Public Transport Committee

NOTICE IS GIVEN

that the next meeting of the **Public Transport Committee** will be held in **Mauao Rooms, Bay of Plenty Regional Council Building, 87 First Avenue, Tauranga** on:

Friday, 8 February 2019 commencing at 9.30 am.

Fiona McTavish
Chief Executive
31 January 2019

BAY OF PLENTY REGIONAL COUNCIL TOI MOANA

Public Transport Committee

Terms of Reference

The Public Transport Committee has the core function of implementing and monitoring Regional Council public transport strategy and policy.

Delegated Function

To set the operational direction for approved Regional Council public transport policy and strategy and monitor how it is implemented. This will be achieved through the development of specific operational decisions which translate policy and strategy into action.

Membership

- Eight councillors (one of whom will be the Chair and one of whom will be the Deputy Chair) and the Chairman as ex-officio; and
- One representative from Tauranga City Council, one representative from Rotorua Lakes Council and one representative from Western Bay of Plenty District Council.

Quorum

In accordance with Council standing order 10.2, the quorum at a meeting of the committee is not fewer than four Regional Council members of the committee.

Term of the Committee

For the period of the 2016-2019 Triennium unless discharged earlier by the Regional Council.

Meeting frequency

At least quarterly, or as frequently as required.

Specific Responsibilities and Delegated Authority

The Public Transport Committee is delegated the power of authority to:

- Approve and review the Bay of Plenty Regional Public Transport Plan.
- Approve, implement, monitor and review operational public transport policy and plans and enter into contracts on matters within its terms of reference, provided that the exercise of this power shall be subject to a total financial limit of $200,000 per decision and within the allocation of funds set aside for that purpose in the Long Term Plan or Annual Plan or as otherwise specifically approved by Council.
- Receive reporting on the performance of the Passenger Transport Activity.

Note:

- The Public Transport Committee reports to the Regional Council.

The Public Transport Committee is not delegated the authority to develop, approve or review strategic policy and strategy, other than provided for within these Terms of Reference.

Public Forum

1. A period of up to 15 minutes may be set aside near the beginning of the meeting to enable members of the public to make statements about any matter on the agenda of that meeting which is open to the public, but excluding any matter on which comment could prejudice any specified statutory process the council is required to follow.

2. The time allowed for each speaker will normally be up to 5 minutes but will be up to the discretion of the chair. A maximum of 3 public participants will be allowed per meeting.

3. No statements by public participants to the Council shall be allowed unless a written, electronic or oral application has been received by the Chief Executive (Governance Team) by 12.00 noon of the working day prior to the meeting and the Chair's approval has subsequently been obtained. The application shall include the following:

   - name of participant;
   - organisation represented (if any);
   - meeting at which they wish to participate; and matter on the agenda to be addressed.

4. Members of the meeting may put questions to any public participants, relevant to the matter being raised through the chair. Any questions must be asked and answered within the time period given to a public participant. The chair shall determine the number of questions.

Membership

Chairperson:	L Thurston
Deputy Chairperson:	N Bruning
Councillors:	S Crosby, J Nees, P Thompson, A von Dadelszen, K Winters
Ex Officio:	Chairman D Leeder
Appointees:	Councillor M Gould (Rotorua Lakes Council), Councillor T Molloy (Tauranga City Council), Councillor T Tapsell (Rotorua Lakes Council), Councillor D Thwaites (Western Bay of Plenty District Council)
Committee Advisor:	T Nerdrum-Smith

Recommendations in reports are not to be construed as Council policy until adopted by Council.

Agenda

Resolution to exclude the public

THAT the public be excluded from the following parts of the proceedings of this meeting.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General Subject of Matter to be Considered	Reason for passing this resolution in relation to this matter	Grounds under Section 48(1) LGOIMA 1987 for passing this resolution
9.1 Public Excluded Public Transport Committee Minutes - 09 November 2018	Refer to the relevant section of the minutes	Good reason for withholding exists under Section 48(1)(a)
9.2 Regional Integrated Ticketing System Update	To carry out commercial and industrial negotiations	Good reason for withholding exists under Section 48(1)(a)

Previous Minutes

Minutes of the Public Transport Committee Meeting held in Mauao Rooms, Bay of Plenty Regional Council Building, 87 First Avenue, Tauranga on Friday, 9 November 2018 commencing at 9.30 a.m.

Present:

Chairman: L Thurston

Deputy Chairman: N Bruning

Councillors: P Thompson, J Nees, K Winters, A von Dadelszen

Appointees: Councillor D Thwaites (Western Bay of Plenty District Council), Councillor T Molloy (Tauranga City Council), Councillor M Gould (Rotorua Lakes Council)

In Attendance: BOPRC: Fiona McTavish – Chief Executive, Namouta Poutasi – General Manager, Strategy & Sciences, Garry Maloney – Manager, Transport Policy, Matt Hunt – Marketing & Communications Advisor, Rachel Pinn – Programme Leader, Passenger Transport, Jen Proctor – Transport Operations Officer, Melissa Winters – Transport Operations Officer ,T Nerdrum-Smith – Committee Advisor

Cr D Love

TCC: Cr Brown, Cr Stewart, Cr Baldock, Cr Curach, Cr Mason, Cr Robson, Cr Grainger, Cr Clout

Others: James Hughes – Public Forum, Mark Hasley - NZTA

Apologies: Cr S Crosby

1 Chairperson's Introduction

Cr Thurston welcomed those present and advised that the Tauranga City Council Elected Members had been invited to attend the meeting, including the Public Excluded section, to encourage exchange of ideas regarding transport issues affecting the wider Bay of Plenty region.

2 Apologies

Resolved

That the Public Transport Committee:

1 Accepts the apology from Cr Crosby tendered at the meeting.

Gould/Thompson
CARRIED

3 Public Forum

Refer PowerPoint Presentation A3047324

James Hughes and Sue McArthur – Greater Tauranga addressed the meeting regarding inclusion of dedicated bus lanes as part of the B2B project.

Key Points of PP presentation
- URGENT: Bus Lane – Bayfair to Hewletts
- Bayfair Roundabout/Flyover
- Option 1
- Option 2
- Summary
  - Must-do project – now
  - Potential solution.

In Response to Questions
- Considerations should also be given to allocation of cycleways, in particular along Hewletts Road.

Key Points – Members/Attendees
- NZTA was considering all options for inclusion of bus lanes, cycleways and pedestrian access as part of the B2B project
- Design work for B2B was completed with regards to a cycle/walking underpass and funding was being sourced
- B2B project assumptions relied on the Farm Street bus interchange progressing, however there was some flexibility if this changed.

Joseph McFarlane, Dr Logan Bannister and Mr Patrick Brus – University of Waikato/Toi Ohomai addressed the meeting regarding Item 8.4: Requests for Tertiary Student Transport Services.

Key Points
- Recognised the opening of the University of Waikato Tauranga campus in 2019 and the collaboration with Toi Ohomai, which would significantly enhance the provision of tertiary education in Tauranga
- Would like to work with BOPRC Transport staff with regards to provision of public transport that would make it possible for students to travel from Whakatāne, Rotorua and Tauranga to Toi Ohomai and the University campus
- Providing transport services currently cost Toi Ohomai $400,000 per annum.

- The free student bus service in Rotorua had been discontinued in 2017as it was no longer financially viable.

4 Acceptance of Late Items

Nil

5 General Business

Road charges (to be discussed at the end of the Public Section of the meeting)

6 Confidential Business to be Transferred into the Open

Nil

7 Declaration of Conflicts of Interest

Nil

8 Previous Minutes

8.1 Public Transport Committee Minutes - 16 August 2018

Resolved

That the Public Transport Committee:

1 Confirms the Public Transport Committee minutes - 16 August 2018

Von Dadelszen/Thompson
CARRIED

9 Reports

9.1 Growing Patronage

Garry Maloney – Transport Policy Manager, Jensen Varghese and Nicholas Reid – MRCagney presented this item via two PowerPoint presentations.

Refer PowerPoint Presentations 1 (A3027163) and 2 (A3047382)

Key Points of Presentation 1

- Growing Patronage
- Context
- Policy Framework
- What do our customers want
- What does the literature say
- Travel Behaviour Change
- The Plan
  - Partnering
  - Frequency & reliability

- Pricing
- Marketing.

Presenters in Response to Questions

- Bus stops were located approximately 400m apart within the urban areas
- The amended Public Transport Blueprint included a focus on providing effective transfers, which increased the destination options
- Fast travel was a key consideration for commuters.

10.08am Cr Clout – TCC **entered** the meeting and Cr Stewart – TCC **withdrew** from the meeting.

Key Points of Presentation 2

- MRCagney
- Existing situation
- "Behaviour Change"
- Behaviour change – key messages
- How do I get there? Key factors at each stage of the journey
- What does your surveys say – current and potential users
- Tauranga New Network
- Fare-free outcomes
- Free fares internationally
- Free fares systems in practice
- Recommendations.

Presenters in Response to Questions

- Information regarding supply of vehicles in the Bay of Plenty was available from NZTA
- Vehicle depreciation did not appear to factor in when commuters considered travel options
- Bus priority lanes, i.e. faster fares, vs lower cost/free fares, was more likely to have a positive impact on patronage
- Creating priority bus lanes often meant appropriation of adjacent land, which could be challenging.

Key Points – Members/Attendees

- Sufficient infrastructure was a key issue for public transport to be successful
- Loss of free service, e.g. for students and Gold Card users, had resulted in a reduction in patronage
- Sought further data with regards to desired public transport targets and outcomes.

11.04 am The meeting **adjourned**.

11.25 am The meeting **reconvened**.

Resolved

That the Public Transport Committee:

1 Receives the report, Growing Patronage.

2 Supports the assembly of regional and subregional transport data, including target markets and vehicle growth, that enables understanding of the movement of people and goods through jointly agreed avenues.

3 Agrees that it is desirable to have at least at the sub-regional level, Regional Council/territorial authority/NZ Transport Agency agreed public transport patronage and/or mode share targets, a public transport implementation plan and approach to travel behaviour change. This work is to be developed with key stakeholders, including education providers.

4 Notes that the principal drivers of patronage growth for urban bus services are service frequency improvements and measures associated with bus reliability, which are at the foundation of the design of the western Bay of Plenty Public Transport Blueprint network roll-out in December 2018.

5 Encourages its territorial authority partners to boldly invest in bus priority where this is identified as an issue, as it is an effective mechanism to rapidly develop and improve a city passenger transport system.

6 Conduct a comprehensive review of Regional Council bus fares next year, either in its own right or as part of a wider sub-regional approach to changing travel behaviour. This work will include the consideration of the impact of fare changes on congestion and social factors.

7 Notes that Regional Council staff will prepare a comprehensive public transport marketing plan and if time and resources permit, review our branding next year.

Von Dadelszen/Winters
CARRIED

9.2 Public Transport Blueprint - Progress Update

Refer PowerPoint Presentation A3028645

Garry Maloney – Transport Policy Manager, Matt Hunt – Marketing & Communications Advisor and Rachel Pinn – Programme Leader, Passenger Transport presented this item.

Key Points of Presentation

- Western BoP Blueprint Network Roll-out
- Things to think about
- Top of Mind – Wellington
- Context
- Blueprint DBC
- The challenge
- Effective Ways to Grow Urban Bus Markets
- Blueprint Recommended Option
- Community engagement
- What's different
- Link services
- City Link/Hospital Link
- Express services

- Eastern corridor
- Western Corridor
- Communications
- NZME digital campaign
- Sun Media Digital
- Billboard campaign
- November campaign
- Feedback to date
- Roll on 10 December.

In Response to Questions

- Recognised that some geographical areas were disadvantaged by the changing services, e.g. Maungatapu commuters were required to travel via Greerton to reach the CBD, however a previous direct route had not been well supported by the community

11.44 am Cr Stewart - TCC **entered** the meeting.

- A number of fares to/from the Hospital would require transfers, which was consistent with the current service
- Communication with NZTA was in progress regarding access to public transport in outlying areas, as there were safety issues linked to bus stops along the State Highway network
- Bus stops were identified on Google Maps
- A comprehensive communications plan regarding the upcoming changes, including presenting to community groups, had been prepared.

Key Points – Members/Attendees

- There had been commentary on Facebook with regards to changes in the service, e.g. from Papamoa
- TCC was committed to the opening of the Farm Street interchange by 10 December 2018
- Sought commitment from TCC to invest in infrastructure and encouraged future-oriented thinking, e.g. dedicated bus lanes, no-parking zones on Cameron Road at peak times etc.

Staff Follow-up

- Travel-time analysis to be made publicly available via the BOPRC website
- Key messages as provided at the Annual Plan 2019-20 Workshop to be made available to TCC Councillors.

Resolved

That the Public Transport Committee:

1 Receives the report, Public Transport Blueprint - Progress Update.

Thurston/Thompson
CARRIED

9.3 Request for Murupara to Rotorua Commuter Bus Service

Garry Maloney – Transport Policy Manager presented this item.

In Response to Questions
- Whakatāne District Council had been advised of the report and recommendations.

Resolved

That the Public Transport Committee:

1 Receives the report, Request for Murupara to Rotorua Commuter Bus Service.

2 Further consider the merits of the proposed additional service as part of preparing the 2019/20 Annual Plan.

Gould/Winters
CARRIED

9.4 Requests for Tertiary Student Transport Services

Resolved

That the Public Transport Committee:

1 Receives the report, Requests for Tertiary Student Transport Services.

2 Further consider the merits of the proposed additional services as part of preparing the 2019/20 Annual Plan.

Bruning/Nees
CARRIED

9.5 Outcomes from Annual Plan Workshop

Namouta Poutasi – General Manager, Strategy & Sciences and Garry Maloney – Transport Policy Manager presented this item.

In Response to Questions
- Provision of e-buses was part of the expectation when BOPRC tendered for the new public transport provider, however unforeseen challenges meant the supply had been delayed
- Staff were committed to the provision of an electric vehicle fleet.

Key Points – Members/Attendees
- Concerned regarding the delay in e-buses and queried whether a cost increase to Council could be the result.

Resolved

That the Public Transport Committee:

1 Receives the report, Outcomes from Annual Plan Workshop.

Thurston/Bruning
CARRIED

9.6 Performance of Public Transport Services for July to September 2018

Jen Proctor – Transport Operations Officer, Melissa Winters – Transport Operations Officer and Rachel Pinn – Programme Leader, Passenger Transport presented this item.

In Response to Questions

- Mystery shoppers worked through a check list when assessing a service
- The Public Transport Blueprint review had assessed the total mobility aspect of the service.

Resolved

That the Public Transport Committee:

1 Receives the report, Performance of Public Transport Services for July to September 2018;

2 Requests that a report regarding innovation in the total mobility sector be brought back to the Committee for consideration

Molloy/von Dadelszen
CARRIED

9.7 The 2018 Bus Satisfaction Survey

Resolved

That the Public Transport Committee:

1 Receives the report, The 2018 Bus Satisfaction Survey.

Nees/Gould
CARRIED

9.8 Other Matters of Interest

Garry Maloney – Transport Policy Manager presented this item.

In Response to Questions

- Staff had met with Maori Wardens, Police and security companies in Rotorua following the assault on a bus driver and there had been no further safety incidents
- Welcome Bay free school bus trial was scheduled to commence in Term 1, 2019 and the outcome of the trial was expected to be available by mid-2019.

Staff Follow-up

- Forecasting for the free Welcome Bay trial to be prepared and considered as part of the Annual Plan 2019-20 workshops.

Resolved

That the Public Transport Committee:

1 Receives the report, Other Matters of Interest

2 Investigate Tauranga city-wide school bus fare free options early next year to feed into 2019-20 Annual Plan

3 Agrees that representation be made to the relevant Ministers regarding unique issues relating to school transport in Tauranga

4 Requests that a report be brought back to the Committee outlining all funding opportunities available for public transport under the new and existing Government Policy Statement.

Thompson/Nees
CARRIED

12.35 pm The meeting **adjourned** and Cr Bruning and Cr Gould **withdrew** from the meeting.

1.05 pm The meeting **reconvened**.

9.9 Public Excluded Section

Resolved

Resolution to exclude the public

1 Excludes the public from the following parts of the proceedings of this meeting.

2 Invites Tauranga City Councillors and staff, and NZTA representatives as listed in the minutes, to remain after the public has been excluded, because of their knowledge of the information being presented and requirement to respond to questions of clarification.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General Subject of Matter to be Considered	Reason for passing this resolution in relation to this matter	Grounds under Section 48(1) LGOIMA 1987 for passing this resolution
Public Excluded Public Transport Committee minutes - 16 August 2018	**Refer the relevant sections of the minutes**	**Good reason for withholding exists under Section 48(1)(a)**
Tauriko West Network Connections, Detailed Business Case Update Presentation	**To protect the commercial position of an individual**	**Good reason for withholding exists under Section 48(1)(a)**
Public Transport Blueprint – Variations Update *(distributed under separate cover)*	**To carry out commercial and industrial negotiations**	**Good reason for withholding exists under Section 48(1)(a)**
Real Time Passenger information - Rotorua and Western Bay	**To carry out commercial activities**	**Good reason for withholding exists under Section 48(1)(a)**
Regional Integrated Ticketing System Update	**To carry out commercial and industrial negotiations**	**Good reason for withholding exists under Section 48(1)(a)**

Thurston/von Dadelszen
CARRIED

11 Consideration of General Business

Road Charges

Key Points – Members/Attendees

- Encouraged councils to take a lead role in implementing road charges to assist in addressing traffic congestion
- Questioned whether legislation allowed Council to introduce road charges for such purpose.

The meeting closed at 2.04 pm

Confirmed DATE

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Cr Lyall Thurston, Chairperson
Public Transport Committee

Reports

Receives Only – No Decisions

Report To: Public Transport Committee

Meeting Date: 08 February 2019

Report From: Garry Maloney, Transport Policy Manager

Total Mobility Solution

Executive Summary

The November 2018 Public Transport Committee resolved that "*a report regarding innovation in the total mobility sector be brought back to the Committee for consideration*".

The Council has an opportunity to invest in an innovative solution that has now been deployed across most of the country called Total Mobility Solution. It has been developed to support the effective administration of the Total Mobility scheme.

The Total Mobility Solution captures, in real time, full details of all Total Mobility transactions and reduces the risks and costs of entitlement fraud and inappropriate and unauthorised service use.

Signing up to the Total Mobility Solution will also commit the Council to move to Ridewise 2 (the next iteration of the system) and pay a share of the new enhancement in the form of a one-off capital cost of $20,405.

To address that, Council will consider whether or not to budget a small amount of additional capital expenditure to meet the cost of Ridewise 2 at an Annual Plan workshop in the week prior to the Committee meeting.

Recommendations

That the Public Transport Committee:

1 Receives the report, Total Mobility Solution.

1 Introduction

The November 2018 Public Transport Committee resolved that "*a report regarding innovation in the total mobility sector be brought back to the Committee for consideration*".

The following report outlines an opportunity that Council will consider at an Annual Plan workshop in the week prior to the Committee meeting, to invest in an innovative solution that has now been deployed across most of the country (except the Bay of Plenty and Hawkes Bay). That solution is called the Total Mobility Solution (TMS) and

has been developed to support the effective administration of the Total Mobility scheme.

2 What is Total Mobility?

Total Mobility is a nation-wide scheme that assists eligible people, with long term impairments to access appropriate transport to meet their daily needs and enhance their community participation. This assistance is provided in the form of subsidised door to door transport services wherever scheme transport providers operate (Tauranga, Rotorua and Whakatāne).

It provides:

- vouchers to eligible scheme members that subsidise the normal transport fare by 50% up to a maximum fare ($50 in the Bay of Plenty);
- funding to transport providers to help purchase and install wheelchair hoists; and
- payment to the owner of the wheelchair accessible vehicle for each total mobility scheme member who requires the use of a wheelchair hoist or ramp on a trip.

The subsidised part of the Scheme is co-funded by the New Zealand Transport Agency (NZTA) and the Regional Council in the Bay of Plenty (through General Funds).

To be eligible to join the scheme a customer is assessed to determine whether they are unable to complete one or more of the following components of a public transport journey:

- getting to the place from where the transport departs;
- getting onto the transport;
- riding securely;
- getting off the transport; or
- getting to their final destination.

The region currently has about 5,000 registered Total Mobility customers (the bulk in Tauranga).

Applicants that meet the criteria are provided with a photo identification card (Figure 1 below) and paper-based vouchers (Figure 2 below).

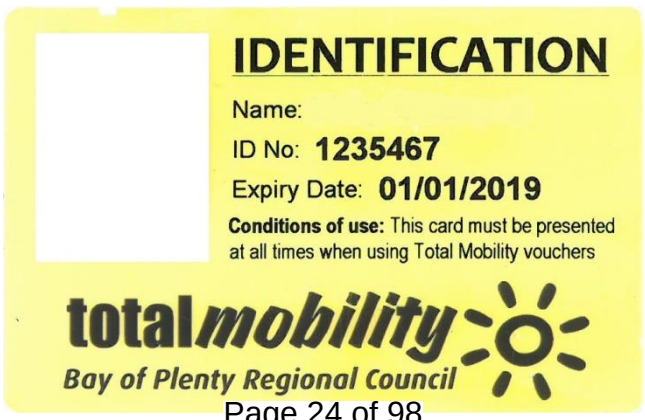


Figure 1: Total Mobility ID Card

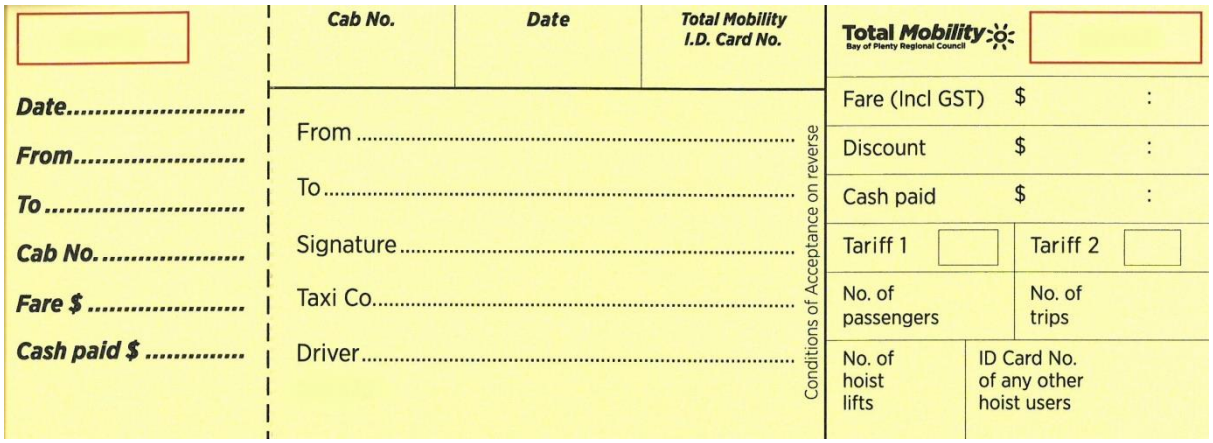


Figure 2: Total Mobility Voucher

At the time they travel they complete the trip details on the voucher (one voucher for each trip), present the voucher to the driver and pay for their 50% cost of the trip.

