NELSON-TASMAN

# REGIONAL PUBLIC TRANSPORT PLAN 2021-31

Nelson City Council
Te Kaunihera o Whakatū

tasman district council

Te Kaunihera o
te tai o Aorere

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# 1. Summary

This Regional Public Transport Plan (RPTP) details the investment programme required to enable public transport (PT) to play a key role in the delivery of a multimodal sustainable transport future for the Nelson Tasman region that will combine with other key strategies to contribute to achieving the carbon emission reduction targets set. Both Nelson City Council and Tasman District Council have placed Climate Change and carbon emission reduction amongst their highest priorities and community outcomes for the coming years.

This RPTP has been prepared to deliver a step change in the public transport network and system in the wider Nelson Tasman area over the next 10 years. It focuses on delivering a system that builds on the existing services, supports accessibility and good urban design, provides a larger proportion of our residents with a viable alternative to using the private car, is sustainable, affordable, and contributes to meeting our emission reduction targets. It has been prepared as a partnership between Tasman District Council and Nelson City Council, with our funding partner New Zealand Transport Agency (Waka Kotahi), with the intent of providing the wider community with an aligned, improved public transport service integrated across the district.

The RPTP details the investment programme required to enable public transport to play a key role in the delivery of a multimodal sustainable transport future for the Nelson Tasman region. Investment is to improve the service delivery and integrate public transport with other active mode options. The programme links closely with other investments in active transport, linking journeys, accessibility between modes, minimising journey barriers and enabling users to identify and enjoy the benefits of transport choices.

The Future Development Strategy (FDS) has provided an important direction to this review, since it indicates where population is expected to increasingly concentrate in the future, both within the urban area and in the surrounding regional areas, which fall within the review's scope. The regional areas lie outside of the current contracted bus network, but planned growth is likely to amplify demand for public transport services between these areas and from them to the Nelson-Richmond urban area.

This RPTP has been prepared in conjunction with the Regional Land Transport Plan (RLTP). These two investment programmes are aligned in their long-term outcomes, objectives and investment focus.

It has also recognised that the services must deliver value for money for the co investors, continue to maintain or improve levels of service for existing users and attract new users to improve fare revenue and reduce overall transport related carbon emissions.

It achieves this by identifying public transport improvements in 3 yearly stages from 2023 to 2029, within Waka Kotahi guidelines, coordinating with the objectives of the draft 2021-2031 RLTP, the Nelson Future Access Project, the Richmond Programme Business Case, FDS, the wider regional strategic objectives of the two Councils Long Term Plans, and the Government Policy Statement on Transport 2020 (GPS).

**Year 2023 – Stage 1:**

- Single urban fare zone,
- Bus priority measures, in the shorter term (intersections)
- Simplified route network to operate 7am – 7pm, 7 days a week, bus stop improvement programme started,
- low emission buses,

- Regional commuter service from Motueka and Wakefield to Richmond, connecting to Nelson, on demand local Stoke service,
- Community transport supported for Motueka, Golden Bay, Wakefield and Hira,
- Estimated net cost $2.85m.

**Year 2026 – Stage 2:** - *implementation will follow a review of the Stage 1 initiatives and timing will be adjusted as required:*

- All day 30 minute frequency on urban routes, 7am – 7pm, 7 days a week, bus stop improvement programme *continued*,
- Stand-alone peak hour regional services from Motueka and Wakefield to Nelson,
- Park and ride facility in Richmond,
- Estimated net cost $4.73m.

**Year 2029 – Stage 3**: - *implementation will follow a review of the Stage 2 initiatives and timing will be adjusted as required:*

- Increased peak hour frequencies on key urban routes,
- Addition of weekend bus services on regional routes,
- Estimated net cost $5.73m

Maximising the benefits from investment in these service and network improvements requires a commitment to the delivery of focussed short and longer term bus priority on the road network. These will target the improvement in the reliability of the services timetable, increasing the attractiveness of public transport compared to private cars, and a visual demonstration of the priority public transport has in the overall transport network. The Nelson Future Access Study has included bus priority measures in the short-term programme priority for investment, with priority lanes in the longer term

Both Tasman and Nelson Councils have funding proposals to improve the interchange facilities in both Richmond and Nelson as the service levels increase.

