaged. Greater Wellington recognises that some people have specific needs that may be more effectively addressed by access to specialised passenger transport services and/or concessionary fares.

Greater Wellington will also seek innovative and cost effective ways to deal with accessibility problems in areas of low demand where scheduled public transport services may not always be appropriate (e.g. rural communities).

Proposed policies	Policy Explanation
4.1 Provide for a public transport network that is accessible and safe, particularly for vulnerable users.	<p>One of the aims of the integrated, interconnected network is to improve access overall to public transport services. In addition to this, a number of targeted services have been developed in response to the transport needs of specific groups (refer Policy 1.3).</p> <p>Vulnerable users include the elderly, injured and disabled.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Improved accessibility of public transport services
4.2 Provide services and facilities for disabled customers whose needs are not met by the regular public transport network.	<p>Greater Wellington will continue to provide services that assist disabled customers to move around the region.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Provide targeted services in accordance with Policy 1.3 including continued operation of the Total Mobility Scheme

3.1.2 Vehicles and infrastructure policy area

The vehicles and infrastructure policy area identifies standards for passenger transport vehicles and infrastructure required to implement the integrated public transport network set out in section 3.2 of the discussion document.

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

The NZ Transport Agency has produced a Vehicle Quality Standard for the bus services in New Zealand. Greater Wellington proposes to adopt this standard. The standards reflect requirements that support Greater Wellington’s commitment to improve public health, environmental sustainability and mobility in the community.

Greater Wellington will phase the standards in as new bus contracts are tendered or negotiated. Best practice quality standards for rail rolling stock have also been identified, and these have been incorporated into the specifications for the new Matangi trains. Quality standards for vessels used in contracted ferry services are also being developed.

Proposed policies	Policy Explanation
<p>5.1 Continue to improve the comfort, safety and overall standard of vehicles by requiring these to meet national vehicle quality standards and any other relevant national standards.</p>	<p>Maintaining vehicle quality standards consistent with the NZ Transport Agency standards will help to maintain and enhance the position of public transport relative to travel by private car.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Contracted services required to comply with Greater Wellington’s vehicle quality standards. • Commercial operators encouraged to meet same standards as required for contracted services.
<p>5.2 Advocate for improved personal safety for users of public transport and increased public transport road safety.</p>	<p>For people to choose public transport they need to feel safe and secure both on and off the services. Personal safety on public transport includes actual and perceived safety at all places and areas people use to access public transport services. Users of public transport are also pedestrians at some point in the end-to-end journey. Pedestrian safety at public transport stops or along the network is a key aspect of this policy.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Work with local councils to improve walking access and amenities at and around public transport stations, stops and interchanges.
<p>5.3 Support the use of vehicles that reduce their effects on the environment. This includes services that increase their energy efficiency, use low emission vehicles, and vehicles that reduce noise.</p>	<p>Supporting the use of vehicles that reduce their impacts on the environment contributes to the overall goal of a sustainable transport network.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Support the use of trolley buses in Wellington City and their ongoing upgrade. • Where appropriate, require appropriate Euro

	standards for diesel fleet
5.4 Provide for the carriage of cycles on public transport services while ensuring the comfort and safety of all passengers	<p>Provision for carriage of cycles on public transport services can help improve health outcomes by encouraging more people to cycle. Provision will be made for the carriage of cycles on trains and ferries but the comfort and safety of all passengers must be protected. It is not appropriate to carry cycles inside buses nor is it appropriate on trains at times of the day where the capacity of services is restricted (i.e. peak times).</p> <p>Relevant committee decisions are 09.446 and 10.398.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Subject to consultation, provide for the carriage of cycles on trains, except between 7-9am and 4-6pm in the counter-peak direction • Investigate the feasibility of installing bike racks on buses in accordance with Land Transport Rule: Vehicle Dimensions and Mass 2010 Amendment and subject to funding availability

Objective 6: A high standard of public transport infrastructure

Greater Wellington will ensure that the public transport system has well-designed and well-maintained facilities including roads, bus stops and shelters, transport interchanges, railway lines with associated equipment and stations, ferry terminals and wharves, park and ride facilities, cycle paths, and footpaths.