In turn, the voucher is collected and each month collated by the transport provider and the discounted total fare portion of all trips is invoiced to the Council. For April 2018 for example, the stack of vouchers returned to Council with invoices was:

Figure 3: April 2018 Total Mobility vouchers

The image in Figure 3 is the collation of about 4,900 vouchers used for travel in that month (not quite 200 Total Mobility voucher books).

3 Total Mobility Solution

3.1 What is TMS

There are currently two Total Mobility electronic administration systems operating in New Zealand, both often referred to as Ridewise. For the purpose of differentiating between the two systems:

- the version currently used by Greater Wellington Regional Council and Environment Canterbury is named Ridewise; and
- the TMS is the version currently being rolled out across New Zealand and managed by the Transport Agency.

The TMS was developed and implemented in 2015 and has been successfully deployed to all regions except Hawkes Bay and the Bay of Plenty.

The TMS is a single, integrated electronic system that connects councils, organisations and taxi operators.

For the Total Mobility customer, moving to the TMS means that when they travel, instead of presenting and completing a paper voucher they swipe an updated mag-strip enabled identification card at the start and end of their trip to log the transaction.

To do so, our transport providers all need to use compatible EFTPOS systems.

The TMS:

- captures, in real time, full details of all Total Mobility transactions;
- provides a full suite of reporting services; and
- enables online invoicing and payment authorisations between councils and taxi operators.

Its main benefits to Council are that it:

- reduces the risks and costs of entitlement fraud and inappropriate and unauthorised service use; and
- simplifies and speeds up data capture by gathering key information in real time.

3.2 Financial Implications

The NZTA has advised the Council that if it would like to participate in Total Mobility Solution, the following costs will apply:

- one-off implementation cost - $20,000; and
- annual operational cost - $25,000.

Signing up to the TMS will also obligate/commit the Council to move to Ridewise 2 (the next iteration of the system) and pay a share of the new enhancement in the form of a one-off capital cost of $20,405.

In terms of the current Long Term Plan, there are no specific budget provisions to implement both the TMS and Ridewise 2.

To address that, Council will consider whether or not to budget a small amount of additional capital expenditure to meet the cost of Ridewise 2 at a workshop in the week prior to the Committee meeting.

Provided it agrees, staff will then repurpose budget from within the Total Mobility programme to proceed to implement the TMS.

Funding to implement the TMS Solution will be reallocated from the current budget allocation in years 1 to 3 of the Long Term Plan for assisting with the replacement or installation of new wheelchair hoists.

This means that no new or replacement hoists will be funded in Year 1 and only one in Years 2 and 3. From Year 4 onwards, Council will be able to reconsider whether or not it increases funding to allow the replacement of more than one hoist per year.

The indications that staff have had from current transport providers is that it is unlikely that they will be seeking funding for this purpose this financial year (hence why staff are repurposing the budget).

The NZTA has indicated that Council can receive Agency co-investment from the National Land Transport Programme work category 517 Total Mobility Operations (as staff had made provision for this project in our land transport programme). This means the net cost to Council will be $18,000 and can be accommodated by the budget.

Similarly, the capital cost for Ridewise 2 ($20,405), is likely to be eligible for NZTA co-investment through the low cost/low risk work activity. If so, the NZTA financial assistance rate will be about 75% and the net cost to Council, a bit over $5,000.

Moving to the TMS will also have an additional financial benefit to the Council as it will no longer have to meet the cost of printing voucher books, wallets, etc (a net annual cost saving to Council of about $3,000 per annum).

4 Next Steps

Should the Council agree to budget additional capital expenditure for its contribution to Ridewise 2, the next steps will be:

- Council to advise NZTA that it wishes to join the TMS;
- Council signs the TMS Commercial Services Agreement;
- Council signs the Ridewise 2 Participation Agreement;
- Council staff work with the NZTA's TMS implementation project manager to transition to the TMS.

The transition will involve a swap out of cards for all current users and redrafting of the agreements that the Council has with participating organisations and transport providers.

It also provides an opportunity to broaden the transport provider pool as enabled by the recent changes Council made to the Regional Public Transport Plan.

5 Budget Implications

5.1 Current year budget

This report does not require a decision. Conditional on Council's decision to provide additional capital expenditure for Ridewise 2, in terms of the current year, existing budget will be repurposed to enable the implementation of the TMS.

5.2 Future Budget Implications

This report does not require a decision. In terms of future years, future expenditure is conditional on funding Council's contribution to Ridewise 2.

Garry Maloney
Transport Policy Manager

30 January 2019

Receives Only – No Decisions

Report To: Public Transport Committee

Meeting Date: 08 February 2019

Report From: Garry Maloney, Transport Policy Manager

Network Planning, Service Delivery and Infrastructure

Executive Summary

Subsequent to the November 2018 Public Transport Committee meeting, consultant MR Cagney has prepared its final paper on network planning and infrastructure integration (appended). It aims to provide potential directions for future consideration of the ongoing development of the bus network and bus infrastructure in the region.

The paper discusses network development, infrastructure to support service delivery (to improve both speed and reliability) and mass/rapid transit.

The paper concludes that the new Tauranga network is taking a step in the right direction by focussing all day bus frequency on the City Link and Hospital Link services. The consultant further suggest that in the future this "*same concept could be extended to one route each on the eastern (e.g. Route 30 and Grenada Street-Gravatt Road) and southern corridors (e.g. Route 55 and Cameron Road) as a next step*" (page 7).

Recommendations

That the Public Transport Committee:

1 Receives the report, Network Planning, Service Delivery and Infrastructure.

1 Introduction

As part of preparing the report to the November 2018 Public Transport Committee meeting on growing patronage, staff had sought advice from consultant MR Cagney. By the time of the meeting, the consultant had provided three of four papers and they were appended to respective Agenda items and spoken to by the consultant.

Subsequently, staff have received the fourth paper (appended) and it talks about network planning and infrastructure integration. It aims to provide potential directions for future consideration of the ongoing development of the bus network and bus infrastructure in the region.

2 Improvements to Frequency

The consultant advises that delivering a frequent bus service should be a primary focus for investments in the public transport system to grow patronage and fare revenue.

A frequent service is usually defined as a bus every fifteen minutes, or better, across the day and into the evening. A fifteen-minute headway is about the level at which people begin to perceive the service to be always there, providing 'turn up and go' service without the need to consult a timetable, or wait very long.

Improved frequency has the following benefits:

1. Frequent buses minimise the wait time, resulting in faster overall journey times and reduced perception of wasted time and any accompanying frustration.
2. Frequent buses allow for connections between routes with minimal delay, allowing individuals to use two or more bus routes as a network to easily access destinations across the region, even if they are not on the same bus line.
3. Frequent buses mitigate disruption from late or cancelled buses. If the bus line runs frequently, delay from a missed service is minimal, as the passenger can catch the next bus only ten or fifteen minutes later.

The consultant notes:

"*In the Bay of Plenty context, this might include picking two or three main radial bus lines in each of Tauranga and Rotorua and focussing on them with frequent service and priority infrastructure, while giving less priority to increasing service levels or investment on other coverage routes.*

We note that the new Tauranga network does make a step in this direction by focussing all day bus frequency on the City-Line/Health-Line triangle, and suggest the same concept could be extended to one route each on the eastern (e.g. Route 30 and Grenada Street-Gravatt Road) and southern corridors (e.g. Route 55 and Cameron Road) as a next step" (page 7).

3 Universality versus Specialisation

Specialisation refers to the practice of targeting separate public transport service delivery to particular user markets, resulting in a specialisation of services (for example, 'shopper shuttles' and dedicated school bus services).

This approach tends to limit prospects for patronage growth, as high operating costs are required to supply bus services to each small market in parallel, with limited opportunities for economies of scale on service delivery.

The opposite of specialisation is the idea of a universal public transport network. This approach tends to result in the greatest growth in patronage.

The paper also addresses improvements to days of service, improvements to span of service, infrastructure to support service delivery (to improve both speed and reliability) and mass/rapid transit.

4 Budget Implications

4.1 Current year budget

This report does not require a decision so there are no current financial implications.

4.2 Future Budget Implications

This report does not require a decision so there are no future financial implications.

Garry Maloney
Transport Policy Manager

30 January 2019

APPENDIX 1

Future Network Planning and Infrastructure Integration

MRCagney

BETTER TRANSPORT • BETTER PLACES • BETTER CHOICES

Behaviour change and patronage growth initiatives

Discussion Paper 4: Future Network Planning and Infrastructure Integration

Prepared for: Bay of Plenty Regional Council

Prepared by: MRCagney Pty Ltd, Auckland, New Zealand

Contents

1 Introduction

1.1 Purpose and Scope

The purpose of this paper is to outline high level advice and discussion points for future network planning and infrastructure considerations for the Bay of Plenty public transport networks. It aims to provide potential directions to consider for ongoing development of the bus network and bus infrastructure in the region, with the goal of increasing public transport patronage. These directions are largely aligned with measures to improve the performance and efficiency of service delivery, in order to grow patronage and improve farebox revenue.

The scope of this paper does not extend to making specific recommendations for any part of the Tauranga or Rotorua bus networks, but it does include general concepts that could be considered for ongoing planning and development of the region's public transport system.

2 Ongoing Network Development

2.1 Improvements to frequency

Delivering frequent bus service should be a primary focus for investments in the public transport system intended to grow patronage and fare revenue.

Frequent service is usually defined as a bus every fifteen minutes, or better, across the day and into the evening. A fifteen-minute headway is about the level at which people begin to perceive the service to be always there, providing 'turn up and go' service without the need to consult a timetable, or wait very long.

Improved frequency has a three-fold benefit for the usefulness of a service and the passengers experience:

1. **Frequent buses minimise the wait time**, resulting in faster overall journey times and reduced perception of wasted time and any accompanying frustration.
2. **Frequent buses allow for connections** between routes with minimal delay, allowing individuals to use two or more bus routes as a network to easily access destinations across the region, even if they are not on the same bus line.
3. **Frequent buses mitigate disruption** from late or cancelled buses. If the bus line runs frequently, delay from a missed service is minimal, as the passenger can catch the next bus only ten or fifteen minutes later.

In summary, frequent service makes bus trips faster, more useful, and more reliable at the same time. Because investment in frequency improves these three usability factors simultaneously, it results in patronage gains that tend to grow several times faster than the level of investment.

Nonetheless, increasing frequency comes at a cost to the operations budget. All else being equal, doubling service frequency will double staffing hours, and the number of service-kilometres run. However, in many cases the marginal increase in operating cost to achieve frequent service could be less than anticipated. For main routes already operating at 20- or 30-minute headways, increasing the frequency to a 'frequent service' standard of 15-minute headways amounts to adding only one or two additional runs per hour. Furthermore, most bus networks do run frequent service at peak times, if only for an hour or so per day. This means that frequent service can be expanded all day by filling in the timetable between peaks.

This can be a cost-effective strategy as off-peak service can usually be increased without the need to add extra vehicles to the bus fleet. An all-day frequent service can be more economical to operate than the equivalent

level of service delivery focussed on peak times. This is because a flatter service profile requires a smaller peak vehicle requirement with fewer buses in the fleet, simply by keeping more of the existing peak fleet running through the middle of the day. Furthermore, this approach tends to require less arduous shift work for drivers, whereas heavily peaked bus networks tend to require a large number of split shifts, with drivers working morning and evening peaks with several hours break in between. In practice a less-peaked schedule tends to result in reduced average costs for operators and a cheaper rate per hour of operation.

Great gains in ridership can be had by targeting resources to deliver fifteen-minute or better headways to a small number of core bus routes on busy main corridors, where they can serve the greatest number of people most efficiently. Such corridors are typically radial routes on generally straight and direct main roads, especially those that serve the city centre and major destinations such as shopping centres, hospitals and education campuses.

Nonetheless, picking winners on main corridors requires acknowledging that other bus routes in less busy areas should have lesser service levels accordingly. Overall, it is usually not economic to provide high frequency bus service on *every bus route* in a city, especially not where there are stated goals of providing bus service within a few hundred metres of every home. Therefore, investment in frequency should be applied only to routes where it will generate the largest patronage outcomes, while leaving other routes to provide local coverage at lesser frequencies. This concept is discussed further in section 2.5.

2.2 Improvements to days of service

Seven day a week service is typically a useful means by which to grow patronage, as it allows individuals the ability to rely on buses for a range of trips for shift work, shopping and educational needs on any day of the week. Currently, the Bay of Plenty bus networks have several routes that either do not run on weekends or have very limited service levels on weekends.

Minimal or non-existent weekend bus service is typically an attempt to reduce operating costs at non-peak times where the patronage-to-cost comparison appears poor. However, without seven day a week service, the user market of a given route is limited to individuals who only need to use the bus during weekdays, for example typical nine-to-five commuters with fixed hours and other transport options in the weekend. In the context of urban transport, these commuter trips make up only a small proportion of the overall transportation task, with the larger portion of the market share being trips for other reasons, or at other times.

It is recommended that all standard routes operate the same basic schedule seven days a week, with additional service overlaid during the commuter peaks if necessary, for capacity reasons. Rather than cutting service back on weekends, most mature public transport systems will aim to operate all routes to standard levels of service seven days a week, and supplement them with additional capacity or express routes at peak times.

This suggests a change in approach to the role and function of a bus system. Rather than planning a weekday peak schedule that is supplemented by some off-peak or occasional weekend service, it can be more useful to plan a seven-day-a-week base schedule, that is supplemented with extra peak capacity where required.

2.3 Improvements to span of service

The span of a service refers to how long each day the route runs for. Discussions on extending span primarily relate to how late into the evening the buses should run, but starting service earlier in the morning should also be considered.

Later services in the evening generally appeal to groups of potential users who tend not to follow the nine-to-five commuter pattern, for example shift workers, tourists, tertiary students, and locals engaging in late night shopping, restaurants, bars, and nightlife. Similarly, early morning services appeal to shift workers, or those who choose to start work earlier than standard work hours, for example to finish early in order to take care of children after school.

The short-term outcomes from investing in improvements in service span may not appear worthwhile at first glance. Driving during evenings and weekends is not particularly difficult in cities like Tauranga and Rotorua, and there is minimal traffic congestion and parking costs as push factors. However, there are various reasons why individuals may not have access to a vehicle, or may not choose to drive. For example, older children, students and the elderly may benefit from access to transport on evenings and weekends without being able to drive or own a personal car. Likewise, tourists and visitors may not have a car with them, or may not wish to drive in an unfamiliar location. Providing buses that run all day and most of the evening allows anyone to access the public transport system without assumptions or constraints of when then wish to travel, or why.

In addition, the short-term outcomes of extending service later into the evening can often manifest as increased patronage on buses running earlier in the day. This is because late evening service acts as a 'fall back option' that increases patronage on daytime and weekday services, even if they do not themselves generate large boardings. People are generally very reluctant to routinely rely on the last bus in the evening for a journey home from work or education, for the simple fact that it is the last service of the day, and missing it means not being able to travel home as intended. Public transport users will tend to gravitate to earlier services and leave the last one or two runs of the day as a backup in case they missed their intended departure.

This factor is an important consideration in schedule planning, it effectively means that the last one or two buses of the day on each route will often have very low patronage. However, this does not mean they are failing, this simply indicates that they are filling their 'fall back' role on the network. This role is essential in giving customers the confidence in options to manage occasional delays and disruptions to their intended travel time. Extending the span of service effectively extends the last bus to be later in the evening, allowing people to rely on later departures, if not the very last run of the day. Conversely, a transit agency should resist the temptation to cut the last departures of the evening even if they are generating negligible patronage. To do so would simply make the second to last bus the new "last departure of the day", which would tend to lose patronage accordingly as customers lose the confidence to rely on it and stop taking the bus, or shift to earlier services.

Furthermore, improving the span of service, especially in conjunction with a frequent service network, will lead to greater benefits in the long run as structural changes in public transport accessibility bed in. With a longer-term strategic view, having buses that run "all day, every day" allows any person to make different decisions around where they live and work, and how they use transport.

For example, with a reliable public transport service that realistically serves a range of trips day and night any day of the week, households will be more willing to forgo the cost of a second or third car that may only be used occasionally. Likewise, a teenager becoming old enough to get a learner's permit may get the license but choose not to buy their own car, if they are able to visit friends and access part time work via public transport. In the longer run, housing developers may elect to offer housing packages with single car garages or shared parking in areas that are well served by seven-day frequent service, and businesses in the city centre and other employment nodes may elect to spend less capital or land developing staff or customer parking. These responses would result in cheaper housing and more productive businesses with fewer overheads in areas that are well served by public transport, further reinforcing the desirability of areas with good access to transit, and further improving patronage and service levels.

2.4 Universality versus specialisation

There is a tendency to target separate public transport service delivery to particular user markets, resulting in a specialisation of services. The most common specialisations are peak-only buses to office districts, express buses focussed on speeding up regular commutes, 'shopper shuttles', and dedicated school bus services.

This approach tends to limit prospects for patronage growth, as high operating costs are required to supply bus services to each small market in parallel, with limited opportunities for economies of scale on service delivery. This tends to consume the operating budget running poor service levels to a wide range of small and separate target groups, spreading the service thinly and not serving any one market especially well.

The opposite of specialisation is the idea of a universal public transport network. The combination of a connected grid of bus routes that run frequently all day, seven days a week, results in a true transit network useful for all kinds of people, making all kinds of trips between all kinds of places.

This approach tends to result in the greatest growth in patronage for two reasons: firstly it is more attractive to users, resulting in greater usage. It provides the sort of accessibility that the road network affords drivers: you can go more or less anywhere, at more or less any time, for any reason. Secondly, it is more economically efficient. It results in all the various kinds of passengers and trips sharing the same bus services, leading to higher vehicle occupancy and better utilisation of resources for greater operating efficiency from the public transport budget. With a non-specialised focus, a city can afford to provide better service quality to more people for the same cost.

A universal approach to the network will, therefore, lead to greater patronage growth and the most efficient utilisation of a fixed service delivery budget.

2.5 Targeting patronage and fare revenue through policy

Transit agencies such as regional councils usually have a goal of allocating service delivery resources "fairly" within their jurisdiction.

This pursuit of fairness usually includes stated goals for such things as: social inclusion for youth and the elderly, improving job access from economically marginalised areas, and providing a basic transport safety net to every resident in the area, such as a requirement for a bus stop within 500m of every home. This generally boils down to a coverage goal: the idea that every neighbourhood should have at least a basic level of bus service at some time during the day, so that everyone in town has some opportunity to travel by public transport if they must.

But beyond these baseline coverage goals there is often an implicit, but unstated, assumption that a fair network is one where each *area* of the city gets much the same levels of service. At first glance this seems correct: if every neighbourhood has the same service then everyone gets their fair share. However, not all neighbourhoods are the same, and providing them with the same service levels can result in diluting the network thinly with poor outcomes for the average resident.

Neighbourhoods can vary greatly in size, population and density, as well as the concentration of jobs and services. If one neighbourhood has half the population of another, then giving them the same bus service means the residents get twice as much transit per person in the first neighbourhood. Likewise, if a neighbourhood has twice as many jobs or schools in the same area, it's likely to need twice the public transport capacity.

Furthermore, some neighbourhoods are geometrically difficult to serve with public transport due to circuitous street networks or awkward topography. If neighbourhood A is the same size as neighbourhood B, but the dead-end streets and cul de sacs of neighbourhood B means the bus has to drive twice the distance to cover off the same number of bus stops, then neighbourhood B will cost twice as much to provide the same level of service to.

In that light, another approach to fairly allocating public transport is to consider allocating resources in a way that aims to spend about the same amount *per passenger* trip carried, which amounts to more service in busier, denser areas. With this approach, fairness comes from spending the same amount on running the network per user served, rather than per area covered. Another way to consider this is as a goal to subsidise every transit passenger to about the same level.

Applying resources fairly *by user* equates to identifying the corridors with the best characteristics for successfully carrying the most people, and focussing a larger proportion of the service delivery budget on them, to get a larger increase in patronage in return. In practice, this amounts to picking winners from your bus network, and investing in better services and infrastructure to get the best return in ridership and fare revenue.

Generally speaking, the bus corridors with the greatest chance of success are those with the highest population density (i.e. serving the most residents), the greatest number of destinations and demand drivers like jobs, schools and shops, those with the most direct corridors, and the best street network to support efficient bus operations. Where good service levels are delivered and bus priority infrastructure can be provided to bypass traffic; long, congested linear corridors also have good chances of generating strong patronage outcomes per dollar spent.

In the Bay of Plenty context, this might include picking two or three main radial bus lines in each of Tauranga and Rotorua and focussing on them with frequent service and priority infrastructure, while giving less priority to increasing service levels or investment on other coverage routes.

We note that the new Tauranga network does make a step in this direction by focussing all day bus frequency on the City-Line/Health-Line triangle, and suggest the same concept could be extended to one route each on the eastern (e.g. Route 30 and Grenada Street-Gravatt Road) and southern corridors (e.g Route 55 and Cameron Road) as a next step.

3 Infrastructure to Support Service Delivery

3.1 Why consider public transport infrastructure?

Infrastructure development on public transport system is a means to an end. The overarching reason to invest in infrastructure for a public transport network is to facilitate improved service delivery, in order to enhance operating performance and deliver better passenger outcomes.

In effect, infrastructure development should be targeted primarily at making bus services faster, more direct, and more reliable. As this section describes, targeting public transport infrastructure improvements where they will improve service delivery will flow through to a range of improved user benefits, better customer experience, operational efficiencies and cost savings. These benefits will then manifest as higher ridership, improved cost recovery and better mode share.

3.1.1 User benefits: Faster, more reliable, more frequent, more legible

Integrated infrastructure and network development for public transport routes can be greatly beneficial for user benefits and passenger experience. This results in a more attractive product offering for the consumer that is more competitive with driving for personal transport. This in turn leads to greater patronage, increased fare revenue and improved fiscal efficiency. Infrastructure such as signal priority, queue jumps and bus lanes increase operating speed and reduce travel times. This has the obvious benefit of resulting in shorter journey times and faster trips for passengers.

A bus that must operate in general traffic will never be as fast as a car driving, in corridors subject to traffic congestion. Due to the fact it must also stop for passengers to get on and off, the bus will always take longer than the traffic is shares the road with. However, infrastructure that allows buses to avoid some traffic congestion lets the bus catch up and remain competitive with driving. In some cases, a congestion-bypassing bus route can be much faster than traffic and provide a vastly superior run time. In this case the customer offering of the bus is, in fact, a premium product that outperforms driving in traffic. Experience with bus priority in Auckland and Wellington show that with the right infrastructure the bus can indeed be the mode of choice for the majority of peak commuters, with buses achieving well over 50% modeshare on several main roads in each city[1].