Implementation of these proposals over the coming 10 years will provide more affordable, accessible and extended PT coverage to a larger proportion of the region's residents, more frequent timetable, better infrastructure and improved information. This step change to public transport for Nelson Tasman is a key part of a larger strategic vision to improve access to alternative modes of transport and facilitate an integrated sustainable transport network across the region. This RPTP takes into account other on-going strategies such as Nelson City Council's and Tasman District Council's draft Active Transport Strategies, Parking Strategies and Speed Management reviews. How public transport fits into the larger sustainable transport vision is discussed further in section 10.2.

## 2. Introduction

This RPTP sets out the joint Tasman District Council and Nelson City Council intentions and policies regarding public transport in Nelson and Tasman for the next 10 years. This RPTP takes into account all relevant national and local policies, and the public transport funding from Waka Kotahi likely to be available to the Councils.

The Councils have taken a collaborative approach to this review to deliver an integrated public transport service. Existing public transport services operate as one network, and some of these services cross the territorial boundary. Both councils seek to improve public transport coverage and service levels to fully support mode shift and sustainable growth, and, in so doing, provide a regional integrated network that meets the PT objectives.

The plan's primary focus is on Nelson City, and Tasman District north of Wakefield and east of Motueka. This includes the Nelson-Richmond urban area, where all existing scheduled public transport services are provided. The plan also extends to introduce PT services for parts of Tasman District that fall outside of the focus area.

The plan has been based on a PT review undertaken jointly by the two councils in 2020 to achieve an integrated enhanced Nelson Tasman PT network. The outcome reflects input from a wide range of stakeholders and interested parties, although it has been conducted during the Covid-19 pandemic, which limited the scale and extent of engagement. Beyond the joint NCC and TDC workshops, these include:

- Waka Kotahi which co-funds public transport with the councils,
- the current bus operator SBL Group,
- Nelson Marlborough District Health Board,
- Nelson Youth Council,
- Nelson 2020 Residents Survey, and
- The general public, through engagement using online surveys and the Shape Nelson platform.

## 3. Purpose of the RPTP

The Land Transport Management Act 2003 (LTMA) states that the purpose of an RPTP is to provide:

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

This RLTP has been prepared in accordance with the LTMA requirements.

# 4. Objectives

This regional public transport development programme is based on a stepped customer focused approach to meet the objectives agreed during its development. That is to provide a regional integrated network which:

1. Provides attractive, economic and viable transport choices for all sectors of the community,
2. Reduces the reliance on private cars,
3. Is sustainable and reduces carbon emissions.

## 5. Strategic alignment

This RPTP has been prepared to align with national and regional direction for public transport together with local strategies, policies and plans, as shown in Table 1 below:

| Document | Relevance |
|---|---|
| Land Transport Management Act 2003 | Part 5 sets out the statutory provisions relating to the regulation and management of public Transport in NZ. This RPTP aligns closely with these requirements. |
| Government Policy Statement of Transport 2020 | Identifies the Government priorities for land transport and funding allocations for next 10 years. This RPTP aligns with the GPS priorities by providing travel options that facilitate and encourage alternative modes of transport which are more sustainable than private car use. |
| Te Tauihu Regional Land Transport Plan 2021-2031 | This RPTP is a fundamental part of the delivery of both the short and longer term goals, objectives and desired outcomes of the Te Tauihu RLTP. PT is a cornerstone element in achieving the sustainable transport vision for the region through improving access, transport choices, supporting and integrating with active options, improving health, wellbeing and urban amenity whilst contributing to reducing carbon emissions. |
| Nelson City Council LTP 2021-2031 | NCC have identified developing a sustainable transport culture as a key target for the next 3 years. This RPTP provides an investment in PT proposals that aligns with this and that will contribute to achieving this community outcome. |
| Tasman District Council LTP 2021-2031 | The Tasman LTP outlines the projects and services that are planned for a ten year period, including those from the Transportation Activity Management Plan. These projects include the development of an improved regional public transport service. |
| Tasman Resource Management Plan | The TRMP is the principle document that determines where commercial and residential growth will occur within the Tasman region, which in turn influences future demand for public transport services. |
| Nelson Plan | The Draft Whakamahere Whakatū Nelson Plan is a resource management plan for managing how Nelson grows and develops, and for protecting our natural environment. This RPTP supports the |