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

Proposed policies	Policy Explanation
6.1 Continue to provide for new public transport infrastructure (and the upgrade of existing infrastructure) suitable to its role and function within the layered service approach (refer Policy 1.2). Infrastructure shall also be provided in accordance with urban design principles set out in the Regional Policy Statement and generally respect the nature of	<p>Providing high quality, comfortable and safe vehicles and infrastructure will encourage people to use public transport services.</p> <p>Public transport infrastructure forms an integral component of the urban environment and can, if not designed well, adversely affect the character and amenity values of an area. This policy also provides for the continual development of new shelters (by city and district councils) as having comfortable places where people wait to board a public transport service will encourage the use of such services.</p> <p><i>Methods to include:</i></p>

surrounding land-use.	<ul style="list-style-type: none"> • Adopt NZ Urban Design Protocol, and CPTED guidelines.
<p>6.2 Ensure public transport infrastructure is maintained to a high standard of functionality, appearance and safety in accordance with the relevant Asset Management Plan, and Greater Wellington’s Long Term Plan (or equivalent standard where infrastructure is not owned by Greater Wellington).</p>	<p>Providing high quality, comfortable and safe vehicles and infrastructure will encourage people to use public transport services.</p> <p>Most public transport infrastructure is not owned and managed by Greater Wellington (e.g. trolley bus wires and rail tracks). Greater Wellington will advocate and encourage asset providers to maintain their assets to the levels required to achieve a high quality public transport service.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Manage assets in accordance with the Public Transport Asset Management Plan and Greater Wellington’s Long Term Plan • Work with owners of non-Greater Wellington public transport infrastructure to encourage them to maintain infrastructure to a similar high standard of functionality, appearance and safety as required for Greater Wellington owned infrastructure
<p>6.3 Advocate for and support priority measures for public transport along public transport corridors on the priority public transport network (defined in Policy 1.4a), with priority measures implemented according to need and in support of the layered service approach as follows:</p> <ol style="list-style-type: none"> a) install priority measures on the rapid transit network aiming to avoid the impacts of traffic congestion on public transport services; then b) install priority measures on the quality transit network aiming to reduce the impacts of traffic congestion on public transport services 	<p>Public transport priority measures include the rail network’s right of way, bus lanes, bus pre-emption signals etc. Such priority measures are designed to improve the operation of scheduled services and assists in faster journey times for those using public transport compared with a comparative car journey during peak traffic conditions.</p> <p>The NZ Transport Agency methodology for determining seriousness and urgency could assist in determining and prioritising the “need” for priority measures.</p>
<p>6.4 Ensure that public transport infrastructure is safe and accessible.</p>	<p>For people to choose public transport they need to feel that the public transport infrastructure is safe and accessible.</p>

	<p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Maximise the accessibility of stations • Where appropriate, provide security at key and high risk locations
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3.1.3 Fares, ticketing and information policy area

The fares, ticketing and information policy area covers how fares are set and reviewed and identifies the role of ticketing and information in supporting the integrated public transport network set out in section 3.2 of the discussion document.

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

Greater Wellington will set fares that balance funding requirements against the need to achieve patronage targets and encourage customer loyalty. To ensure consistency across the network, Greater Wellington sets a Maximum Fare Schedule (MFS) for contracted services which stipulates the maximum fares chargeable by operators. This applies also to commercial services that have a Concessionary Fare Scheme (CFS) agreement with Greater Wellington, under which the CFS discount is reimbursed.

Greater Wellington will continue to require the mandatory provision of concessionary fares for target groups as part of its contact conditions. Greater Wellington will also continue to administer the SuperGold Card travel scheme for senior citizens while funding from the Government is available.

Greater Wellington will make decisions on future increases to the MFS as part of each annual fare review taking into account changes in operating costs, and the potential impact of increases on customers and patronage.