In addition to simple speed, reliability is also a major factor in passenger experience and user benefits. What is considered "reliability[2]" by the users actually has two components. Firstly, true reliability is the ability to keep to timetable, noting that the timetable is often padded out for longer trips at peak, in anticipation of slower running and routine delays. It is the simple question of "does the bus turn up when they say it will?". This day to day variation is primarily due to variation in traffic levels and passenger loadings. The second reliability factor is trip time variability: the question of "is the bus scheduled to take a lot longer at busy times than off peak?". This is primarily a factor of general traffic conditions at peak times, versus off-peak.

The combination of poor reliability and high travel time variability creates a high level of anxiety and uncertainty for the user. People are required to make a judgement call about the value of their time and effort, versus the risk of being late due to a bus that doesn't show up or otherwise delivers them to their destination much later than expected. Many users will simply avoid taking unreliable bus services and prefer to stick with driving or other modes where they have more control over the timing and routing of their transport, even if that is more a perception of control than a reality.

Other users who decide to stick with the bus are forced to make allowances for unreliable service, typically leaving earlier to allow more time for delays and cancellations. In effect, poor reliability actually reduces travel speed and increases journey times for the users. For example: if a trip normally takes 20 minutes by bus, but once or twice a week it can take up to 40 minutes, the user must allow 40 minutes *every time they travel* to guarantee they can make it to work or class on time. For the end users, poor bus reliability effectively makes every trip take as long as the worst-case scenario they could expect to encounter day to day.

Therefore, infrastructure and network design that allows buses to run on direct routes and avoid congestion delays can have manifold benefits for the users and lead to a much more attractive and well used bus system. This is not just in terms of faster travel speeds, but also due to improved reliability, fewer delays and less frustration.

Improved bus speed and reliability can also result in better operating efficiency and higher capacity, with improved cost effectiveness. This can be reinvested back into better service levels for an even greater product

[1] For example, Fanshawe Street and Symonds Street in Auckland, the Hatiatai bus tunnel vs the Mt Victoria road tunnel in Wellington.
[2] Technically speaking, the term reliability only refers to whether a specific scheduled bus service is run or not, regardless of lateness or delays. However, in common usage it describes variability in running times, and poor timetable adherence.

offering for potential passengers. The additional factors of this "virtuous cycle" are discussed in the following sections.

3.1.2 Better operating efficiency and higher capacity

Infrastructure and network design can result in faster buses, be that from more direct routes, fewer delays due to traffic, and/or better reliability. In simple terms, faster bus routes mean a given bus and driver can cover more distance each hour, serving more of the route and a greater number of bus stops in the same time.

Furthermore, this has a compounding effect on reducing recovery time. Bus schedules require recovery time before the start of each run to catch up from any delays or disruptions on the preceding run. Typically, an allowance of 10% to 15% of the in-service running time is kept in the schedule for a bus to recover if delayed, or layover if not. Where travel time variability is reduced or running times are reduced, less recover time is needed after each run to keep to timetable. In turn, this allows buses and drivers to spend a greater proportion of the schedule moving passengers, and less time trying to catch up, or sitting empty at a stop or layover with the doors closed. Faster and more reliable bus routes allow greater utilisation of fleet and driver resources.

Together, faster buses with less recovery time translate directly into improved operating efficiency, either getting more service delivery from the same resources (or allowing the same service delivery from fewer resources. This allows greater frequency, or more routes to be run by the same number of buses and drivers on the road.

For example, a route that takes 30 minutes each way would have a total cycle time of around 70 minutes, meaning one bus would take 70 minutes to travel in both directions with an allowance for recovery time at each end. Therefore, if the timetable called for a bus every twenty minutes on the route (i.e. three times an hour), there would need to be four buses and drivers on road at any given time to meet the schedule.

However, if speed and reliability improvements dropped the run time to 25 minutes, the total cycle time including recover time would reduce to around 58 minutes. With a cycle time of 58 minutes, the same four buses and drivers on the road would cover more distance per hour and could operate the route every fifteen minutes instead of every twenty, increasing the frequency to four buses per hour instead of three.

In this example, improvements in speed, reliability and directness translates to improved service levels for the users, not only with faster trips but also by reducing the waiting time between buses. Furthermore, this also results in increased passenger capacity on the bus line. The simple change of achieving four buses an hour each way, instead of three, means there is 33% more seating capacity on the line, despite having the same number of buses and drivers in circulation.

Improvements in speed, utilisation and operating efficiency resulting from improved run times has multiple positive effects for the passenger. Not only is the bus trip faster, the bus comes more often with less waiting time, and there are more seats available on board.

3.1.3 Improved service delivery costs and outcomes

Capital investment in bus infrastructure can lead to significant improvements in cost effectiveness of the ongoing service delivery budget.

There are three main components of public transport service delivery costs.

1. **Service-kilometres:** The distance each bus covers, equal to the number of runs scheduled multiplied by the length of each run. The greater the distance covered, or the more runs completed, the greater the service-kilometres. This mainly represents the cost of fuelling and servicing buses, which are consumed on an approximately per-kilometre basis.
2. **Service-hours**: The amount of time each bus spends in service, equal to the number of runs scheduled multiplied by the time each run takes to complete. The longer a bus takes to complete each run, or the more runs completed, the greater the service-hours. This component represents the cost of bus drivers' wages. A run that takes twice as long to complete requires the driver to be paid for twice as much time.
3. **Peak fleet requirement:** The number of buses that need to be on the road at the busiest time to deliver the schedule. This is equal to the total cycle time of the route, divided by the headway between runs. The longer each bus takes to complete each run, or the more runs completed, the more buses are needed in operation to deliver a given level of service or capacity. For example, a route that has a one hour round trip will require two buses on the road to deliver a schedule of two runs per hour. However, if the route takes two hours to complete a round trip, it will require four buses on the road to deliver the same schedule. This cost is a factor of the number of buses that need to be bought or leased to deliver a given level of service. As buses have a fixed service life, at a network level this cost can be considered an annual cost per vehicle, rather than a one-off investment of sunk capital.

Supporting infrastructure that gives priority to buses for faster and more reliable routes, or bypassing traffic delays, can improve outcomes on all the above metrics.

- Infrastructure that results in more direct routes (for example new bus-only bypasses, bridges or link roads, or more direct access routes to bus stops), reduces the service-kilometres and resulting fuel and servicing costs.
- Infrastructure that results in faster and more reliable routes (for example bus priority at traffic lights, or peak bus lanes), reduces the service-hours per run and/or the amount of timekeeping per run, reducing the number of driver-hours required to deliver a given headway.
- Faster and more reliable routes, leading to a shorter time per run, also reduces the peak number of buses required in the fleet, as a given bus and driver can travel further in a given amount of time.

The speed of operation notwithstanding, more direct routes will result in lower service-kilometres per run, which will translate into reduced fuel costs to deliver a proposed route (or the ability to run additional or longer routes with the same fuel cost). Likewise, as discussed in the previous section, faster and more reliable routes will allow better utilisation of staff resources and reduce the service-hours required to deliver a given service frequency on a given route. This results in fewer buses required in the fleet to deliver a given timetable, a considerable saving in upfront capital cost and ongoing maintenance and deprecation.

Investment in infrastructure targeting faster, more reliable, and more direct routes will tend to combine these effects, resulting in large relative operating cost savings. Those savings can either be banked for improved cost recovery and lower operating expenditure, or allocated to reducing passenger fares or extending concessions.

Furthermore, operating efficiency savings can be reinvested to provide better service levels and more capacity on the same routes, or new routes, within the same level of operating expenditure. This will tend to increase bus patronage further with an even more attractive service offering, in another virtuous cycle.

3.2 Infrastructure for customer experience, accessibility and city shaping

In addition to infrastructure targeted at improved service delivery, benefits can also be had from improving customer experience, access to the system, and shaping future growth and land use outcomes.

Improvements to customer experience can result from investment in stop and station infrastructure, starting with basic elements of shelter, lighting, service information and wayfinding. From this, further investment can progress to more advanced facilities and design elements at busier locations, such as toilets, waiting rooms and retail facilities, and higher quality stops that are well integrated with the surrounding neighbourhoods and urban realm. The goal should be to physically and conceptually integrate transit into the fabric of streets and centres, to present bus use as a normal option for 'normal' people to consider as part of their day to day lives.

This should be planned in conjunction with infrastructure improvements to bus stop access. This includes new and widened footpaths, additional pedestrian crossings, cut through paths that replace a long walk around the block, lighting of pathways at night, pedestrian bridges across swales or streams, and connections to cycling links and bike racks. As many people walk for several hundred metres to access the bus, the consideration for local infrastructure interventions should extend up to one kilometre or more from major stops.

A third factor to consider is the ability for infrastructure to shape land use and growth outcomes. In this case, investment in permanent 'hard' infrastructure like transit lanes, stops and stations will tend to provide greater confidence in the likelihood that a bus line will continue to provide accessibility to an area in the future. This confidence in long-term outcomes can allow individuals and organisations to make more robust decisions about their long-term housing, work and school choices. The combination of permanent infrastructure and a commitment to delivering high transit service levels can lead to greater investment in housing and commercial buildings along the route. When paired with transit-oriented zoning changes or allowances, this can drive more intensive and more sustainable development, with less land needing to be allocated to parking and traffic infrastructure, and greater development yields with lower per-unit development costs.

3.3 What infrastructure?

This section outlines a range of infrastructure interventions that can be used to improve bus network travel times, reliability and operational performance. These are general concepts only, which may or may not be applicable to each situation and route. This section focuses on infrastructure for operational improvements, but consideration should also be given to infrastructure that supports passenger information, comfort and experience.

Improvements to intersection and roadway design

- Queue jump lanes sometimes shared with left turning traffic, i.e. the bus can proceed ahead form a left turn lane.
- Bypass lanes for buses at roundabouts and intersections, especially on left turns.
- Bus-only road links, for example joining two cul-de-sacs to create a shortcut for buses only.

Traffic signal treatments

- Reactive signal priority, allowing late running buses to catch up to the timetable.
- Pre-emptive signal priority, routinely changing the lights to favour an approaching bus.
- B phase traffic lights, these present a special "B" light for buses only. This is typically used to signal buses to proceed a few seconds before the green light for general traffic, and is paired with

a queue jump. This lets buses get a head start on the main traffic flow, ensuring the bus makes it through the intersection on the first phase and giving it a clearer run to the next intersection.

Priority lanes

- Clearways, where kerbside parking is banned at peak times to create an extra traffic lane, which buses can also use for slightly improved performance.
- Motorway bus shoulder lanes, allowing buses to drive on a hard shoulder to bypass queues of traffic at peak times.
- T2 or T3 Transit lanes, usually giving priority to carpool vehicles, trucks and buses, but excluding single occupant cars.
- Peak bus lanes, clearway lanes on a street dedicated to buses only, sometimes shared with trucks.
- Permanent bus lanes, dedicated to buses at all times and sometimes shared with trucks and other special vehicles. Most commonly used on busy all-day corridors approaching city centres and interchanges.

Other infrastructure for passenger experience

- Bus stop shelters, including seating, lighting, rubbish bins
- Passenger information displays, including fixed timetables and real time information
- Supporting pedestrian access infrastructure: footpaths, cut through pathways, lighting, canopies, overbridges and underpasses.

These infrastructure interventions can be additive, being built up in sections and stages with each successive intervention, improving performance further. One of the benefits of a bus-based mode over rail systems is that some parts of a corridor can benefit from infrastructure while others can continue to operate in traffic where conditions permit: interventions can target the problem areas first. There is no need to build infrastructure along an entire bus route up front.

Busways are an integrated suite of infrastructure for buses which can likewise be built up over time. Busways can include 'urban style' street busways, running on main roads and arterials, and 'railway style' grade separated busways running along motorways and other separate corridors. A single bus route may use both kinds of busway and local streets and roads. Busways amount to the combination of high-quality permanent bus lanes and bus stops on a dedicated route, giving 'train-like' performance, capacity and passenger experience.

Busways are the most accessible form of infrastructure to deliver mass transit or rapid transit for smaller cities.

4 Considering Mass/Rapid Transit

4.1 What is Mass/Rapid Transit?

The definition of what constitutes Mass Transit or Rapid Transit is not entirely precise. However, most administrations describe it as a public transport service that combines high service levels with a mostly, or totally, prioritised running way for fast and reliable performance.

Rapid transit certainly includes high cost, high capacity solutions such as railway, light rail and metro lines. However, building rail infrastructure alone does not necessarily result in rapid transit, it must be supported by the right network design and sufficient service levels to provide frequent and convenient service, as well as fast speeds.

Furthermore, rail systems are not a requirement for Rapid Transit. Bus-based systems are generally much cheaper and can readily achieve rapid transit levels of capacity, speed and performance with the right infrastructure and network design. This is particularly appropriate in smaller cities and suburban areas that tend not to need exceptionally high capacity corridors or have highly constrained urban environments.

Mass/Rapid Transit usually combines many of the following characteristics into an integrated service, vehicle and infrastructure solution, however it should be noted that few systems achieve all of these characteristics perfectly:

- **High frequency** to provide for "turn up and go" timetable-free convenience, with a service every five to ten minutes all day, every day.
- **Long span of service**, operating all day and late into the evening, seven days a week.
- **Reliable prioritised running way**, such as bus lanes, busways and rail lines, mostly or entirely free of traffic and pedestrians at all times.
- **Station-style stops**, widely spaced for fast running, and with all-door boarding for fast boarding and alighting, and a high standard of shelter and passenger facilities.
- **Pre-emptive traffic signal priority** to minimise or eliminate the need to stop outside of passenger stops, or in some cases partial or full grade separation.
- **Direct routing** linking main residential areas and major destinations (such as town centres, business districts, employment zones, tertiary education campuses, and hospitals), without deviations or circuitous paths into local neighbourhoods or low-density areas.
- **Integrated network design**, with Rapid Transit as the trunk spine of the public transport network, supported by a grid of connecting bus routes or a system of feeder lines.
- **Multimodal integration** with pedestrian and cycle facilities, and supported by taxis, Uber, park and ride, and kiss and ride.
- **Specialised vehicles** designed for 'urban transit' with high capacity, extra length, multiple doors etc.
- **Smart card ticketing** system with efficient tag-on tag-off fare payments not involving the driver, and limited cash fares or offline ticket machines.
- **Integrated fares** based on zones or total journey distance, allowing transfers between rapid transit lines, and from feeder routes to rapid transit without additional cost to the user.

4.2 Why Mass/Rapid Transit?

A properly conceived and planned Mass Transit network can provide realistic alternatives to driving for a city, providing more people access to jobs, education and opportunities regardless of their ability or desire to drive. This is useful where capacity constraints and traffic impacts are high, or where a city wishes to create strong patronage growth and mode shift, and shape future zoning and land use.

For a medium sized city, such as Tauranga, thinking about moving towards an integrated network with Mass/Rapid Transit as a backbone, or a smaller city, such as Rotorua, planning for growth, a good way to start preparing for Mass/Rapid Transit is to start upgrading the most used bus routes to a premium product.

International experience suggest that high quality transit lines can relieve the worst traffic congestion somewhat, but are unlikely to remove traffic congestion entirely, nor substantially reduce the number of cars on the road at peak times. All successful cities have traffic congestion on main routes at peak times, regardless of their transit systems.

Rather than greatly reducing road traffic, it is more useful to frame the role of transit as letting a significant proportion of a city's residents to bypass traffic and travel on a congestion-free mode.

Over time, an increasing proportion of trips being carried by transit reduces the need to build increasingly expensive road expansions to meet future traffic growth. Mass Transit can also support moves to grow centres, as it can allow people to move to key centres much more efficiently compared with private vehicles. This allows increased people movement at peak times, as well as freeing-up land currently used for carparking for development, and allowing new developments to proceed without the requirement for large carparks.

Other strategic benefits of Mass Transit include minimising the need to allocate city budgets and expensive urban land for road expansions and car parking, decoupling housing development from road capacity expansions, and allowing main corridors to be rezoned for more intensive uses without excessive pressure on the road network. In busy growing cities, it is usually considerably cheaper to meet transport growth needs with mass transit, than to provide the equivalent amount of transport capacity with widened roads and expanded parking.

Compared to conventional bus routes, mass transit lines are expensive, but they may still be cost-effective in the right corridors. They will have higher infrastructure costs per kilometre of corridor, and usually higher operating costs *per vehicle*. However, because Mass Transit can also deliver much higher passenger capacity to a corridor, the operating cost *per passenger* can actually be much lower than conventional buses, but only on sufficiently busy routes with high passenger demand. Investing in Mass Transit infrastructure can therefore be seen as 'buying' improved operational efficiency and performance for the city's busiest routes.

5 Summary

This paper provides some high level advice and discussion points on network planning, service delivery and infrastructure for behaviour change and patronage growth.

Delivering frequent bus service should be a primary focus for investments in the public transport system intended to change travel behaviour to grow patronage and fare revenue. Frequent service makes bus trips faster, more useful, and more reliable at the same time. Because investment in frequency improves these three usability factors simultaneously, it results in patronage gains that tend to grow several times faster than the level of investment.

Long-span, seven-da-a-week service is typically a useful means by which to grow patronage, as it gives individuals the ability to rely on buses for a range of trips at any time of day, on any day of the week. Providing buses that run all day and most of the night allows anyone to access the public transport system, without assumptions or constraints of when they wish to travel, or why.

A universal approach to service delivery, rather than specialised service for separate target markets, usually leads to greater patronage growth and the most efficient utilisation of a fixed service delivery budget. Rather than planning a weekday peak schedule supplemented by some off-peak or occasional weekend service, it can be more useful to plan a seven-day-a-week base schedule, supplemented with extra peak capacity where required. Growing cities should allocate resources in a way that aims to spend about the same amount per passenger trip carried, rather than the same amount on each neighbourhood. With this approach, fairness comes from spending the same per user served, rather than per area covered.

Improvements in speed, utilisation and operating efficiency resulting from improved run times have multiple positive effects for the passenger, due to improved operating efficiency and increased capacity. Not only is the

bus trip faster, the bus comes more often with less waiting time, and there are more seats available on board. This results in a more attractive product offering for the consumer that is more competitive with driving for personal transport. Improved bus speed and reliability can result in better operating efficiency and higher capacity, with improved cost effectiveness, which can be reinvested back into better service levels for an even greater product offering for potential passengers.

Infrastructure interventions can be additive, being built up in sections and stages with each successive intervention improving performance further. Interventions can target the problem areas first, there is no need to build infrastructure along an entire bus route upfront. Compared to conventional bus routes, building infrastructure is expensive, but may still be cost-effective in the right corridors. Cost *per passenger* can actually be much lower than conventional buses, but only on sufficiently busy routes with high passenger demand. Investing in infrastructure can, therefore, be seen as 'buying' improved operational efficiency and performance for the city's busiest routes.

Mass or Rapid Transit is a form of infrastructure for buses which can likewise be built up over time, this can include 'urban style' street busways running on main roads and arterials, and 'railway style' grade separated busways running along motorways and other separate corridors. Bus-based mass transit systems are generally much cheaper than rail systems, and can readily achieve Rapid Transit levels of capacity, speed and performance with the right infrastructure and network design. This is particularly appropriate in smaller cities and suburban areas that have increasing transport needs, do not need exceptionally high capacity transit corridors, or have highly constrained urban environments.

Network and infrastructure developments should be targeted primarily at improving service quality to make bus services more frequent, faster, more direct, and more reliable. Targeting public transport improvements where they will improve service delivery will flow through to a range of improved user benefits, better customer experience, operational efficiencies and cost savings. These benefits will then manifest as higher ridership, improved cost recovery and better mode share.

Receives Only – No Decisions

Report To: Public Transport Committee

Meeting Date: 08 February 2019

Report From: Garry Maloney, Transport Policy Manager

Public Transport Blueprint - Progress update

Executive Summary

On 9 December 2018 the Tauranga urban bus network contract with Go Bus Transport Limited and the Te Puke bus service contract with Reesby Rotorua ended. The next day, the new western Bay of Plenty bus services contracts with NZ Bus Tauranga Limited started, and the new network went live.

Since the launch of the new contracts, total boardings to 29 January 2019 compared to the same period last year have increased by about 20,000.

All bus stop infrastructure is now in place and old bus stops have been decommissioned. The trial Links Avenue clearway commenced operating on 23 January 2019.

As Councillors are aware, there have been some issues. Perhaps the most pressing of those was/is the difficulty that the contractor has had in recruiting sufficient drivers. This has resulted in some trips not operating and is probably the root cause of many of the service complaints received.

Council staff are actively working with NZ Bus in regard to a permanent resolution to this issue, but the onus is on NZ Bus to lead on this issue. Experience from other places is that the matter will be resolved in time (and for our community, Councillors and staff, that will be deeply frustrating until it is).

In the short term:

- as the effects of a shortage of drivers seems to be most felt at the weekends, staff propose reducing service levels at that time; and
- taking in to account that the contracts provide for a bedding-in period, staff are also investigating what other contractual remedies can be applied.

Recommendations

That the Public Transport Committee:

1 Receives the report, Public Transport Blueprint - Progress update.

1 Introduction

This report provides an update on matters relating to the implementation of the Western Bay of Plenty Public Transport Blueprint. The new bus contracts are a significant step for public transport in the Western Bay of Plenty sub-region and a key milestone in implementing the Blueprint.

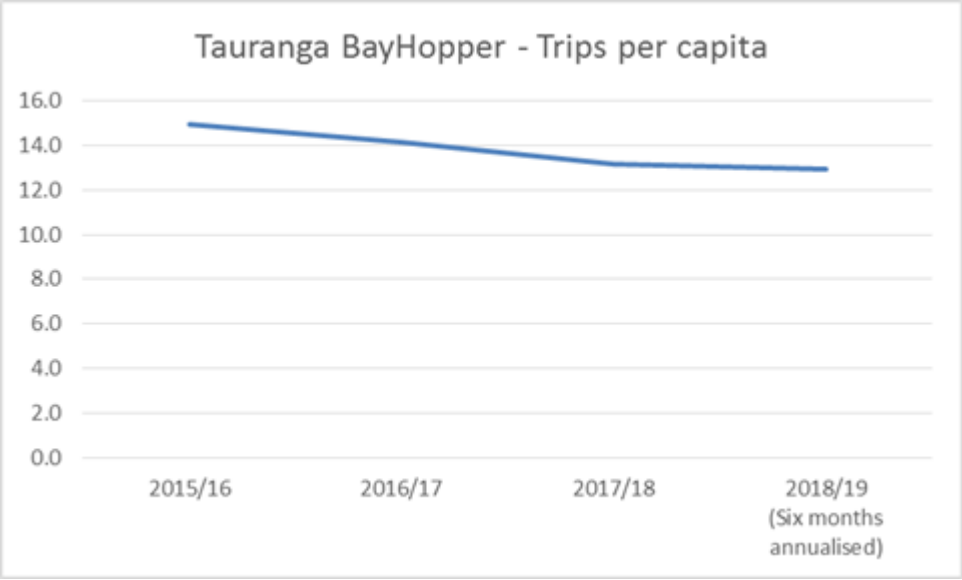
2 Background

Prior to the bus service contract expiring Council consulted with stakeholders particularly in the health and disability sector, with schools and existing customers, to develop the network in operation now. Brochures were distributed along with radio advertising under the Drive Change banner. Community events were held across the Western Bay. By the end of the community engagement process there was more than 5,000 hits to the website, 834 registered users and 1,522 unique surveys completed.