| | |
|---|---|
| | sustainable transport aspects of the draft plan. |
| TDC Transport Activity Management Plan (AMP) | The TDC Transport AMP is the key document that lays out changes to the transport activities in the region, including active and public transport. |
| NCC Transport Activity Management Plan (AMP) | The NCC Transport AMP provides the strategic investment activities for the next 10 years. PT is a key part of this framework for investment. |
| Nelson Tasman Future Development Strategy (FDS) | The Nelson Tasman Future Development Strategy outlines a long-term picture of future urban growth in the region over the next 30 years. This RPTP aligns with the FDS by taking into account urban growth, both greenfield and intensification, in the development of our Public Transport network, with the intention of providing future areas of growth with access to passenger transport services |
| Richmond Business Case (RBC) | The RBC seeks to provide a sustainable and liveable urban environment and optimise the transport system within the Richmond area. |
| Nelson Future Access Project (NFA) | The Nelson Tasman Future Development Strategy outlines a long-term picture of future urban growth in the region over the next 30 years. This RPTP aligns with the FDS by taking into account urban growth, both greenfield and intensification, in the development of our Public Transport network, with the intention of providing future areas of growth with access to passenger transport services |
| Richmond Network Operating Framework (NOF) | The Richmond NOF is a framework that seeks to plan for an integrated transport network that provides access to all mode users. This RPTP aligns closely with the Richmond NOF by planning to achieve the NOF's strategic objective for public transport |
| Nelson Network Operating Framework (NOF) | The Nelson NOF provides the transport framework for the areas of Nelson not included in the NFA. |
| Tasman Parking Strategies | The Tasman Parking Strategy outlines a high-level plan for the future management of parking in the Tasman region, with a focus on encouraging safe alternative travel routes over car parking facilities, and limiting the amount of long term |

| | |
|---|---|
| | parking close to the town centres. This RPTP strategically aligns with the Parking Strategy by planning for a public transport system that will provide people with ~~a~~ reliable and efficient alternative transport |
| Nelson Parking Strategy | Currently being developed, with a sustainable transport focus. |
| Climate Commission Report 2021 | This RPTP aligns with the proposed move towards alterative (non-fossil fuel) power. |
| Zero Carbon Act | Recognises PT must respond to the environmental priorities set by government |

# 6. Current services

Public transport services have operated in the Nelson-Richmond urban area since 1927. The contracted bus network dates from 1998, when four local routes (to Atawhai, The Brook, Toi Toi/Hospital, and Washington Valley) were introduced along with the Late Late Bus in Nelson. The network expanded to include the two major and previously commercially operated Nelson-Richmond routes when a new contract was introduced in 2012. It has gradually evolved since then to include a Stoke loop service, which was introduced in 2015 but withdrawn and replaced with three off-peak only local routes in 2017; as well as a pair of local Richmond routes, which were introduced on 3 August 2020; and other minor changes to services.

## 6.1 Routes

The current network consists of the eleven distinct routes shown in Figure *6-1*, plus the Late Late Bus.

*Figure 6-1: Current Bus Routes*

*Table 6-1: Current Bus Routes – Frequency and Hours of Operation*

| Bus Route | Description | Weekdays | Weekend Days |
|---|---|---|---|
| Route 1 | Nelson to Richmond via Waimea Rd and Main Road Stoke | 30min (7:00am-9:00am)<br>60min (9:00am-3:00pm)<br>30min (3:00pm-6:00pm)<br>60min (6:00pm-7:00pm) | 120min (8:00am-6:00pm) |
| Route 2 | Nelson to Richmond via Rocks Rd and Main Road Stoke | 30min (6:45am-8:45am)<br>45-60min (8:45am-3:15pm)<br>30min (3:15pm-5:45pm)<br>45min (5:45pm-6:30pm) | 120min (9:00am-5:00pm)<br>105min (5:00pm-6:45pm) |
| Route 3 | Nelson to Atawhai | 30min (7:15am-8:15am)<br>45-60min (8:15am-4:00pm) | Saturday only:<br>60-70min (9:30am-12:40pm) |