Greater Wellington receives funding for public transport services from ratepayers and the NZ Transport Agency. This funding reflects the level of benefit (to the region and nationally) that public transport provides, and the associated willingness to pay. It is appropriate that customers (who benefit directly from public transport services) bear a reasonable share of the overall cost of supplying the services.

Greater Wellington recognises the farebox risk for new services, services in new growth areas, and on other specific services where potential patronage can only be estimated, and in such cases may share farebox risk with operators through incentivised gross cost contracts.

Proposed policies	Policy Explanation
7.1 Ensure fares reflect the level of private benefit that users receive from public transport service by requiring: <ul style="list-style-type: none"> a) a system-wide farebox 	The NZ Transport Agency requires a farebox recovery ratio target for each mode. As all modes are required to deliver an integrated public transport network we consider it appropriate that the farebox recovery ratio target be the same for all public transport modes operating in the region.

<p>recovery ratio of at least 50% measured in accordance with NZ Transport Agency guidelines; and</p> <p>b) Rail (including the cable car), bus and ferry modes to each have a farebox recovery ratio of at least 50%.</p>	<p>Greater Wellington currently complies with the farebox recovery ratio target and will carry out annual reviews to ensure continued compliance with this policy. Among the many matters that must be taken into account, fares must take account of the NZ Transport Agency indexation rates applied to public transport services and the need for contractual price adjustments to incorporate changes to fare levels. The level of fares also affects the viability (or otherwise) of commercial public transport services (i.e. non-subsidised services).</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Perform an annual review of farebox recovery ratio performance • Perform an annual review of fare price levels, discounts, concessions and ticket types within the existing fare structure • Review fare structures at least once every six years
<p>7.2 Provide for fares that are easy to use and understand for customers and operators alike, and for scheduled services are consistent regardless of operator.</p>	<p>A simple, logical fare system that is integrated across services and operators will assist with increased patronage. It is important however that the fare system is flexible to allow for yearly reviews.</p> <p>Fares are currently based on a zone system that divides the region into a number of zones (currently 14) radiating out from the Wellington City CBD. Fares are calculated based on the total number of zones a user travels through.</p> <p>Integrated fare structure means that a journey involving several trips regardless of mode of operator is integrated into a single fare without transfer penalties.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Maintaining the zone based approach to fares for public transport services.
<p>7.3 Ensure the fare system is designed to achieve the Regional Land Transport Strategy patronage targets and that fares are competitive with the costs of a comparable private single occupancy vehicle trip, in order to encourage greater use of public transport.</p>	<p>To be a viable alternative to private single occupancy vehicle trips, public transport must be reasonably priced and affordable.</p> <p>For the purpose of this policy, the costs of a private single occupancy vehicle are to be calculated using the full fixed and running costs (excluding parking) of a car journey based on the most recent AA Vehicle Operating Costs for a 0–1500cc car (or nearest equivalent).</p> <p>Relevant committee decision is 10.31.</p> <p>Providing for off-peak fares can help to relieve peak congestion by encouraging non time specific journeys to take place outside of peak periods.</p>

	<p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Pricing incentives for regular users.
7.4 Ensure that the fare system provides for concession fares for identified target groups.	<p>Concessionary fares are provided to ensure fair and equitable access to public transport services across the region for identified target groups. These groups include:</p> <ul style="list-style-type: none"> • Children • Retired people <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Free fares for children under 5 and reduced fares for school aged children. • Continue to administer the national SuperGold Card concessionary travel scheme, subject to ongoing national funding
7.5 Provide scope for special fares for targeted, short term promotions.	Generally, fares should be maintained at the agreed level, but flexibility is required to provide scope for special fares to promote a new service or to encourage new users.

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

Greater Wellington will ensure fare integration to make connections faster and more convenient and to ensure that a multi-legged journey involving several connecting services is no more expensive for passengers than a direct point-to point journey of equivalent (straight line) distance without transfer.

Greater Wellington will, as part of the NZ Transport Agency work to deliver national standards, move towards a system where passengers will be able to use ticketing products such that only one ticket is needed for any trip. Greater Wellington is seeking a uniform range of fare products that are recognised and accepted by all operators using a standard fare schedule.