The new network focuses investment in the Tauranga urban area where there is a higher potential customer base. New bus routes and changes to existing routes reduce journey times and make bus travel a more attractive option. The benefits of this system include improved optimisation of the transport network and improved travel choice.

The business case noted that some existing passengers are disadvantaged, and the increased use of urban buses by school children may not be popular to some peak period bus users.

The network redesign had to respond to declining patronage as shown in the graph below.



3 Contract Commencement

On 9 December 2018 the Tauranga urban bus network contract with Go Bus Transport Limited and the Te Puke bus service contract with Reesby Rotorua ended. The two operators were able to maintain service levels right up to the end. The next day, the new western Bay of Plenty bus services contracts with NZ Bus Tauranga Limited started, and the new network went live.

Monday, 10 December, was a challenging and hectic day on the network, with several road works and traffic crashes and many new bus drivers experiencing their first day on the job. Officers from the Regional Council, Tauranga City Council and NZ Transport Agency were out at major stops over the first week answering enquiries and explaining the new network.

While training for many of the new bus drivers started in October, there was a period of adjustment required to get up to speed, literally. Tuesday was a vast improvement, and network performance has continued to improve since.

As Councillors are aware, this is not to say that there have not been issues. Perhaps the most pressing of those was/is the difficulty that the contractor has had in recruiting sufficient drivers (discussed in more detail later in the report). This has resulted in some trips not operating and is probably the root cause of many of the service complaints received.

It is worth noting that as is the norm, the new contracts provide for a two-month bedding-in period for service delivery.

3.1 Highlights

As noted above, the start of the new contracted services has not been without some issues. However, the contracts are a significant change in the delivery of public transport in the Western Bay of Plenty Sub-region.

Since the launch of the new contracts on 10 December until 29 January 2019, total boardings are 215,781 compared to 195,562 for the same period last year (an increase of 20,219).

All bus stop infrastructure is now in place and old bus stops have been decommissioned. The trial Links Avenue clearway commenced operating on 23 January 2019.

While technology information channels are increasing in use, paper timetables remain popular and 14,000 have been distributed to the community to date.

Advertising the service changes began in October 2018. The campaign encouraged the public to contact Council to find out more and enabled people to begin learning about the new services early. This approach included sessions across the community as well as a media campaign.

From this early feedback staff were able to change Route 70 Matua so that when the contract started this route travelled past the supermarket on Bureta Road.

On contract start, passengers were able to text Council while on the bus and below is an extract of some of the customer feedback:

> *Hi. Just wanted to say that I'm new to the area and the two drivers I've just had take me from Papamoa to the Bay Oval have been fantastic*
>
> *I absolutely love Tauranga's new changes to its city Bayhopper services. I use the Route 40, Route HL and Route 1 regularly and I thoroughly enjoy the more regular buses (every 15 minutes), new additional streets and bus stops. Your bus drivers are great too. Thank you Bayhopper Tauranga. Wonderful service.*

Thanks 4 the GL bus from Bayfair 2 Papamoa mall. It is excellent. Nice new buses. Nice driver's. We love it.

I am a resident at oceanshores very happy thanks

Thank you to all the kind drivers on Boxing Day Public Holiday, @ Bayfair stops, who came and asked if we needed help to get any where

Observed two woman bus drivers handling minor incidents with youths very politely Well done

Along with positive feedback we have received a larger than normal volume of complaints. Complaints peaked in the week ending 21 December where we received 241 complaints. For the week ending 18 January the total number of complaints was 69.

3.2 Issues

There has been a high level of interaction with the community throughout this change.

The Council has received 365 complaints (excluding service change requests) since 10 December 2018. The top three categories of complaints were 'Late Bus/bus did not run', 'Bus did not stop' and 'Driver behaviour'.

The Council has also received 137 service change requests (timetable complaints and route change complaints) since the service started and 69 complaints about infrastructure.

In terms of feedback on routes the highest level of feedback has been from residents of Maungatapu. Maungatapu is serviced by the Crosstown service, which operates between Bayfair, Greerton and Tauranga Crossing. Residents would like to see the previous connection to the CBD reinstated. Another area of concern is from residents in Pāpāmoa East who now need to transfer twice to access employment along Cameron Road.

There have been wide ranging concerns raised directly with Regional Councillors. Some of this has focused on Brookfield. Issues include Brookfield infrastructure, access from Matua and the Route 72 Otumoetai Loop. Staff acknowledge the concerns raised and are monitoring this area closely.

The Real-Time Transit App is tracking at around 60% accuracy and will improve over time. Transit requires individual vehicles to be allocated to services and this is usually done electronically. Due to a technical issue at the depot and with the bus head-signs some vehicles are unable to be allocated and this has impacted on the accuracy.

Patronage data for December may contain some anomalies. For the weekend of 8-9 December there were no ticket machines in operation. Ticket machines were being removed from the previous operator and installed on the new operator's buses. This impacts on both revenue and patronage information. Due to age of the ticket machines there were a few buses without machines in operation. Staff undertaking ticket monitoring in the first week of the new contract also noted some tickets were issued with incorrect route information; additional driver training has resolved this issue now. This means early data for specific routes may not be accurate.

3.3 Initial Responses

3.3.1 **Maungatapu**

Prior to 10 December 2018 Maungatapu residents had a direct route into Tauranga's CBD. This service commenced in Pāpāmoa and travelled to Bayfair and then on to Maungatapu and the CBD. The hours of operation were half hourly from 6am to 9pm on weekdays and hourly from 7:00 am to 7:00 pm on weekends and public holidays. The time to travel between Willow Street and the Maungatapu shops was 17 minutes (inter-peak). This service carried 166,139 passengers for the year between 1 December 2017 and 30 November 2018.

At the next meeting of the Committee, staff are very likely to propose the reintroduction of a variation of former Route 36 Pāpāmoa to CBD via Maungatapu. The service would travel via Sandhurst Drive on to the State Highway and through to Maungatapu. This service would operate at a half hourly frequency.

3.3.2 **Driver Shortage**

Council staff are actively working with NZ Bus in regard to a permanent resolution to the issues caused by insufficient drivers, but the onus is on NZ Bus to lead on this issue. Experience from other places is that the matter will be resolved in time (and for our community, Councillors and staff, that will be deeply frustrating until it is).

In the short term:

- as the effects of a shortage of drivers seems to be most felt at the weekends, staff propose reducing service levels at that time. While certainly not ideal, it should limit the number of missed trips and provide our customers with more certainty about their services; and
- taking in to account that the contracts provide for a bedding-in period, staff are also investigating what other contractual remedies can be applied.

4 Variations to Blueprint Networks

At the 16 August and 9 November 2018 meetings the Public Transport Committee agreed to several variations to the urban and school bus service components of the new western Bay of Plenty Sub-region bus contracts. While Council staff have agreement in-principle to the variation cost, the variations are yet to be formally agreed (although we expect that soon).

5 NZ Bus Activity Update

5.1 **Driver recruitment and training**

Prior to the start of the new contract, NZ Bus advised there was the risk of an initial shortfall in total driver numbers. To minimise the impact of this shortfall, NZ Bus seconded 18 drivers from NZ Bus operations in Auckland to Tauranga, starting 10 December 2018. NZ Bus have managed to limit the impact of the shortfall to mainly Sundays, although there have been missed trips on other days.

NZ Bus advise that the issue on Sundays has been less about staff numbers and more about absenteeism. There has been a substantial increase in the amount of Sunday work compared to the previous contract, and some drivers are struggling with the increased requirement to work weekends, especially Sundays. This is being managed by NZ Bus using standard staff management processes.

As at 29 January2019, NZ Bus has employed 120 bus drivers in the western Bay of Plenty, including trainees undergoing the final stages of training. To be fully staffed, NZ Bus will need 168 bus drivers to meet the schedule requirements from 7th February i.e. when all schools are back.

A lack of bus drivers in the western Bay of Plenty is a significant factor and reflects the difficult labour market nationwide, with effectively zero unemployment. The situation has been exacerbated by the Christmas period which is always a difficult time to source and on-board new staff.

NZ Bus continues to actively recruit and is working candidates through competency assessments, medical assessments and training. NZ Bus is also incentivising current staff to bring in other bus drivers they know through a staff referral scheme. The secondments of Auckland drivers to Tauranga have also been extended.

NZ Bus has confirmed that priority will be given to school bus trips over urban trips if there is a requirement to cancel services for any reason.

5.2 Fleet

5.2.1 Diesel buses

The NZ Bus diesel fleet was ready to go for the start of the new contract, with all buses painted in the Bayhopper colours and branding, and the bike racks in place. At the time of writing, the additional school bus fleet was also arriving and on track to be in place before school services start. With the exception of three buses to be used for the Welcome Bay free fare trial, all buses (School and Urban) will be the same standard and livery.

5.2.2 Electric buses

For the Blueprint bus services tender, Council specified that the tendered bus fleet must include five hybrid or electric buses. As part of their bid, NZ Bus offered five fully electric KBB/CRRC[1] buses.

In September 2018, NZ Bus approached Council with a proposal to introduce converted and reconditioned Wellington trolley buses as an electric powered alternative to the KBB/CRRC buses. After due consideration, senior Council staff agreed to decline the proposal and NZ Bus were duly notified.

Following the last meeting of the Committee, further attempts have been made by staff to obtain a firm delivery date from NZ Bus regarding the electric buses. While staff have yet to receive a formal response (and this issue is also being escalated by Council with the contractor) the best information that staff have is that the electric buses are now not due into the country until June/July and will require time after that to be made operational.

Council staff will continue to actively pursue this matter with NZ Bus and hope to have final information for the next meeting of the Committee.

[1] *KBB is Kiwi Bus Builders; a bus bodybuilder based in Tauranga, and CRRC is China Rail; the parent company to the TEG (Times Electric Group) brand of electric buses. They are best known for building bullet trains, but are also one of the largest electric bus manufacturers in China. KBB have built 12 electric buses on CRRC chassis including the electric double decker's being used in Wellington and demonstrated to the Public Transport Committee in August 2018.

5.3 Depots

The two depots in Chadwick Road, Greerton and Ashley Place, Pāpāmoa are now almost fully operational. The workshop at the Greerton depot will be upgraded over the next 2 months, so some work if currently being outsourced. There is now a manual bus wash operating at both sites, and an automatic bus wash will be installed in Greerton once resource consent is fully processed.

Bus operators have traditionally provided a bus driver lunch room in the CBD, near the main bus interchange. This is proving challenging as the previous facility is no longer available. NZ Bus have asked Council for any assistance we can provide.

6 Infrastructure

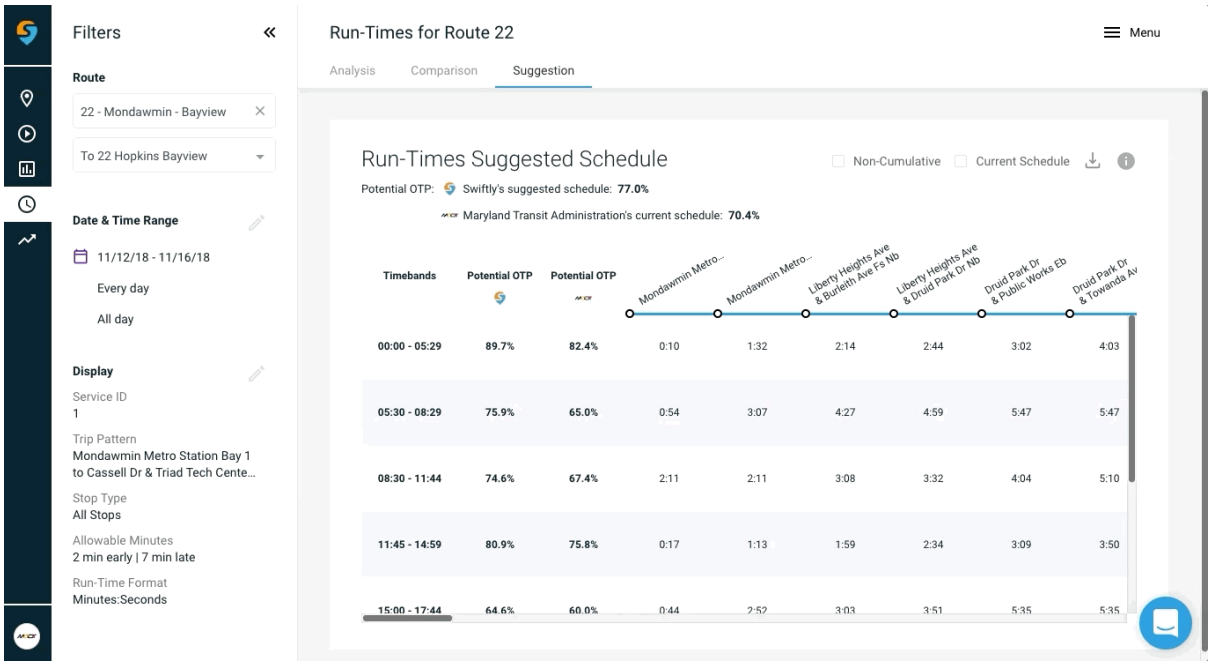
An update on infrastructure will be provided by staff from Tauranga City Council.

7 Swiftly Run Times and Speed Map

In support of the Western Bay of Plenty Blueprint Bus Network the Council has contracted a real-time bus tracking service with Swiftly. Swiftly offer two modules as an add-on package to their real-time data known as 'Run Times' and 'Speed Map'. Swiftly Run Times.

7.1 Swiftly Run Times

The Run Times module analyses schedule adherence using run time data from stop-to-stop and time point-to-time point, down to the second for all routes. This uses data from previous trips and gets increasingly accurate as more trips are logged. In a matter of minutes the module provides recommendations to optimise the schedule taking slack from segments where there is too much and applying it to where there is too little.

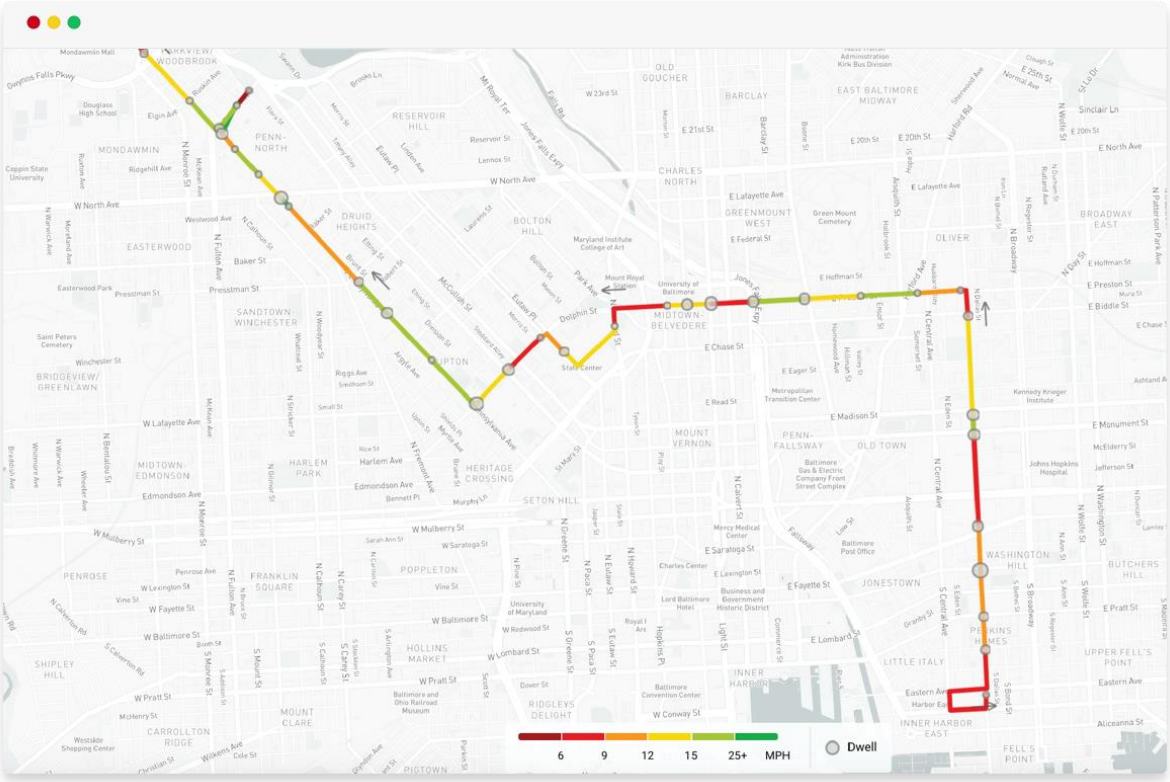


Comparison view within the module then provides a visual comparison between run times before and after the change making it very easy to know what impact changes

have had. Timely feedback loops allow changes to be delivered in an agile manner and support further iterative improvements.

7.2 Swiftly Speed Map

The Speed Map module identifies route segments and intersections causing avoidable performance issues and presents them visually on a route map. This would enable the Transport team to identify bottlenecks and make a compelling cases for infrastructure changes with our partner organisations.



These systems will enable us to better manage data from the real time feed to make more informed decisions regarding optimal bus routes, timetables and to support requests for critical infrastructure.

Staff will repurpose existing budget to enable the purchase of these two modules for one year.

8 The "Review"

Staff have planned to make minor service adjustments at the end of March. This is a contingency to manage typical issues that may arise when a new service of this scale is implemented.

The review will also look at all the service request changes and complaints to identify any other adjustments needed to improve the operation of the services. Apart from the solution proposed for Maungatapu, there are no substantial changes planned for this March amendment.

A more comprehensive review of services will be undertaken in the middle of 2019.

9 Katikati and Ōmokoroa bus routes

Route and schedule changes were made to the Katikati service. As a result the Katikati bus service now leaves Katikati at 8:35am, which is outside of the SuperGold eligibility timeframe. Staff approached the NZ Transport Agency to determine whether there was flexibility to change the eligibility hours, this request was declined.

Staff have made a minor route change since the service was introduced removing the gravel pit stop on peak trips. This was in response to feedback from regular bus users provided to Council staff in the form of a petition.

Staff have commenced work on extending the Ōmokoroa bus service through to the Matakana Island Ferry landing. The next steps are to confirm the route and identify bus stop locations. Then negotiate the service change with the operator and implement this change. This will be completed by 31 March 2019.

10 Budget Implications

10.1 Current year budget

The proposed This report does not require a decision so there are no current financial implications.

10.2 Future Budget Implications

This report does not require a decision so there are no future financial implications.

Mike Furniss
Senior Transport Operations Officer

for Transport Policy Manager

31 January 2019

Receives Only – No Decisions

Report To: Public Transport Committee

Meeting Date: 08 February 2019

Report From: Garry Maloney, Transport Policy Manager

Tauranga City Council - Public Transport Infrastructure Update

Executive Summary

Tauranga City Council staff will provide a verbal update to the Committee on progress towards implementing public transport infrastructure in Tauranga.

Recommendations

That the Public Transport Committee:

1 Receives the report, Tauranga City Council- Public Transport Infrastructure Update.

1 Introduction

Tauranga City Council staff will provide a verbal update to the Committee on implementing public transport infrastructure in the City. This infrastructure is part of the Western Bay of Plenty Public Transport Blueprint.

Rachel Pinn
Programme Leader - Passenger Transport

for Transport Policy Manager

30 January 2019

Receives Only – No Decisions

Report To: Public Transport Committee

Meeting Date: 08 February 2019

Report From: Garry Maloney, Transport Policy Manager

Welcome Bay School Bus Trial

Executive Summary

This paper provides background to the Welcome Bay School Bus Trial and overview of the services provided and sets out emerging challenges with the trial. The paper has been written immediately prior to the services starting.

Recommendations

That the Public Transport Committee:

1 Receives the report, Welcome Bay School Bus Trial.

1 Background

At the 11 May 2018 Public Transport Committee meeting the Committee considered free travel for Tauranga students using contracted bus services. As part of the discussion, the Committee considered whether to trial a fare-free service for Welcome Bay and recommended to Council that it:

"Agrees to fast track an investigation to trial school student fare-free Welcome Bay bus services, and that TCC and BOPRC consider allocating funding in their 2018-2028 Long Term Plan to implement a trail in 2018/19"

This matter progressed through to both Tauranga City Council's (TCC) and Bay of Plenty Regional Council's (BOPRC) Long Term Plan's for 2018-2028. Council agreed to use $465,000 (split over years one and two) from the Tauranga targeted rate reserve to fund the additional costs recommended to implement the school student fare-free Welcome Bay bus service trial.

TCC allocated $500,000 additional capital expenditure in year one to implement public transport priority measures in Welcome Bay. This would supplement the Hairini bus priority. Additional operational expenditure of $137,000 in year one and $274,000 in year two to cover revenue foregone for BOPRC through implementation of a free fare school bus trial for Welcome Bay.

The request for free school transport came from the community who see this as a good mechanism for addressing the city's growing congestion. Latest figures show that traffic flows increased by 5.7% in the year to September. Traffic congestion has worsened with an average delay of 28.35 seconds per kilometre. Injury and fatal crashes have also increased 35.8% in the 2017/18 financial year. 15th Avenue and Turret Road are some of the most congested roads in Tauranga.

2 Nature of a trial

The Welcome Bay school bus trial is just that - a temporary offering intended to provide information to allow a conclusion to be drawn. As the trial will run for the whole 2019 school year this means that the service offering will be adjusted as necessary to give the trial the best chance of succeeding.

Staff note that there has been some commentary in the media that Council has set the trial up to fail because for example, it has changed the bus routes for 2019. While Council won't necessarily be comparing like with like in evaluating the outcome of the trial, the only alternative to that would have been to have delayed the trial for 12 months (and therefore the benefits families in Welcome Bay whom choose to use the services will experience).

3 Estimated impact of investment in the trial

Schools have reported a total of 724 students registered as living in the Welcome Bay area. In March 2018 (typically the busiest month) an average of 250 students per day used the school hopper buses in the morning and 314 in the afternoon.

As noted in the growing patronage report presented to the 9 November 2018 Public Transport Committee in general studies highlight that a decrease in fares of 10% will generally increase bus patronage by about 3-4%, however the greatest patronage gains are likely to result from improved frequencies and service levels. Improved reliability may provide patronage gains of 10-20% depending on the 'base' level of (un) reliability.

Therefore introducing free fares may increase patronage in the short term to between 75-100 additional students in the morning and 95-125 in the afternoon.

Staff are working with TCC to assess the impact of the trial on congestion.

4 Bus services included in the trial

The intent of the Welcome Bay school bus trial is to establish whether free fares for students can assist in reducing Tauranga's traffic congestion. The trial began at the start of Term One for Welcome Bay students. The limited access points in and out of Welcome Bay make it an ideal location for a trial.

Some of the routes will have two buses running on them and students only need to be in school uniform to get access to the free service, no special passes or tickets are required.

The routes included in the trial are:

- 704- Aquinas College
- 720- Mount Maunganui College and Intermediate School

- 803- Tauranga Intermediate School, Tauranga Girl's College, Tauranga Boy's College and St Mary's
- 804- Tauranga Intermediate
- 805- Tauranga Intermediate
- 811- Bethlehem College
- 901- Tauranga Girl's College
- 902- Tauranga Boy's College
- 904- Otumoetai College/Intermediate

5 Communications

There has already been a range of communication undertaken regarding this trial. Media reporting started in May 2018 following Council decisions to fund the trial. The schools served by the routes listed above have been provided with the service information. Schools are also involved in planning for the school bus services.

Regular communication is undertaken on the operation of school bus services with schools. The trial has been communicated with parents and caregivers through these normal channels- school newsletters, emails and school websites. Detailed information and frequently answered questions are available on the Baybus website and from our call centre.

Our staff have also been working alongside the Welcome Bay Community Centre and Centre manager Anna Larsen to distribute the information to the wider community. Anna has been a spokesperson for the community and brought their concerns around traffic congestion in the area to both our Committee meetings and to our counterparts at Tauranga City Council.

Further to this communication directly with the service users, there has been media releases. The media release in January explained the purpose and scope of the trial. There was some miscommunication regarding the duration of the trial which has been corrected. The media reported a one term trial whereas the trial will run for the entire 2019 school year.

6 Emerging challenges

The purpose of the trial is to test the impact and viability of free school bus services in Tauranga. At the time of writing this paper the trial has not commenced.

At this stage urban services have not been included due to the logistical difficulty in establishing how to manage transfers under the constraints of the current electronic ticketing system (which may also not initially change under RITS). For example how to know if a student boarding at Otumoetai College in the afternoon is definitely travelling through to Welcome Bay.

There have been requests for the trial boundaries to be extended from nearby suburbs including Ohauiti, Hairini and Maungatapu and as far away as Pāpāmoa.

Some routes that are included in the trial travel through other suburbs which means its likely more students will travel for free than are technically included in the trial; this may result in overloading in the afternoon.

There will be challenges in determining the impact on congestion. There is a relatively small number of students in Welcome Bay and significant congestion of 15th Avenue. The predicted uptake may not make a noticeable impact on traffic volumes.

7 Budget Implications

7.1 Current year budget

This paper does not require a decision therefore there are no current year budget implications.

7.2 Future Budget Implications

This paper does not require a decision therefore there are no future budget implications.

Rachel Pinn
Programme Leader - Passenger Transport

for Transport Policy Manager

30 January 2019

Report To: Public Transport Committee

Meeting Date: 08 February 2019

Report From: Garry Maloney, Transport Policy Manager

Waihi Beach Trial Service

Executive Summary

A Waihī Beach trial passenger transport service was originally approved as a result of submissions received on the Draft 2015 – 2025 Long Term Plan.

The original trial began operating in October 2015, but was not successful. A refinement of that service was then trialled but was not well patronised, largely due to the timetable. A third version of the service was put in place in October 2017 in consultation with the Waihī Beach community.

At the Public Transport Committee Meeting on 11 May 2018 it was agreed as part of 2018-2028 Long Term Plan deliberations to extend the trial service to 12 months and continue to provide a two day per week passenger transport service for Waihī Beach at an estimated total cost of $57,000 per annum.

The latest iteration of the Waihī Beach trial service has been successful attracting an average of 68 users per month of operation in the five months from July 2018 and has been well received by users.

Staff recommend that this service be continued as a permanent two day a week service, and is included in the 2019–2020 Annual Plan and subsequent years.

Recommendations

That the Public Transport Committee:

1 Receives the report, Waihi Beach Trial Service;

2 Confirms that the decision has a medium level of significance as determined by the Council's Significance and Engagement Policy. Council has identified and assessed different options and considered community views as part of making the decision, in proportion to the level of significance.

That the Public Transport Committee recommend that the Regional Council:

1 Agrees that the current configuration of the Waihi Beach trial passenger transport service has been successful and endorses its continuation as a permanent two day a week service.

2 Allocate additional funding of $57,000 in the 2019-2020 Annual Plan and subsequent years.

3 Confirms that the decision has a medium level of significance as determined by the Council's Significance and Engagement Policy. Council has identified and assessed different options and considered community views as part of making the decision, in proportion to the level of significance.

1 Introduction

At the Public Transport Committee Meeting on 11 May 2018 it was agreed as part of 2018-2028 Long Term Plan deliberations to extend the Waihī Beach trial service to 12 months and continue to provide a two day per week passenger transport service for at an estimated total cost of $65,000 per annum.

The service currently connects Waihī, Waihī Beach and Katikati, in a continuous loop four times a day, two days a week (excluding public holidays). The current cost to provide the service is $550 per day of operation, or approximately $57,000 per annum. This trial service finishes on 30 June 2019.

Staff believe the trial service has been successful and should be continued into the future by the Council.

2 Background

The Waihī Beach Trial service was originally approved as a result of submissions received on the Draft 2015 – 2025 Long Term Plan. The original trial began operating in October 2015 as an extension to the Katikati Shopper service. It was originally contracted to run three days a week until June 2016.

It was not successful due to the timetable and disruption caused to the regular bus users in Katikati. It was replaced by a second trial service in January 2017. The second trial service was a direct route from Waihi Beach to Tauranga CBD on Fridays only. Again, this service was not well patronised, largely due to the timetable.

A third version of the service started in October 2017, under the name Town Connector. This service is operated by an 11-seat van and has been well supported by the community. Occasional alterations to the timetable have been made in consultation with the operator and community to ensure that the service continues to be flexible and responsive.

3 Patronage

Patronage has increased steadily as the community has become more aware of the service. The first five months of operating a two day a week service (from August 2018 to December 2018) have resulted in total patronage of 344.

Month	Patronage
August	86
September	65

October	61
November	79
December	53

Table 1 Number of passengers per month

The service operates two days a week, completing four loops around the circuit linking Waihī, Waihī Beach and Katikati. The average patronage per day for the above five months was around eight.

These patronage figures are comparable to other routes that link other isolated communities in the Bay such as Matatā. For these communities, there is a social benefit that is difficult to measure.

4 Fare Return

Fares have been set at a flat rate of $5 per trip (which is comparable to Council's other rural services), with a concession rate of $3 per trip for seniors and children aged 5 to 15 years. Under five years travel free.

Although SuperGold Cardholders are unable to access the free off-peak travel scheme on this service, there have been no complaints about this and everyone seems happy to pay for the convenience of having a service.

Of the 344 passengers that have used the service in the last five months, 192 (55%) were SuperGold cardholders, 103 (30%) were adults and 49 (15%) were children. This translates to a low fare return (see below).

Month	Farebox
August	$316
September	$241
October	$217
November	$275
December	$189

Table 2 Total Fare Return per Month

Staff believe that raising the fares or removing the concession fare would deter patronage and there would not be significant gain in the fare revenue returned.

By providing more frequent and direct links between Katikati and Waihī Beach and between Waihī Beach and Waihī, Council is enabling residents in these communities to stay connected with each other.

5 Has the Trial Been Successful?

The 'Accessibility' policy in the Regional Public Transport Plan provides specifically for public transport services that provide access to essential community goods and services. These services are designed to provide the rural transport-disadvantaged in areas outside the Tauranga and Rotorua urban areas with access to essential community goods and services.

The Plan supports working with rural or isolated communities to develop targeted services.

It notes that an aging population and isolated communities are two of the challenges facing the Region and section 3.12 specifically refers to the transport disadvantaged being those who are the least able to travel to basic community activities and services (for example, work, education, health care, welfare and shopping).

Measured against these parameters, the Waihī Beach trial service has been and continues to be, successful. It is generating a lot of positivity within the three communities. It is providing an essential link for the transport disadvantaged, including the elderly, and enables access to services such as supermarkets, doctors, dentists, welfare services and social destinations. There are regular passengers who use this service to connect with route 80 that travels between Katikati and Tauranga.

There has been a high level of community involvement in the design, implementation and promotion of the service – it is something that the community takes pride in and it's considered to be a real asset by the communities involved.

6 Analysis of Options

In terms of the future for the service, the options include:

6.1 Option 1 – Trial ends and is not replaced

The service stopping at the end of the trial in June 2019 would leave a gap in the provision of public transport in the Western Bay and would leave the Waihī Beach community with no public transport access to essential goods and services. It would also decrease the options available to the Katikati and Waihī communities

6.2 Option 2 – Move the service to a permanent contract unit and retain one operating day per week

One day per week is a minimum level of service and while it is better than no service at all, it is not optimal as it restricts passengers to booking medical appointments on one day a week.

Staff estimate that reducing the service to one day a week will have the effect of halving both the cost and the patronage.

The financial cost of a one day a week service would be approximately $28,600 per year. There is no ongoing budget in the Long Term Plan.

6.3 Option 3 – Move the service to a permanent contract unit and continue providing two operating days per week

An increase to two days a week has been trialled since July 2018, and has been well received by the communities as it allows for more options when accessing essential services such as medical appointments. The service is currently operating on Tuesdays and Thursdays.

The financial cost of a two day a week service would be approximately $57,000 per year. There is no ongoing budget in the Long Term Plan.

This option provides certainty to the communities that their bus route will remain in place for the long term and is recommended.

7 Community Views

Council staff met with the Waihī Beach Community Board on 28 August 2017 to discuss proposed changes to the service, and subsequently a working group met to discuss progress including promotion, timetable changes and bus stop locations.

The operator has commented on the positive atmosphere in the van; passengers really enjoy their travel and often groups will travel together for a social outing. Waihī Beach passengers are using the service to access medical services in Katikati, and many are using the service to access supermarkets in Katikati and Waihī. Residents of both Waihī and Katikati are able to use the service for a day out at Waihī Beach.

There are also regular passengers using the link to the Katikati – Tauranga Shopper service, and passengers booking their InterCity tickets to Waihī to coincide with the Town Connector service to get to Waihī Beach.

8 Next Steps

Should the Council agree, staff will work towards securing a long-term contract to start from 1 July 2019. Staff recommend a contract length of five years to align it with the Katikati/Ōmokoroa contract for retendering purposes.

That said, there are some Land Transport Management Act process issues to be resolved due to the service being a cross-boundary one.

Staff are working with New Zealand Transport Agency and Waikato Regional Council staff to determine if there is the possibility of a co-funding arrangement being reached.

9 Budget Implications

9.1 Current year budget

This work is being undertaken within the current budget for the Passenger Transport Activity in the Annual Plan 2018/19.

9.2 Future Budget Implications

As mentioned above, Council's 2018-2028 Long Term Plan does not contain budgeted expenditure for the Waihī Beach service from year two onwards. Staff recommend that the estimated cost of $57,000 per annum be included in the Long Term Plan. A NZTA contribution is not confirmed due to the cross boundary nature of the service.

Given the 100% targeted rate for Western Bay District public transport services in the Long Term Plan, $57,000 equates to an increase in the current targeted rate of $2.62 per rating unit.

Melissa Winters
Transport Operations Officer

for Transport Policy Manager

31 January 2019

Receives Only – No Decisions

Report To: Public Transport Committee

Meeting Date: 08 February 2019

Report From: Garry Maloney, Transport Policy Manager

Performance of Public Transport Services for July to December 2018

Executive Summary

The following report updates the Public Transport Committee on the performance of Council's contracted bus services and Total Mobility from July 2018 through to the end of December 2018.

Of note is:

- for the year ending the September 2018 Quarter, contract price escalation (inflation) for the 12 month period has been 5.2%; and
- the price of fuel has now surpassed historic highs of 2014.

The paper also reports on complaints and mystery shopper monitoring.

Recommendations

That the Public Transport Committee:

1 Receives the report, Performance of Public Transport Services for July to December 2018.

1 Introduction

The following report updates the Public Transport Committee on the performance of Council's contracted bus services for the July 2018 to December 2018 period.

2 Inflation

The New Zealand Transport Agency (NZTA) publishes a quarterly inflation index that is used by regional councils to compensate bus operators for their increasing operating costs (e.g. labour, fuel and road user charges) over time. The quarterly index values are shown in the graph below, as are the year on year escalation rates.

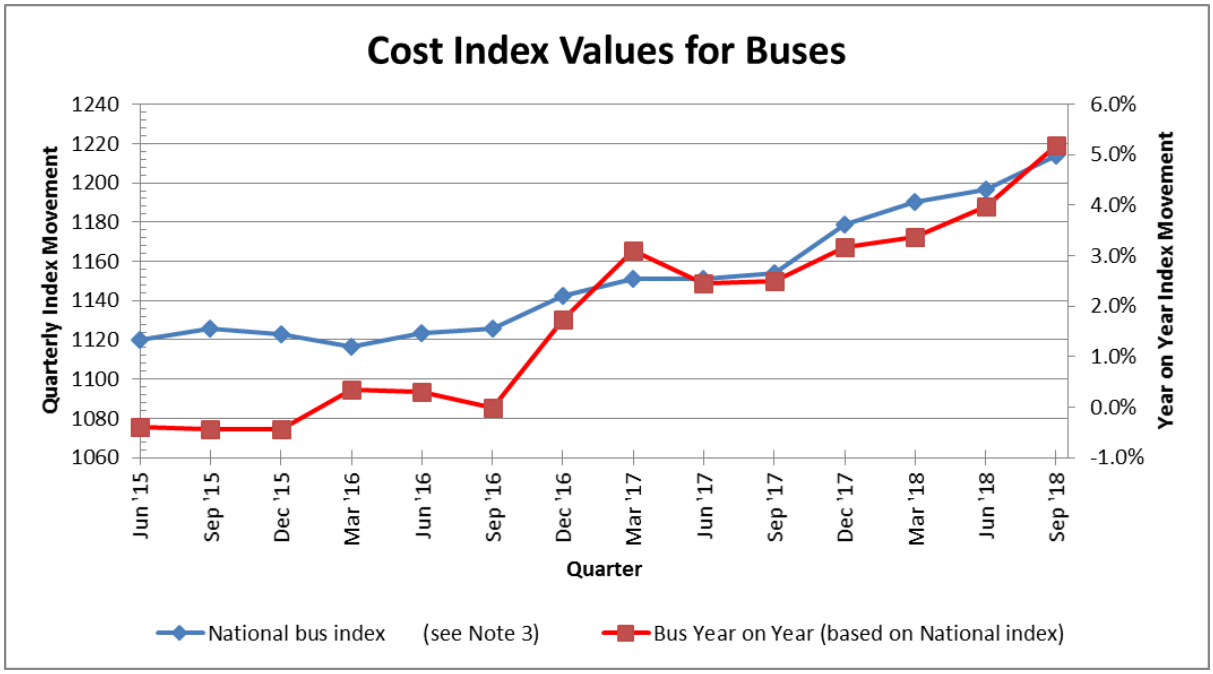


Figure 1: NZTA Cost escalation index for bus service contracts

The graph shows that for the year ending September 2018 Quarter, the index has increased from 1154 to 1214. This means that the cost of operating the service has increased by 5.2% over the last 12 months.

3 Price of fuel

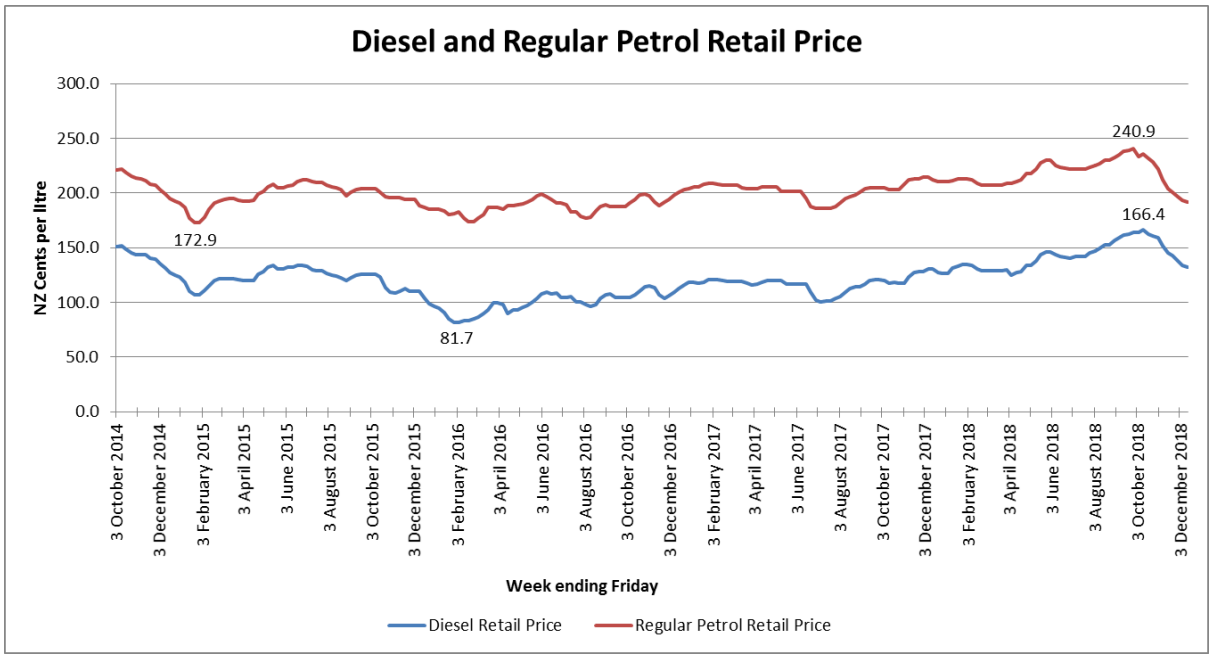


Figure 2: Historic fuel prices in New Zealand

As shown in the figure above, in September and October the price of fuel surpassed the historic high of four years ago before declining in November and December. Despite this relatively high cost, owning and using a private car remains popular.

4 Bus Service Performance

Appended to this report is the patronage report for the Council's contracted bus services for the financial year to November 2018.

Comparing the July 2018 to November 2018 period with the same period for the 2017/18 financial year shows that regional patronage decreased by 2.9%. This was mainly attributable to decreases in the Tauranga BayHopper schools and Rotorua bus services.

Ticket machines were removed from the Bethlehem School service from the start of October to allow testing. Assuming October and November 2018 patronage was similar to last year would equate to an adjusted Total Region Year to Date Patronage of 1,250,176 (down 2.1%).

5 Monitoring

5.1 Complaints

Complaints are entered into the Job Tracker system and reviewed and monitored by staff. The graphs below compare the monthly averages for the current year (July 2018 to December 2018) to previous years.

The large increase in "Other" complaints is mostly due to issues raised ahead of the Tauranga bus network change. This is in addition to the feedback received after the change, reported through the Councillor updates.

The increase in "Late bus/bus did not run" is largely attributed to complaints resulting from the new network bedding in and the ongoing lack of bus drivers discussed in the Public Transport Blueprint – Progress update paper.

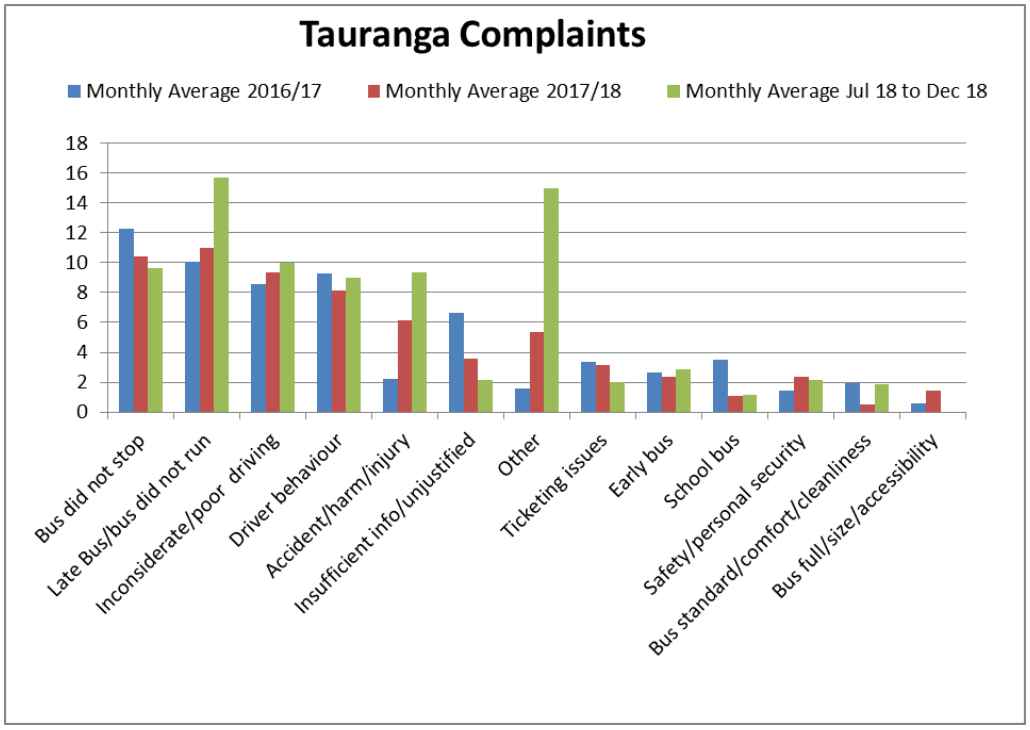


Figure 3: Tauranga average complaints per month by complaint type for 2016/17(12 months), 2017/18 (12 months) and 2018/19 (6 months)

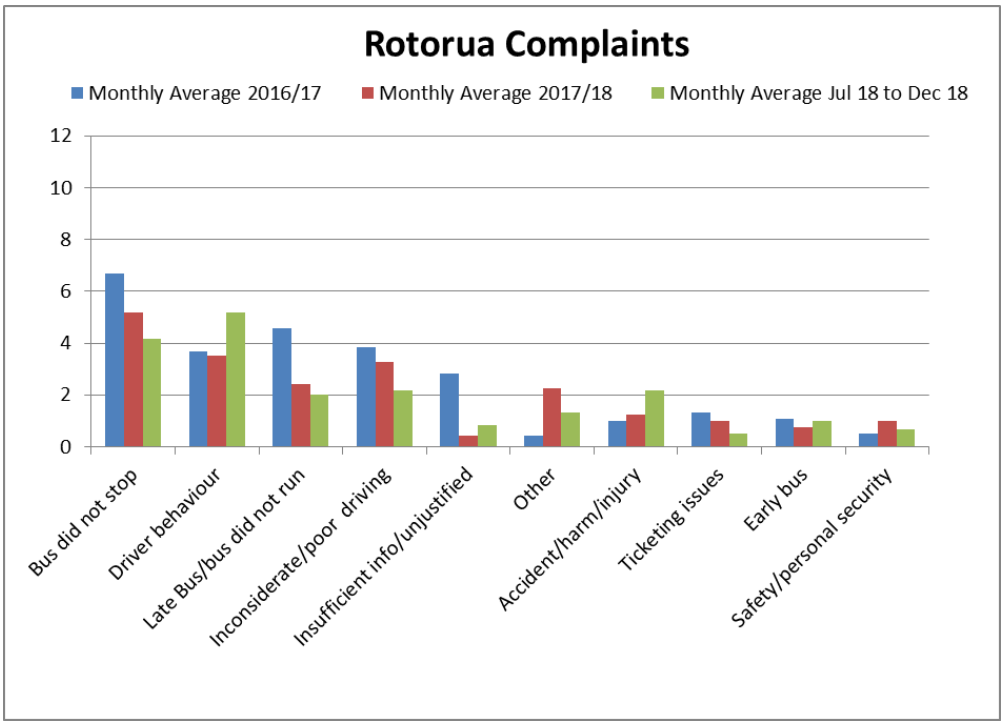


Figure 4: Rotorua average complaints per month by complaint type for 2016/17 (12 months), 2017/18 (12 months) and 2018/19 (6 months)

5.2 Mystery Shopper

The mystery shopper surveys regularly monitor the customer experience and a monthly report is received. The following tables are derived from the mystery shopping of the services between July 2018 and December 2018.