Proposed policies	Policy Explanation
8.1 Maintain and expand the coverage of existing multimodal public transport fare products as a precursor to the eventual implementation of a region wide integrated electronic ticketing and fares system.	<p>Some limited integrated fare products are currently provided such as the Hutt Plus, Wairarapa Plus and Kapiti Plus multimodal monthly passes, and Metlink Explorer day pass tickets. These products provide customers the convenience of being able to buy a single all inclusive pass for travel using multiple public transport vehicles and modes.</p> <p>Bundling the cost of bus and train travel into a single combined monthly pass provides a means to encourage the use of feeder buses to suburban train stations reducing pressure on busy park and ride facilities.</p>
8.2 Develop and implement an	An integrated ticketing system allows customers to use one

<p>integrated electronic ticketing and fares system that supports a fully integrated public transport service and where appropriate, complies with emerging national integrated ticketing interoperability standards.</p>	<p>ticket or fare product (or pay once) regardless of mode of operator. Advantages for customers include the convenience of for example paying once or utilising period or multi-journey products, and only having to maintain one fare card or media (for electronic ticketing systems).</p> <p>NZ Transport Agency is currently developing standards to ensure consistency across the country in how integrated ticketing systems should work and to permit improved aggregation and sharing of public transport data.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Retain zone based approach to fares for public transport services. • Require that all public transport operators are capable of participating in an integrated ticketing system through use electronic ticketing systems compliant with national integrated ticketing interoperability standards.
<p>8.3 Review and monitor the efficiency and effectiveness of the fares integration approach.</p>	<p>This would include consideration of alternatives to the zone based approach.</p>

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

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

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

Proposed policies	Policy Explanation
<p>9.1 Ensure consistent application of Metlink as an “umbrella” brand across the public transport network, including infrastructure, vehicles and information services, to promote the benefits of and encourage use of public</p>	<p>The image sought for public transport services in the region is of a high-quality integrated network. This will be achieved by consistent use of the Metlink brand across all aspects of the public transport service regardless of asset owner.</p>

transport services.	
9.2 Provide relevant, accurate, easy to use information about the public transport network that customers can rely upon.	<p>The provision of information that customers can rely upon is an important element in providing a high level of service to public transport users and in encouraging further patronage growth.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Provide the Metlink website as a key source of information for customers • Provide the Metlink contact centre as a key source of information for customers • Provide text, twitter and other information services • Provide site specific timetables
9.3 To proactively market the public transport network to encourage more people to use public transport more often.	<p>Greater Wellington will work with operators to help promote public transport services to encourage increases in patronage. Active promotion of public transport services can and should also be carried out by the providers of that service.</p>

3.1.4 Commercial approach, funding and prioritisation policy area

The commercial approach, funding and prioritising policy area covers how services are funded and provided.

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

This section will be developed following completion of work on the Ministry of Transport's proposed public transport operational model.

Objective 11: Effective and efficient allocation of public transport funding

Greater Wellington will allocate funding to reflect the strategic priorities set out in the Regional Land Transport Strategy and the prioritisation processes set out in this PT Plan to ensure public transport services are delivered effectively and efficiently and achieve value for money.

Proposed policies	Policy Explanation
11.1 Ensure funding decisions for public transport services and infrastructure are consistent with Greater Wellington's Long Term Plan, the strategic funding priorities of the Regional Land Transport Strategy and that funding is sufficient to deliver	<p>The council provides funding for public transport services and infrastructure in accordance with Greater Wellington's Long Term Plan and annual plan, with assistance from the NZ Transport Agency. The allocation of funding needs to be prioritised to maximise its value to customers, ratepayers and road users.</p> <p>The priorities set out in this policy are intended to generally only apply as part of a service review process</p>