The surveys can be drilled down into and in Rotorua these reports have been used to highlight positive feedback and areas for improvement.

The Tauranga results below mostly reflect the performance of the previous operator (Go Bus) and bus network. Mystery shopper surveys are still being undertaken in Tauranga with the new operator and network, and staff will continue to monitor and report.

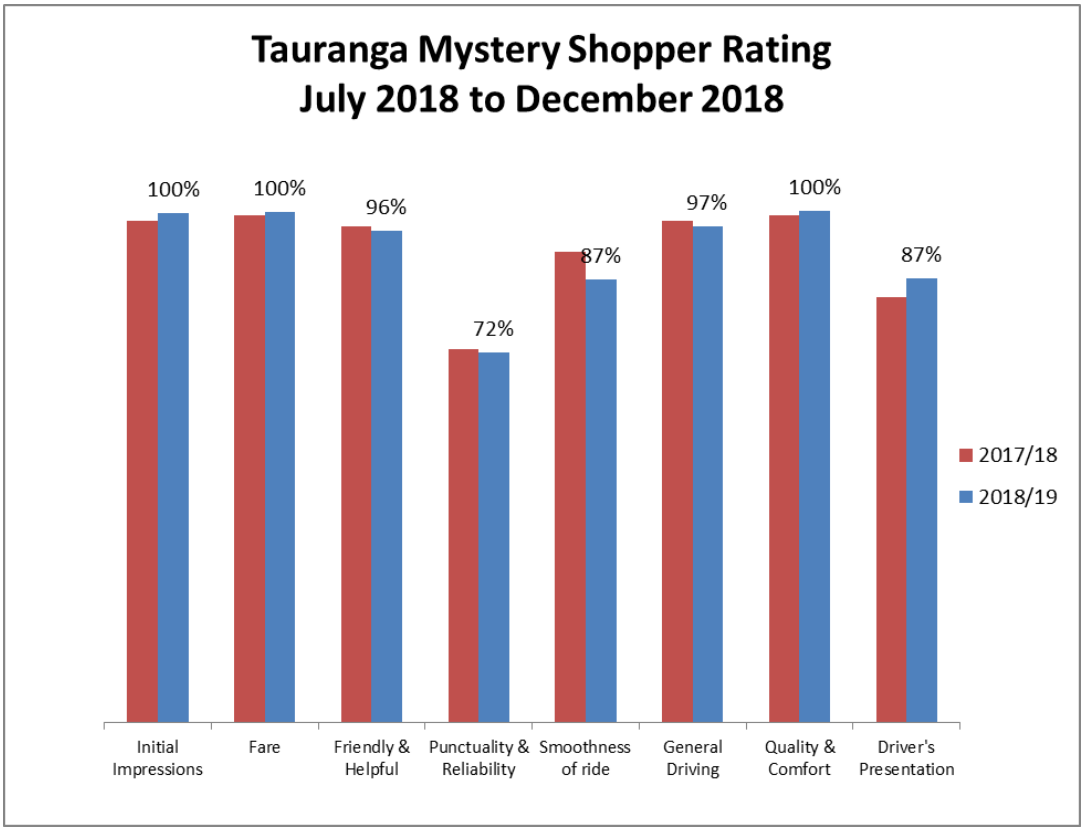


Figure 5: Tauranga Mystery Shopper results for July 2018 - December 2018

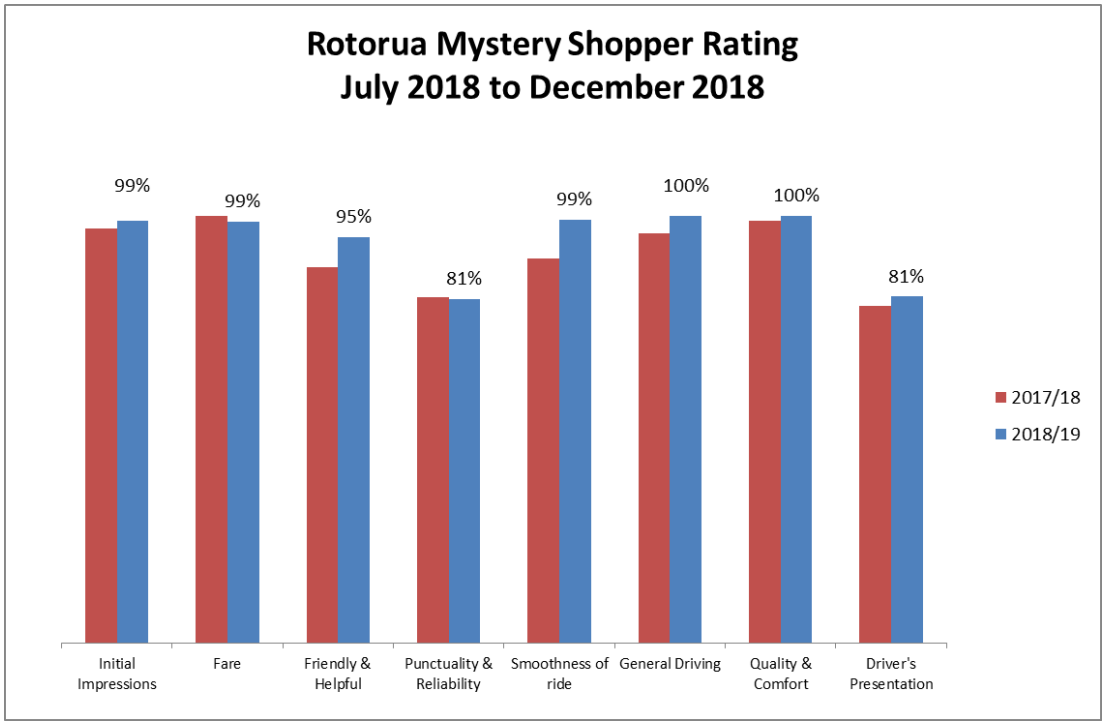


Figure 6: Rotorua Mystery Shopper results for July 2018 - December 2018

Mystery Shopper reports reflect that the bus operators in both cities are delivering a reasonable level of service. Punctuality and reliability continues to be an issue across the network. Results are largely unchanged for both Rotorua and Tauranga since the last Public Transport Committee.

6 Total Mobility

Below are the patronage and expenditure details for the Council's Total Mobility Scheme for the period July 2018 to December 2018.

6.1 Patronage

The graph below (Figure 7) shows Total Mobility patronage from 2015/2016 to 2018/2019.

For the first six months of the 2018/2019 financial year, the number of trips made using the scheme was 19,884 compared to 18,273 for the same period in the last financial year. This represents an increase of 9%.

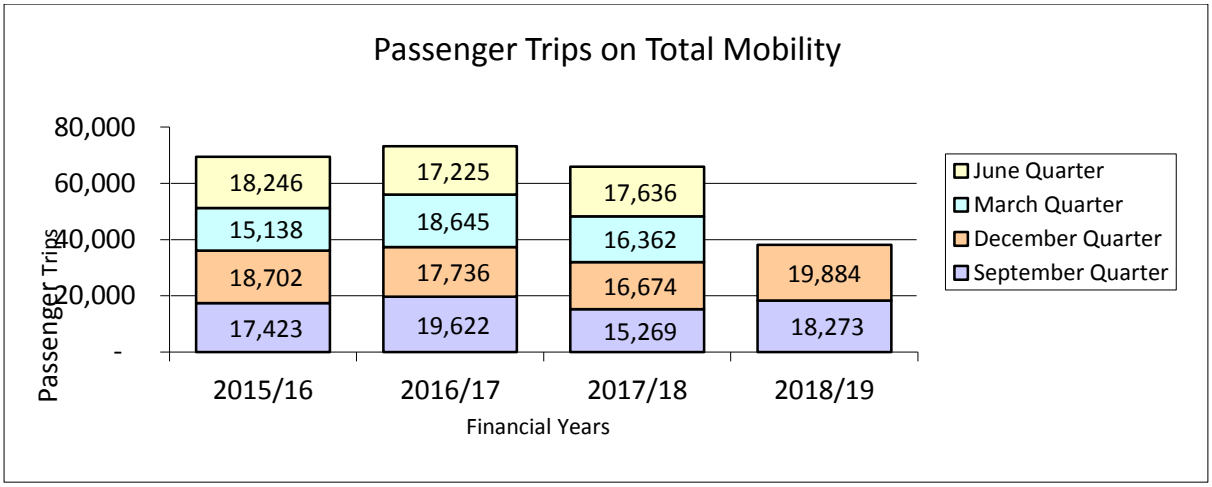


Figure 7: Passenger Trips on Total Mobility.

6.2 Expenditure

The graph below (Figure 8) shows that expenditure on the Total Mobility scheme for the first six months of the 2018/2019 financial year increased by 14% compared to the same period in the 2017/2018 financial year ($231,069 versus $262,825 respectively; all financial figures are GST inclusive).

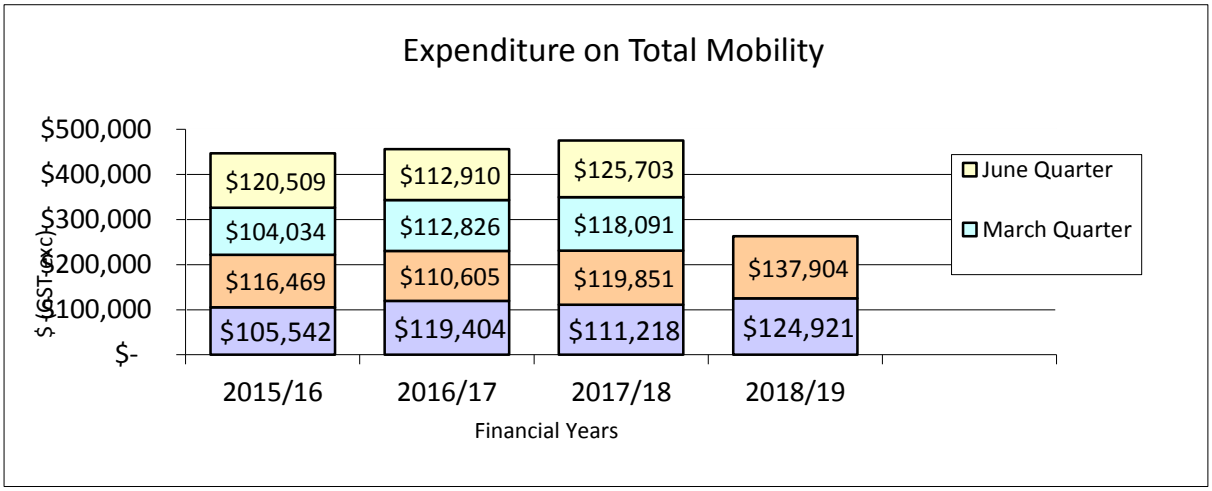


Figure 8: Total Mobility Expenditure.

Dividing the total expenditure by the total number of trips equates to an average total subsidised cost per trip of $7.56 compared to $7.23, for the first six months in the 2017/2018 financial year.

The average total cost per trip of $7.56 means that:

- the full fare for an average taxi trip for a Total Mobility Scheme member for the first three months of this financial year was $15.28 (GST inclusive);
- the Council Total Mobility Scheme subsidy of 50% reduced the cost to Total Mobility Scheme members to $7.64 (GST inclusive); and
- the New Zealand Transport Agency (NZTA) reimbursement to Council reduced the cost to Council to $3.98 (GST exclusive).

6.3 Additional payment (to hoist operators)

For the first six months of the 2018/2019 financial year, Council paid, on behalf of the NZTA, an additional payment to transport operators of $96,687 for Total Mobility members using a hoist vehicle. The payment is reimbursed 100% by NZTA up to an approved total qualifying expenditure limit.

There were no wheelchair hoist installations in the first six months of the 2018/2019 financial year.

7 Budget Implications

7.1 Current year budget

This report does not require a decision so there are no current financial implications.

7.2 Future Budget Implications

This report does not require a decision so there are no future financial implications.

Mike Furniss
Senior Transport Operations Officer

for Transport Policy Manager

31 January 2019

APPENDIX 1

December 2018 Public Transport Patronage Report

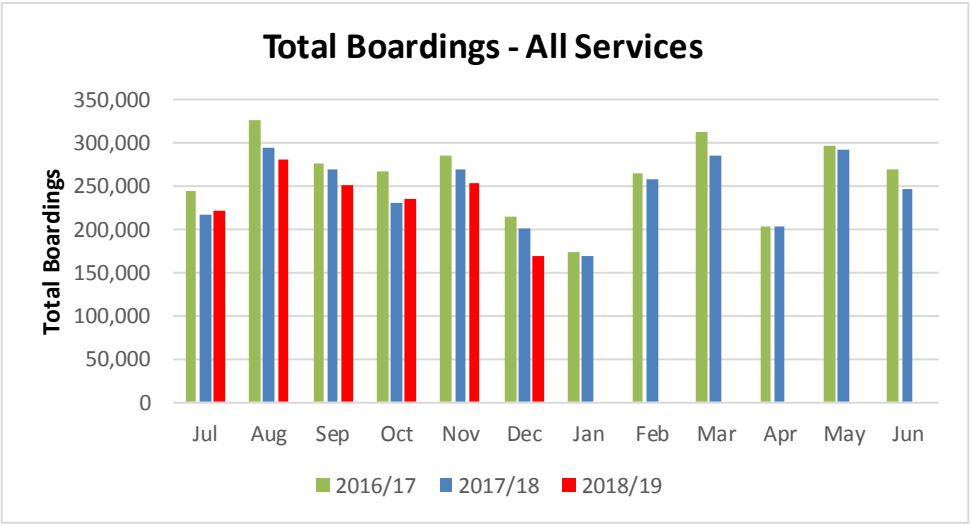
December 2018

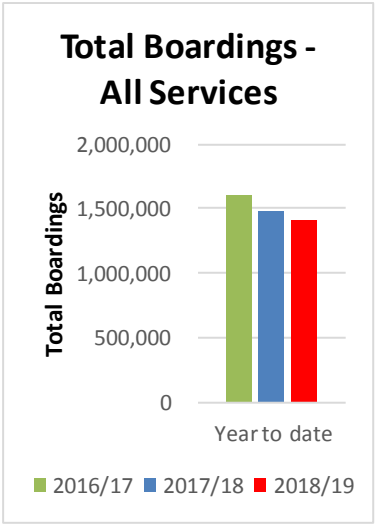
Public Transport Patronage Report

Regional Summary

Area	Monthly Patronage Comparison			2018/19 Financial Year Patronage		2018/19 Financial Year Patronage
	Dec-17	Dec-18	% change	To Dec-18	% change	
Total Network[1]	200,249	169,770	-15.2%	1,410,315	-4.5%	**28.6%**
Tauranga BayHopper Urban	131,979	120,890	-8.4%	872,254	+0.9%	27.6%
Tauranga BayHopper Schools	14,326	5,520	-61.5%	212,523	-11.6%	25.6%
Rotorua CityRide	48,747	38,255	-21.5%	286,331	-14.4%	34.9%
Murupara/Ruatāhuna	432	288	-33.3%	2,093	-15.3%	
Kawerau, Ōpōtiki and Whakatāne	1,241	1,004	-19.1%	6,930	+1.2%	27.8%
Ōhope	1,915	2,021	+5.5%	13,429	+8.8%	
Matatā	58	33	-43.1%	224	-40.4%	
Pōtaka	97	79	-18.6%	694	-17.5%	22.3%
Te Puke	763	762	-0.1%	8,549	+6.5%	27.4%
Katikati/Ōmokoroa	691	918	+32.9%	7,108	+8.6%	36.2%
Ōmokoroa - Matakana Ferry	2,676	2,731	+2.1%	13,987	+17.1%	n/a

Patronage by Month - Year to Date





[1] Excludes Ōmokoroa – Matakana Ferry

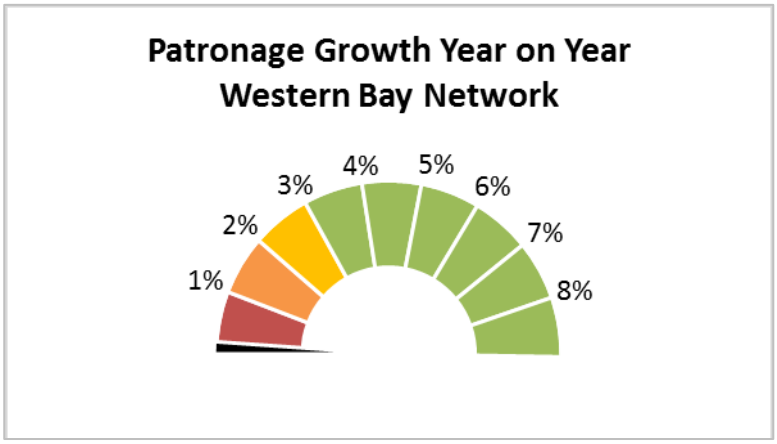
Comments

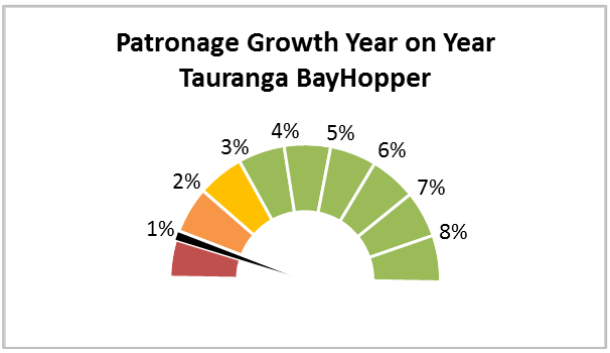
Comparing the July 2018 to December 2018 period with the same period for the 2017/18 financial year shows that regional patronage decreased by 4.5%. This was mainly attributable to the Tauranga BayHopper Schools and Rotorua bus services. There have also been issues with ticket machines on the BayHopper services which have prevented capturing all patronage.

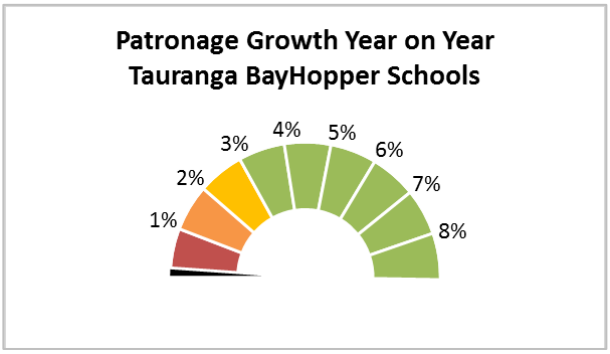
Ticket machines were removed from the Bethlehem Coachlines services from the start of October to allow for training new drivers. Assuming October to December patronage for 2018 was similar to last year would equate to an adjusted Total Region Year to Date Patronage of 1,421,740 (down 3.8%).

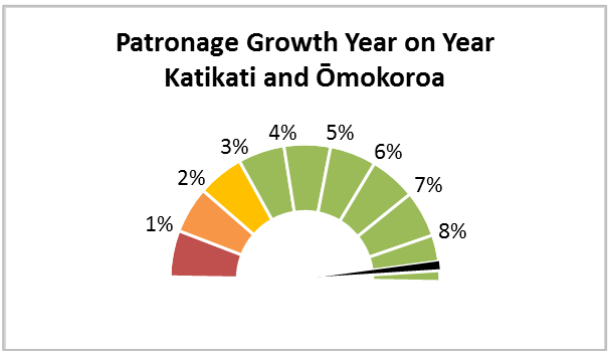
December 2018

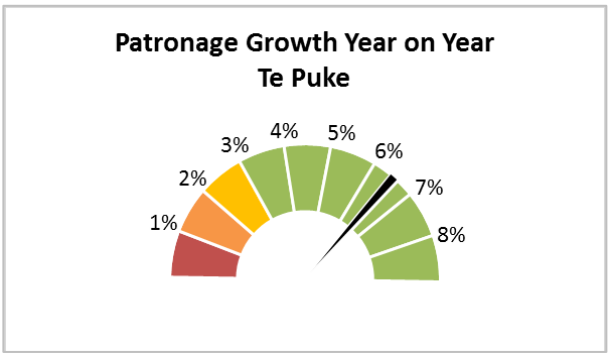
Public Transport Patronage Growth Blueprint Progress Year to Date











Comments

- Western Bay Network Patronage for July 2018 to December 2018 is down by 1.7% compared to the same period last year.
- Year to date SchoolHopper Patronage is down by 11.6% compared to the same period last year. Ticket machines were removed from the Bethlehem Coachlines services from the start of October to allow for training new drivers. October to December 2017 patronage for Bethlehem was 11,425. Assuming similar patronage for October to December 2018 would equate to a 6.9% decline in SchoolHopper patronage year to date and Western Bay Network decline of 0.7% year to date.

December 2018 – Tauranga

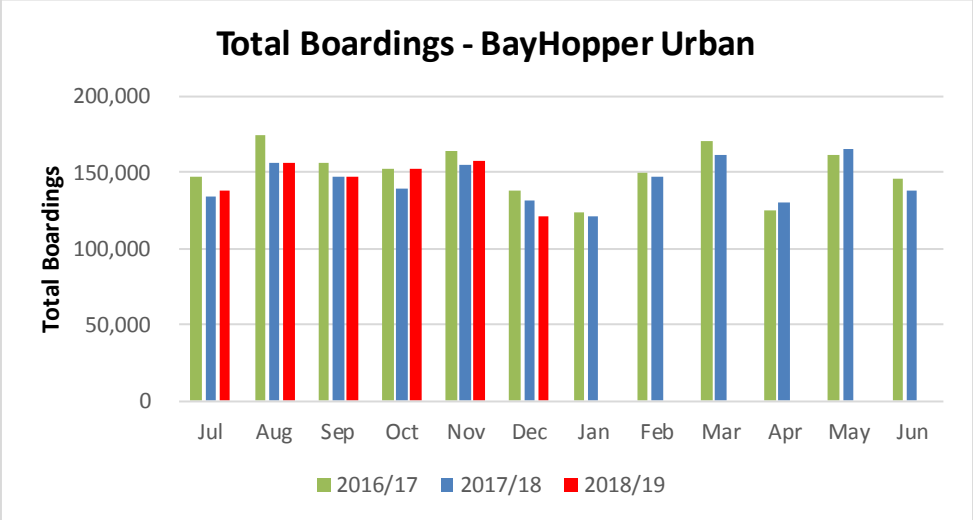
Public Transport Patronage Report

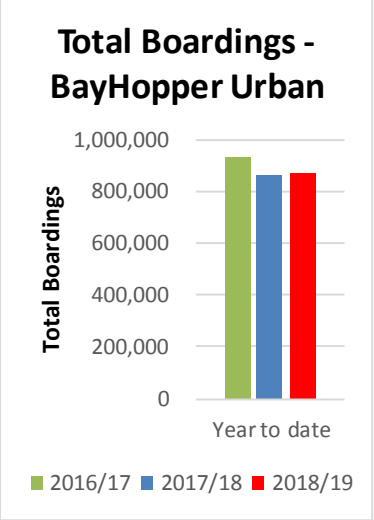
Tauranga BayHopper Urban

Monthly Fare Revenue				Year to Date Fare Revenue		Year to Date Farebox Recovery
	Dec-17	Dec-18	% change	To Dec-18	% change	To Dec-18
Cash	$77,968	$67,603	-13.3%	$359,498	-2.8%	27.6%
Smartcard	$103,551	$94,930	-8.3%	$791,699	+1.9%	
SuperGold	$48,043	$44,852	-6.6%	$291,489	+7.7%	
Total	$229,562	$207,385	-9.7%	$1,442,686	+1.8%	

Monthly Patronage			Year to Date Patronage	
Dec-17	Dec-18	% change	To Dec-18	% change
131,979	120,890	-8.4%	872,254	+0.9%

Patronage - Year to Date





Patronage by Passenger Type			Patronage by Time Period			Patronage by Payment Type		
Type	Year to Dec-18	% change	Time Period	Year to Dec-18	% change	Type	Year to Dec-18	% change
Adult	330,385	+1.3%	Mon-Fri Peak	390,432	+0.5%	Cash	144,928	-2.4%
Child	183,825	+0.3%	Mon-Fri Off-Peak	380,488	+3.2%	Smartcard	432,646	+0.5%
Senior	176,788	+7.6%				SuperGold	161,160	+7.1%
Tertiary	181,256	-5.0%	Sat-Sun	101,334	-5.8%	Transfer/Free	126,978	-1.8%

Comments

Comparing the July 2018 to December 2018 period with the same period for the 2017/18 financial year, the Tauranga urban bus service has performed as follows:

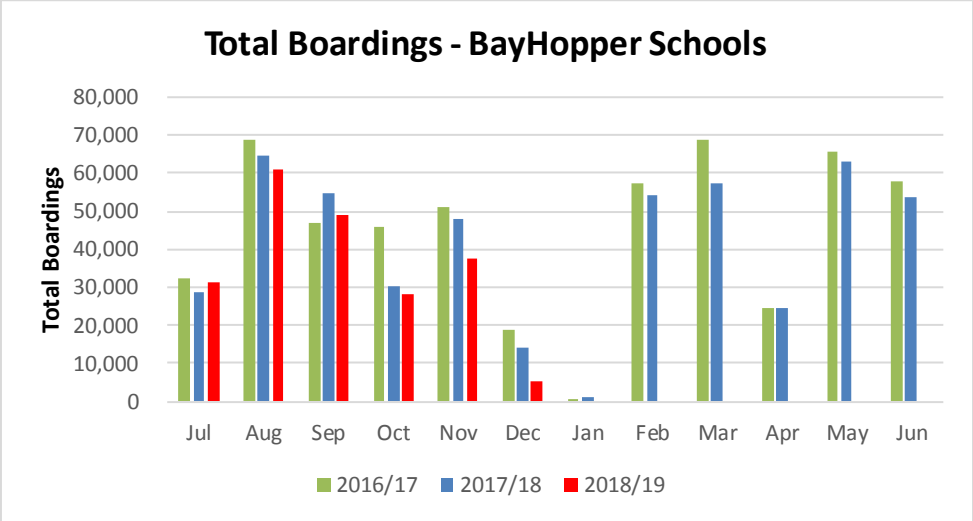
- Year to date patronage is up by 0.9% compared to the previous year to date.
- SuperGold travel is up by more than 7% offset by a 5.0% decline in Tertiary travel
- Year to date revenue is up from the previous year by 1.8%, led by increases in Smartride card and SuperGold revenue.
- No ticket machines on board December 8th & 9th to allow transition to new operator.
- A large amount of free travel was provided during the first week of the new network, with many trips not captured in patronage.

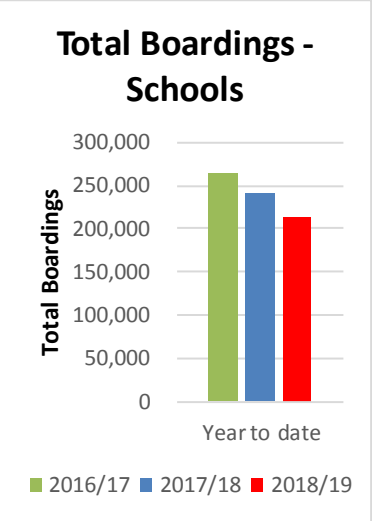
Tauranga BayHopper Schools

Monthly Fare Revenue				Year to Date Fare Revenue		Year to Date Farebox Recovery
	Dec-17	Dec-18	% change	To Dec-18	% change	To Dec-18
Cash	$1,791	$696	-61.2%	$19,397	-3.8%	25.6%
Smartcard	$18,422	$7,100	-61.5%	$279,585	-12.0%	
Total	$20,214	$7,795	-61.4%	$298,982	-11.5%	

Monthly Patronage			Year to Date Patronage	
Dec-17	Dec-18	% change	To Dec-18	% change
14,298	5,520	-61.4%	212,523	-11.6%

Patronage - Year to Date





Patronage by Passenger Type			Patronage by Time Period			Patronage by Payment Type		
Type	Year to Dec-18	% change	Time Period	Year to Dec-18	% change	Type[2]	Year to Dec-18	% change
Adult			Mon-Fri Peak	201,578	-11.6%	Cash	11,161	-3.9%
Child	212,523	-11.6%	Mon-Fri Off-Peak	10,945	-11.2%	Smartcard	200,942	-12.0%
Senior								
Tertiary								

Comments

Comparing the July 2018 to December 2018 period with the same period for the 2017/18 financial year, the BayHopper Schools bus service has performed as follows:

- Year to date patronage is down by 11.6% compared to the previous year.
- Year to date revenue is down from the previous year by 11.5%.
- Ticket machines were removed from the Bethlehem Coachlines services from the start of October to allow for training new drivers.. October to December 2017 patronage for Bethlehem was 11,425. Assuming similar patronage for October to December 2018 would equate to a 6.9% decline in SchoolHopper patronage year to date

[2]Does not include trips for which a fare was not paid.

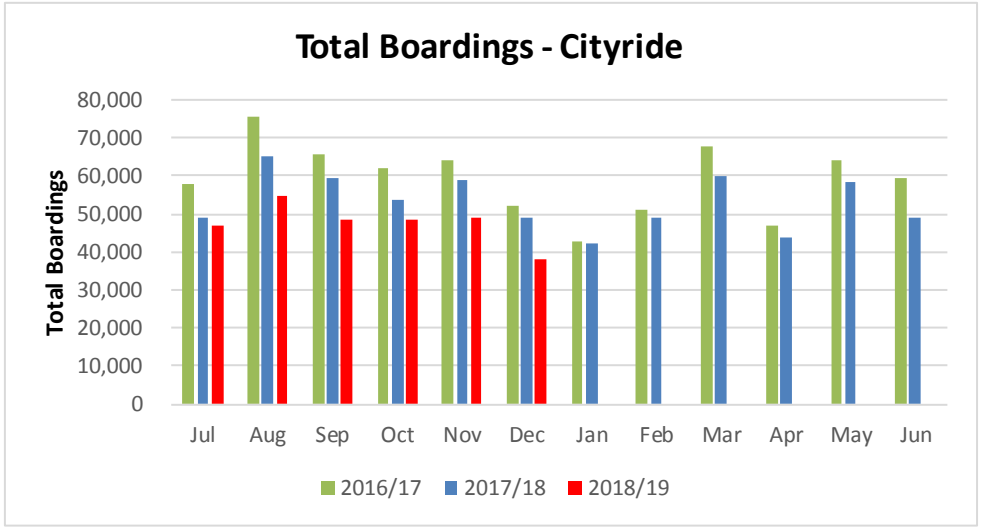
December 2018 - Rotorua Public Transport Patronage Report

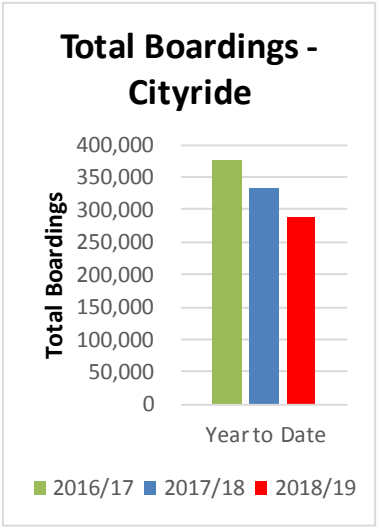
Rotorua CityRide

Monthly Fare Revenue				Year to Date Fare Revenue		Year to Date Farebox Recovery	
	Dec-17	Dec-18	% change	To Dec-18	% change	To Dec-18	
Cash	$32,323	$23,705	-26.7%	$137,241	-19.0%	Rotorua (incl Murupara)	34.9%
Smartcard	$25,620	$27,625	+7.8%	$230,474	+27.5%		
WIT	$18,842	$0	-100.0%	$0	-100.0%		
SuperGold	$9,751	$10,183	+4.4%	$60,672	+4.4%		
Total[3]	$86,882	$61,648	-29.0%	$428,719	-17.9%		

Monthly Patronage			Year to Date Patronage	
Dec-17	Dec-18	% change	To Dec-18	% change
48,747	38,255	-21.5%	286,331	-14.4%

Patronage - Year to Date





Patronage by Passenger Type			Patronage by Time Period			Patronage by Payment Type[4]		
Type	Year to Dec-18	% change	Time Period	Year to Dec-18	% change	Type	Year to Dec-18	% change
Adult	121,953	n/a	Mon-Fri Peak	123,734	-11.4%	Cash	61,462	-14.8%
Concession	96,445	n/a	Mon-Fri Off-Peak	126,130	-17.0%	Smartcard	148,444	+35.0%
Senior	41,287	n/a	Sat-Sun	36,467	-15.2%	SuperGold	41,286	+4.4%
						Transfer/Free	32,193	+8.8%

Comments

Comparing the July 2018 to December 2018 period with the same period for the 2017/18 financial year, the Rotorua urban bus service has performed as follows:

- Year to date patronage is down by 14.4%, with December 2018 patronage 21.5% lower than December 2017.
- Removal of the free travel concession (WIT subsidy), has had a significant impact on patronage.
- Total revenue is down by 29.0% for the month, and down by 17.9% for the year to date.
- Outside of the 100% reduction in tertiary subsidy, year to date revenue is up 4.8%.
- In July 2018, concession fares were introduced which provided more affordable travel for children, students and SGC holders.
- In a bid to encourage tertiary travel in 2018, the issuance fee for Smartcards was removed. A higher uptake of Smartcard travel resulted with a 7.8% increase for December and 27.5% increase year to date for Smartcard revenue.

[3]Total includes Day Pass sales which cannot be separately identified by payment type.

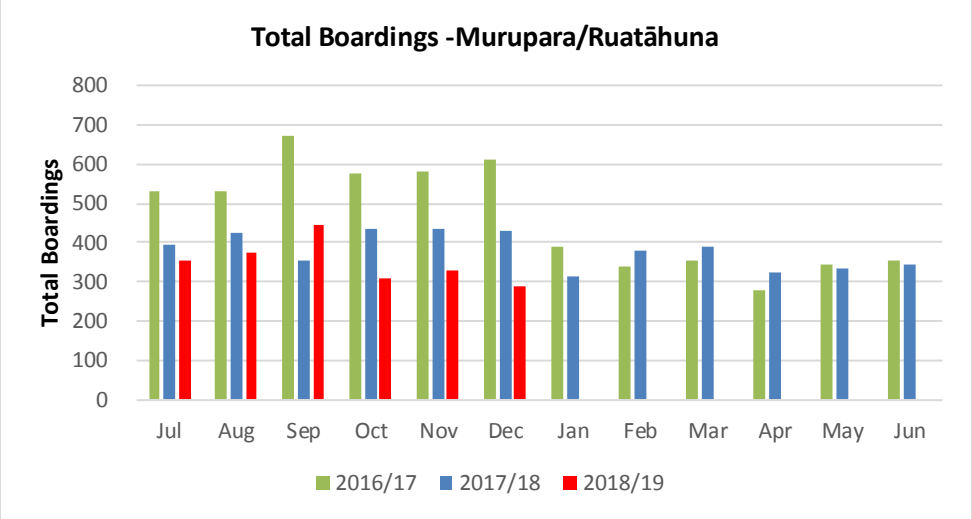
[4]Does not include Day Pass patronage which cannot be separately identified by payment type.

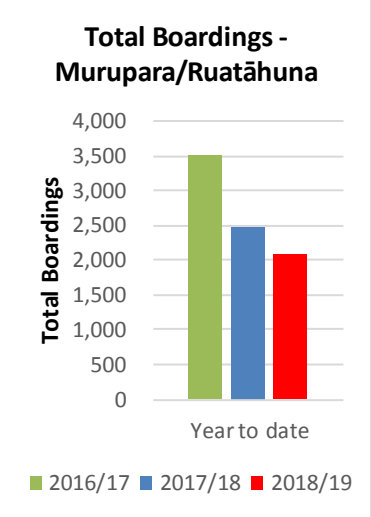
Murupara/Ruatāhuna - Rotorua

Monthly Fare Revenue				Year to Date Fare Revenue		Year to Date Farebox Recovery	
	Dec-17	Dec-18	% change	To Dec-18	% change	To Dec-18	
Cash	$1,596	$923	-42.1%	$7,726	-21.1%	Rotorua (incl Murupara)	34.9%
SuperGold	$1,598	$1,173	-26.6%	$7,900	-15.0%		
Total	$3,194	$2,096	-34.4%	$15,626	-18.2%		

Monthly Patronage			Year to Date Patronage	
Dec-17	Dec-18	% change	To Dec-18	% change
432	288	-33.3%	2,093	-15.3%

Patronage - Year to Date





Patronage by Passenger Type			Patronage by Time Period			Patronage by Payment Type		
	Year to			Year to			Year to	%
Type	Dec-18	% change	Time Period	Dec-18	% change	Type	Dec-18	% change
Adult	728	-18.2%	Mon-Fri Peak	Unable to be reported at this time		Cash	867	-15.7%
Concession	152	+4.8%	Mon-Fri Off-Peak			SuperGold	1,226	-15.0%
Senior	1,226	-15.0%	Sat-Sun					

Comments

Comparing the July 2018 to December 2018 period with the same period for the 2017/18 financial year, the Murupara bus service has performed as follows:

- Year to date patronage has decreased by 15.3%.
- Comparing December 2018 patronage with December 2017 patronage, a 33.3% decrease is observed.
- Comparing December 2018 total revenue with December 2017 total revenue, a decrease of 34.4% is observed for the month.
- Adult and SuperGold patronage has declined with a small increase in Concession passengers.

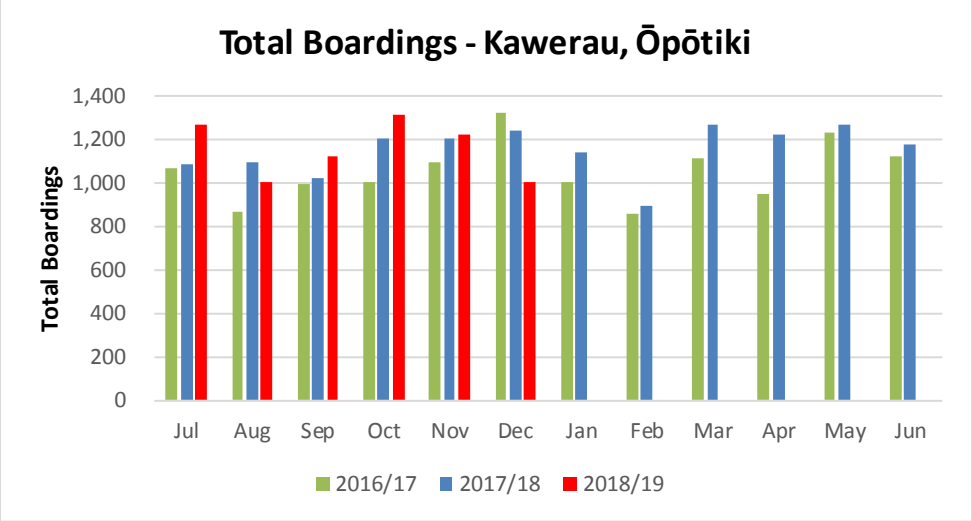
December 2018 – Eastern Bay Public Transport Patronage Report

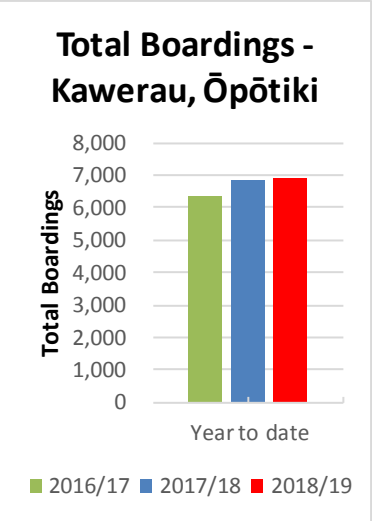
Kawerau, Ōpōtiki and Whakatāne - Tauranga

Monthly Fare Revenue				Year to Date Fare Revenue		Year to Date Farebox Recovery
	Dec-17	Dec-18	% change	To Dec-18	% change	To Dec-18
Cash	$4,335	$3,051	-29.6%	$18,137	-13.3%	27.8%
Smartcard	$976	$1,149	+17.7%	$7,298	+35.9%	
SuperGold	$1,841	$1,369	-25.6%	$11,644	+9.4%	
Total	$7,152	$5,569	-22.1%	$37,079	+0.4%	

Monthly Patronage			Year to Date Patronage	
Dec-17	Dec-18	% change	To Dec-18	% change
1,241	1,004	-19.1%	6,930	+1.2%

Patronage - Year to Date





Patronage by Passenger Type			Patronage by Time Period			Patronage by Payment Type		
Type	Year to Dec-18	% change	Time Period	Year to Dec-18	% change	Type	Year to Dec-18	% change
Adult	2,450	-1.9%	Mon-Fri Peak	1,134	+2.0%	Cash	Unable to be reported at this time	
Child	438	+20.0%	Mon-Fri Off-Peak	4,793	-1.7%	Smartcard		
Senior	2,584	+5.4%				SuperGold		
Tertiary	1,458	-4.8%	Sat-Sun	1,003	+17.0%	Transfer/Free		

Comments

Comparing the July 2018 to December 2018 period with the same period for the 2017/18 financial year, the Kawerau, Ōpōtiki and Whakatāne to Tauranga bus service has performed as follows:

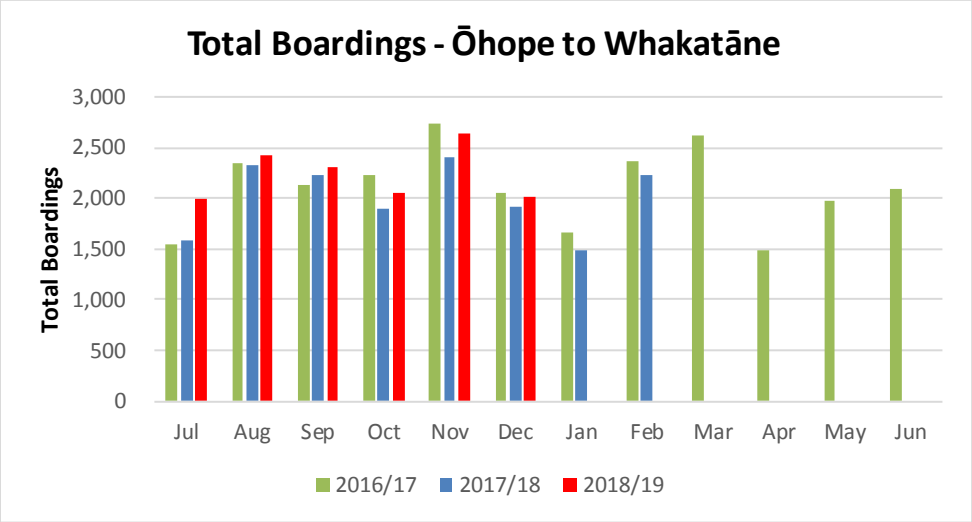
- After three consecutive months of increased patronage December patronage is down 19.1%
- Year to date patronage is up 1.2% on last year
- Total revenue is also up by 0.4% for the year to date.