<p>appropriate levels of service on the public transport network. This shall be prioritised as follows:</p> <p>a) deliver minimum levels of service in areas already serviced by public transport and which have sufficient demand to justify the level of service provided;</p> <p>b) deliver target levels of service at peak times in areas already serviced by public transport and which have sufficient demand to justify the level of service provided;</p> <p>c) improve service coverage in areas not already serviced by public transport, prioritised in order to first increase coverage in higher density areas where there is higher demand and lower service cost; and</p> <p>d) deliver target levels of service at all times of the day in areas already serviced by public transport.</p>	<p>(refer Policy 1.8). The service review process will look at demand and the costs of providing services, and will consider the priorities alongside all other objectives and policies in the PT Plan.</p> <p>Minimum levels of service should be provided in areas that are found, as a result of a service review, to justify a public transport service meeting the minimum level of service guidelines (Policy 11.1a). Areas that do not support services meeting these minimum guidelines should be considered for prioritisation alongside areas not already serviced by public transport (Policy 11.1c). The PT Plan discussion document provides further information on the prioritisation process (refer Table 7).</p> <p>Improving services in areas not already serviced by public transport generally means the consideration of the extension of existing services in nearby areas in the first instance.</p> <p>In applying this policy it is important to recognise that those people most dependent on the public transport system (due to being transport disadvantaged or otherwise) often travel outside peak times and will be most affected from the removal of any services at these times.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Implement funding decisions in accordance with the layered service approach guidelines.
<p>11.2 Advocate for government funding sufficient to achieve the Regional Land Transport Strategy patronage targets, which provides for the maintenance and expansion of an affordable public transport network. In addition advocate for access to alternative funding sources.</p>	<p>Government funding through the NZ Transport Agency is important in helping to ensure public transport services remain affordable. However, there is also a need to consider alternative funding sources (e.g. fuel taxes, congestion/road charging, public/private partnerships, development contributions) in the event that future government funding (in combination with fares) is not sufficient to maintain the costs of the public transport service.</p> <p><i>Methods to include:</i></p> <ul style="list-style-type: none"> • Advocate to government and NZ Transport Agency for increased public transport funding
<p>11.3 Ensure that public funds are used wisely.</p>	<p>Regular reviews of demand for services will ensure that funding is allocated to the services that are cost-effective and deliver value for money.</p>

3.1.5 Policy on significance policy area

This is a special policy required by the Public Transport Management Act 2008. The purpose of the policy on significance is to set out criteria for determining whether a proposed variation to the PT Plan is significant for the purpose of consultation (i.e. whether the special consultative procedure is required).

The policy on significance is still under development.

4. Conclusion

The policies contained in this document will be reviewed based on feedback received and then incorporated in a draft PT Plan for formal consultation during 2011.

Appendix A – Detailed change log

Version	Date	Author	Details
1A	13/08/10	AL	<p>Figure 1 in Section 2 has had an extra box added under strategic framework which refers to the Government policy statement on transport funding.</p> <p>Policy 1.4 appropriate to demand explanation updated to clarify when justifications required to be recorded.</p> <p>Policy 2.3 updated to say that cycle parking at transport interchanges can help facilitate connections.</p> <p>Policy 2.4 explanation update to specifically include cycle parking.</p> <p>Policies 2.3 and 2.4 method added to make provision for cycle parking at park and ride facilities.</p> <p>Policy 5.4 added with associated explanation and method providing for the carriage of cycles on trains. Also method to investigate bike racks on buses.</p> <p>Policy 7.3 explanation updated to include methodology for calculating the cost of a private single occupancy vehicle trip.</p> <p>Policy 8.1 explanation modified to clarify that passes to be priced to include the cost of each connecting mode used.</p> <p>Policy 9.2 update and policy explanation updated to emphasise the importance of providing information that customers can rely upon. A number of methods have also been added to highlight some of the actions GW is currently committed to.</p> <p>Policy 11.1 explanation updated with additional paragraph saying those most dependent on public transport (i.e. transport disadvantaged) often travel outside peak times and will be most affected from the removal of any services at these times. This was added in response to discussion document feedback (refer s5.3 of Attachment 1 to Report 10.319 summarising the discussion document feedback).</p> <p>Policy 11.2 updated method to include advocating to government as well as NZTA for additional funding.</p> <p>Setup change log in this Appendix A.</p>