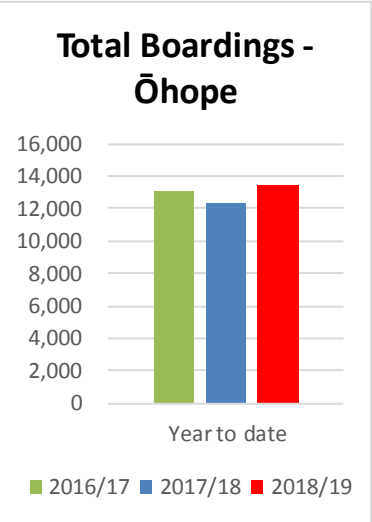
Ōhope – Whakatāne

Monthly Fare Revenue				Year to Date Fare Revenue		Year to Date Farebox Recovery
	Dec-17	Dec-18	% change	To Dec-18	% change	To Dec-18
Cash	$1,187	$1,327	+11.7%	$5,385	+6.5%	27.8%
Smartcard	$1,582	$1,710	+8.1%	$13,424	+12.0%	
SuperGold	$655	$635	-3.0%	$4,151	+7.8%	
Total	$3,424	$3,672	+7.2%	$22,959	+9.9%	

Monthly Patronage			Year to Date Patronage	
Dec-17	Dec-18	% change	To Dec-18	% change
1,915	2,021	+5.5%	13,429	+8.8%

Patronage - Year to Date





Patronage by Passenger Type			Patronage by Time Period			Patronage by Payment Type		
Type	Year to Dec-18	% change	Time Period	Year to Dec-18	% change	Type	Year to Dec-18	% change
Adult	2,673	+5.6%	Mon-Fri Peak	4,955	+12.3%	Cash	2,297	+1.7%
Child	7,479	+8.6%	Mon-Fri Off-Peak	7,527	+6.7%	Smartcard	8,573	+13.4%
Senior	2,627	+10.0%				SuperGold	2,295	+7.8%
Tertiary	650	+21.5%	Sat-Sun	947	+8.6%	Transfer/Free	262	-33.2%

Comments

Comparing the July 2018 to December 2018 period with the same period for the 2017/18 financial year, the Ōhope to Whakatāne bus service has performed as follows:

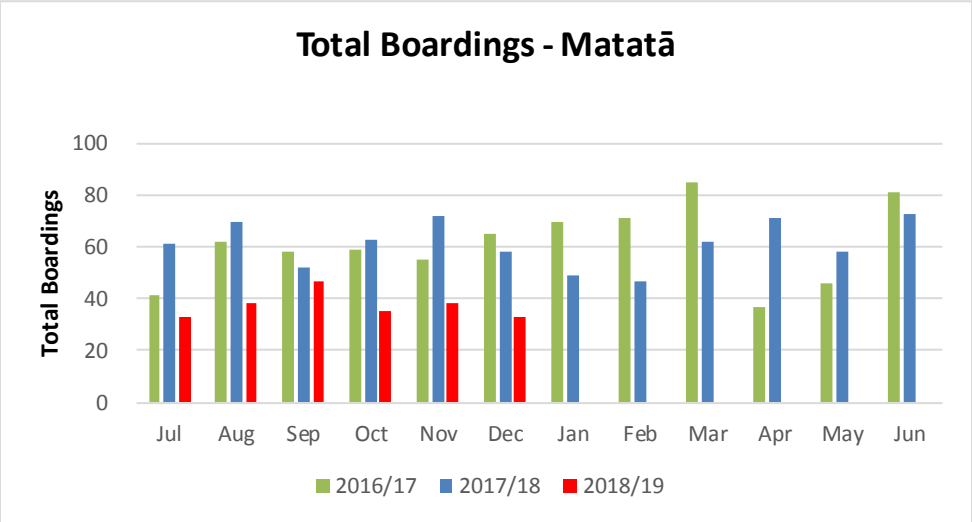
- In December 2018 there was a 7.2% increase in revenue compared to the year before, and a 5.5% increase in patronage.
- The Ōhope – Whakatāne service is performing well, with year on year growth in revenue and patronage.

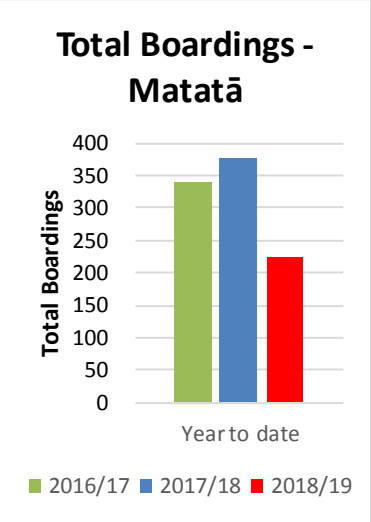
Matatā – Whakatāne

Monthly Fare Revenue				Year to Date Fare Revenue		Year to Date Farebox Recovery
	Dec-17	Dec-18	% change	To Dec-18	% change	To Dec-18
Cash	$20	$22	+10.6%	$79	-61.5%	27.8%
SuperGold	$137	$72	-47.2%	$531	-36.4%	
Total	$157	$94	-40.0%	$610	-41.4%	

Monthly Patronage			Year to Date Patronage	
Dec-17	Dec-18	% change	To Dec-18	% change
58	33	-43.1%	224	-40.4%

Patronage - Year to Date





Patronage by Passenger Type			Patronage by Time Period			Patronage by Payment Type		
Type	Year to Dec-18	% change	Time Period	Year to Dec-18	% change	Type	Year to Dec-18	% change
Adult	19	-57.8%	Mon-Fri Peak	224	-40.4%	Cash	19	-64.8%
Child	0	-100.0%	Mon-Fri Off-Peak			SuperGold	205	-36.3%
Senior	205	-36.3%	Sat-Sun					
Tertiary	0	-100.0%						

Comments

Comparing the July 2018 to December 2018 period with the same period for the 2017/18 financial year, the Matatā bus service has performed as follows:

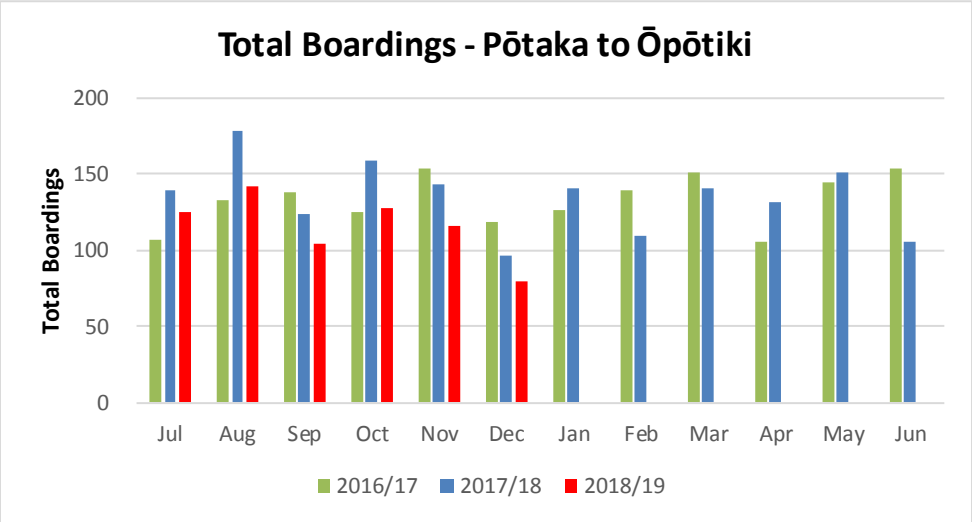
- Annual patronage is down by 40.4% compared to the previous year.
- Annual revenue is down from the previous year by $431, or 41.4%.

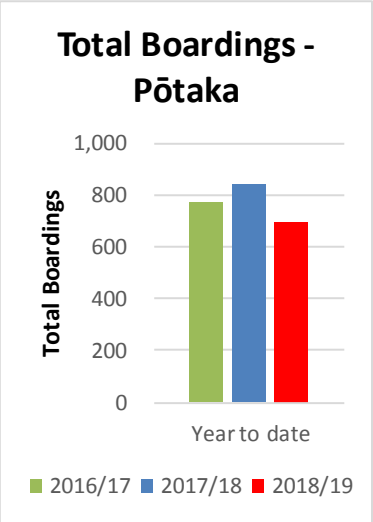
Pōtaka – Ōpōtiki

Monthly Fare Revenue				Year to Date Fare Revenue		Year to Date Farebox Recovery
	Dec-17	Dec-18	% change	To Dec-18	% change	To Dec-18
Cash	$535	$506	-5.4%	$4,246	-9.5%	
SuperGold	$289	$188	-34.9%	$1,612	-30.2%	
Total	$823	$694	-15.7%	$5,857	-16.4%	

Monthly Patronage			Year to Date Patronage	
Dec-17	Dec-18	% change	To Dec-18	% change
97	79	-18.6%	694	-17.5%

Patronage - Year to Date





Patronage by Passenger Type			Patronage by Time Period			Patronage by Payment Type		
Type	Year to Dec-18	% change	Time Period	Year to Dec-18	% change	Type	Year to Dec-18	% change
Adult	348	+0.3%	Mon-Fri Peak	Unable to be reported at this time		Cash	454	-8.7%
Concession	106	-29.3%	Mon-Fri Off-Peak			SuperGold	240	-30.2%
Senior	240	-30.2%	Sat-Sun	n/a				

Comments

Comparing the July 2018 to December 2018 period with the same period for the 2017/18 financial year, the Pōtaka bus service has performed as follows:

- Year to date patronage is down 17.5% mainly due to a 30.2% reduction in SuperGold card passengers.
- Year to date revenue is down 15.7% mainly due to a 34.9% reduction in revenue from SuperGold card passengers.

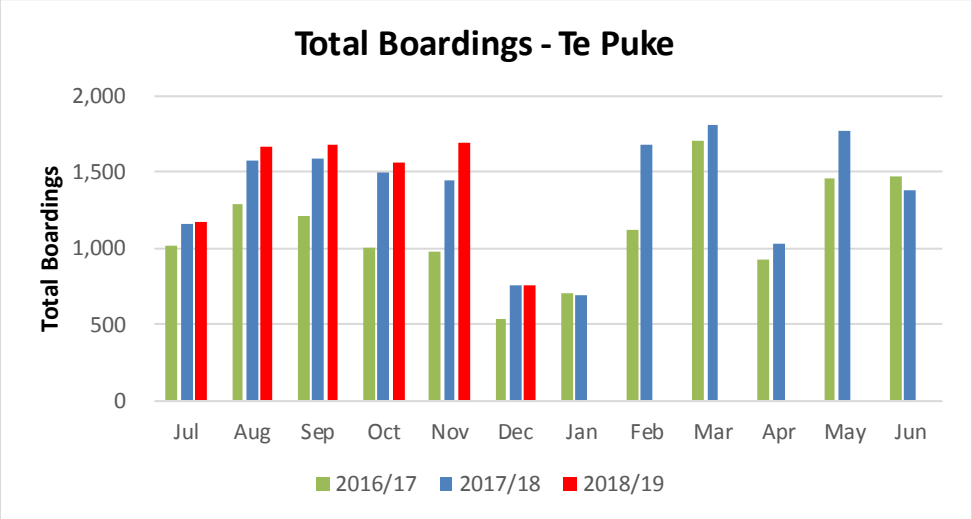
December 2018 – Western Bay Public Transport Patronage Report

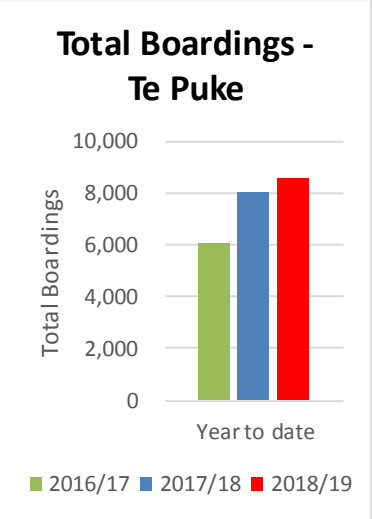
Te Puke - Tauranga

Monthly Fare Revenue				Year to Date Fare Revenue		Year to Date Farebox Recovery
	Dec-17	Dec-18	% change	To Dec-18	% change	To Dec-18
Cash	$650	$976	+50.2%	$4,263	+31.9%	27.4%
Smartcard	$954	$1,104	+15.7%	$16,852	+10.4%	
SuperGold	$537	$249	-53.6%	$2,024	-1.9%	
Total	$2,140	$2,329	+8.8%	$23,138	+12.5%	

Monthly Patronage			Year to Date Patronage	
Dec-17	Dec-18	% change	To Dec-18	% change
763	762	-0.1%	8,549	+6.5%

Patronage - Year to Date





Patronage by Passenger Type			Patronage by Time Period			Patronage by Payment Type		
Type	Year to Dec-18	% change	Time Period	Year to Dec-18	% change	Type	Year to Dec-18	% change
Adult	1,703	+102.0%	Mon-Fri Peak	6,649	+6.1%	Cash	1,102	+20.7%
Child	93	+47.6%	Mon-Fri Off-Peak	1,900	+7.6%	Smartcard	6,650	+5.7%
Senior	743	-3.9%				SuperGold	732	-4.6%
Tertiary	6,010	-5.4%	Sat-Sun	n/a	n/a	Transfer/free	63	+6.8%

Comments

Comparing the July 2018 to December 2018 period with the same period for the 2017/18 financial year, the Te Puke to Tauranga bus service has performed as follows:

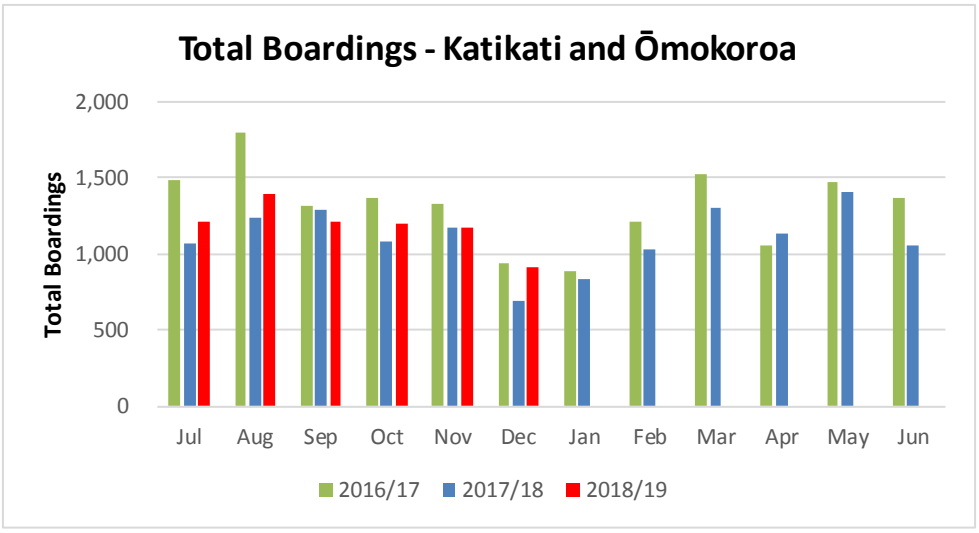
- Overall patronage has increased by 6.5% year to date and peak time travel has increased by 6.1%
- After five consecutive months of increased patronage December patronage is flat. Note the Route 222 Te Puke Shopper ceased on December 10th but frequency of Route 221 has been increased.
- Adult patronage is up 102.0% however this increase is offset by decreases in tertiary student and senior travel of 5.4% and 3.9% respectively.
- Total revenue has increased by 12.5%.

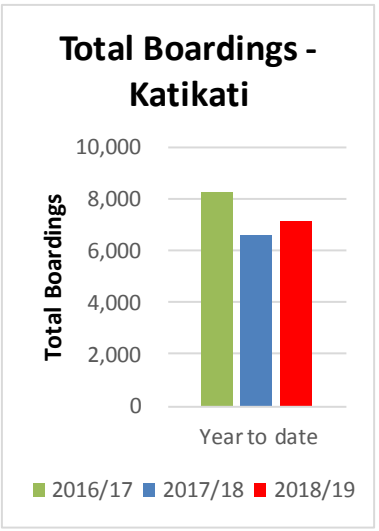
Katikati and Ōmokoroa – Tauranga

Monthly Fare Revenue				Year to Date Fare Revenue		Year to Date Farebox Recovery
	Dec-17	Dec-18	% change	To Dec-18	% change	To Dec-18
Cash	$896	$849	-5.2%	$6,292	+1.3%	
Smartcard	$1,290	$2,004	+55.3%	$17,096	+12.3%	
SuperGold	$765	$881	+15.1%	$5,610	-3.2%	
Total	$2,951	$3,734	+26.5%	$23,388	+9.1%	

Monthly Patronage			Year to Date Patronage	
Dec-17	Dec-18	% change	To Dec-18	% change
691	918	+32.9%	7,108	+8.6%

Patronage - Year to Date





Patronage by Passenger Type			Patronage by Time Period			Patronage by Payment Type		
Type	Year to Dec-18	% change	Time Period	Year to Dec-18	% change	Type	Year to Dec-18	% change
Adult	3,216	+40.1%	Mon-Fri Peak	4,931	+13.0%	Cash		
Child	36	-32.1%	Mon-Fri Off-Peak	1,746	+13.5%	Smartcard	Unable to be reported at this time	
Senior	1,753	-0.3%				SuperGold		
Tertiary	2,103	-13.7%	Sat-Sun	431	+38.1%	Transfer/Free		

Comments

Comparing the July 2018 to December 2018 period with the same period for the 2017/18 financial year, the Katikati and Ōmokoroa to Tauranga bus services have performed as follows:

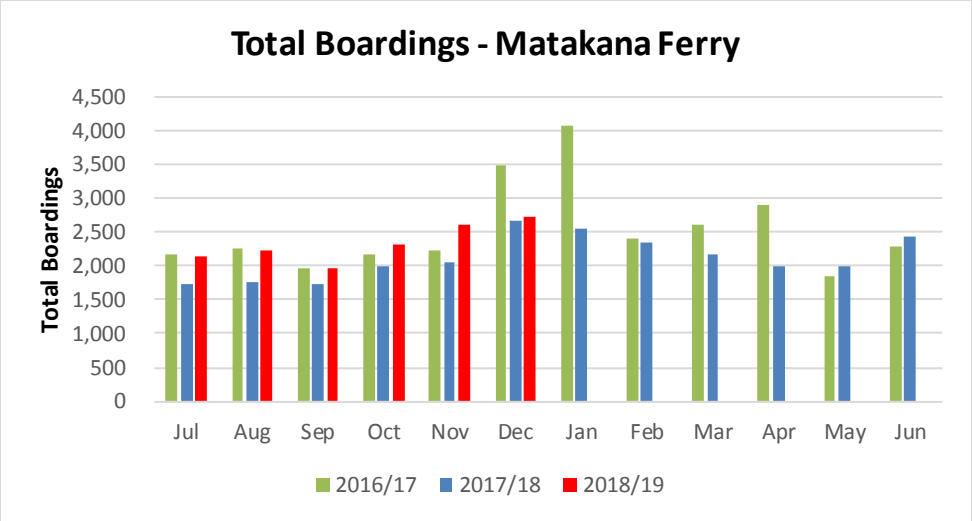
- Year to Date Patronage has increased by 8.6%, however it is noted that issues with ticket machines and data collection negatively influenced the 2018 figures.
- Year to Date Revenue has increased by 9.1%.

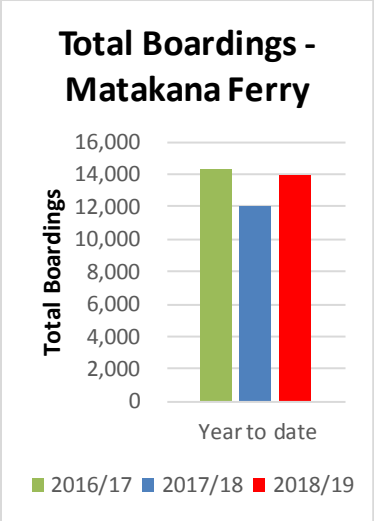
Ōmokoroa – Matakana Ferry

Monthly Fare Revenue			Year to Date Fare Revenue		Year to Date Farebox Recovery
Dec-17	Dec-18	% change	To Dec-18	% change	To Dec-18
n/a			n/a		n/a

Monthly Patronage			Year to Date Patronage	
Dec-17	Dec-18	% change	To Dec-18	% change
2,676	2,731	+2.1%	13,987	+17.1%

Patronage - Year to Date





Patronage by Passenger Type			Patronage by Time Period			Patronage by Payment Type		
Type	Year to Dec-18	% change	Time Period	Year to Dec-18	% change	Type	Year to Dec-18	% change
Adult	10,847	+23.6%	Mon-Fri Peak	Unable to be reported at this time		Cash	Unable to be reported at this time	
Child	3,140	-0.9%	Mon-Fri Off-Peak			Smartcard		
			Sat-Sun			SuperGold		
						Transfer/Free		

Comments

Comparing the July 2018 to December 2018 period with the same period for the 2017/18 financial year, the Ōmokoroa to Matakana ferry service has performed as follows:

- Patronage has increased by 2.1% for December and is up 17.1% year to date.

Receives Only – No Decisions

Report To: Public Transport Committee

Meeting Date: 08 February 2019

Report From: Garry Maloney, Transport Policy Manager

Other Matters of Interest

Executive Summary

This report provides information on other matters that the Committee may be interested in, which on their own aren't sufficient to warrant separate reports.

Recommendations

That the Public Transport Committee:

1 Receives the report, Other Matters of Interest.

1 Introduction

This report provides information on other matters that the Committee may be interested in, which on their own aren't sufficient to warrant separate reports.

2 Western Bay of Plenty Sub-region

2.1 Engaging Older People in Transportation Planning

Staff reported on progress with the Engaging Older People in Transportation Planning project at the last meeting of the Committee.

The project is on track for delivery before the next meeting of the Committee and will be reported following receipt of the final report.

3 Rotorua

3.1 Mamaku Trial Public Transport Service

Members will recall that through the development of the Council's current Long Term Plan (LTP), it agreed to investigate the need for a public transport service connecting Mamaku to Rotorua and staff have previously reported on the progress of that investigation.

Staff met with the Rotorua Rural Community Board on 23rd January 2019 in the Village. This meeting provided a valuable link to the community and staff were well received. Discussions were able to confirm the residents' requirements regarding a route and scheduling.

Staff have also had a discussion with a local tour operator who is very supportive of our efforts to date.

Staff are now in the process of approaching three operators to obtain a quote.

The next step is to review the quotes received and following Council providing funding for the trial in the 2019/20 financial year, commence the service.

4 Budget Implications

4.1 Current year budget

This report does not require a decision so there are no current financial implications.

4.2 Future Budget Implications

This report does not require a decision so there are no future financial implications.

Garry Maloney
Transport Policy Manager

30 January 2019