| Bus Route | Description | Weekdays | Weekend Days |
|---|---|---|---|
| | | 30min (4:00pm-6:00pm) | 30min (12:40pm-1:10pm)<br>60min (1:10pm-2:10pm) |
| Route 4 | Nelson to The Brook | 30min (7:15am-8:15am)<br>55-75min (8:15am-3:30pm)<br>30-35min (3:30pm-6:05pm) | Saturday only:<br>60-70min (9:00am-2:10pm) |
| Route 5 | Nelson to Toi Toi loop via Nelson Hospital. Limited services extend to Kawai St South | 30min (7:15am-8:15am)<br>45-70min (8:15am-4:00pm)<br>30min (4:00pm-6:00pm) | Saturday only:<br>60-70min (09:30am-2:40pm) |
| Route 6 | Nelson to Tahunanui via Washington Valley | 115-120min (9:35am-1:30pm) | No services. |
| Routes 7A, 7B and 7C | Three one-way loops around Stoke | 60min (9:15am-11:15am)<br>120min (11:15am-1:15pm)<br>60min (1:15pm-2:15pm) | No services. |
| Routes 8E and 8W | Two one-way loops around Richmond | 60-95min (6:45am-6:25pm) | Saturday only:<br>85-120min (7:45am-2:40pm) |
| Late Late Bus | Late night bus between Nelson and Richmond | Friday night only:<br>60-120min (9:55pm-3:10am) | Saturday night only:<br>60-120min (9:55pm-3:10am) |

The table shows that service levels vary considerably within and between routes.

**Routes 1 to 5** operate roughly between 7:00am and 7:00pm on weekdays, at 30-minute frequencies during peak periods (7:00am-9:00am and 4:00pm-6:00pm) and 30 to 75-minute frequencies outside of the peak, depending on the route and time of day. Routes 1 and 2 overlap from Main Road Stoke southwards, effectively doubling the peak hour frequency to every 15 minutes between Stoke and Richmond on this section.

Service levels reduce significantly on weekend days. Routes 1 and 2 operate throughout the day on both Saturday and Sunday but drop to 120-minute frequencies. Routes 3 to 5 operate between 9:00am and roughly 2:30pm on Saturday only, running to typically 60 to 70-minute frequencies.

**Route 6 and the three Route 7** one-way loop variants provide a basic level of access at weekday off-peak periods only. Route 6 operates between 9:30am and 1:30pm at a 115 to 120-minute frequency. Routes 7A, 7B and 7C operate between roughly 9:00am and 3:00pm at a 60-minute frequency, but with a 120-minute gap in the middle of the day. Some residents of the areas served by the four routes are within a reasonable access distance of other routes that provide a higher level of service.

**Routes 8E and 8W** are new routes that significantly increase public transport coverage within Richmond. They operate as one-way loops between roughly 7:00am and 6:30pm on weekdays and 8:00am and 3:00pm on Saturdays, making their service span broadly consistent with Routes 3-5. However, their frequencies are low and do not follow a consistent pattern (fluctuating between 45 and 95 minutes on weekdays and 85 and 120 minutes on Saturdays).

The Late Late Bus is a late-night route that follows a one-way loop via the Route 1 and 2 corridors (northward and southward respectively). It thus provides only indirect service to the areas north of Main Road Stoke. It operates between roughly 10:00pm and 4:00am on Friday and Saturday nights only, at a 60 to 120-minute frequency.

Engagement with the Tasman and Nelson communities has clearly indicated that these service levels do not provide an attractive travel option.

## 6.2 Fare Structure

The current fare structure and new electronic payment system, the Bee Card, were introduced to the Nelson and Tasman regions on 3 August 2020, in conjunction with the roll-out of the new Richmond routes.

The Bee Card is a tag-on tag-off prepay travel card that can be used on public transport systems in various regions around New Zealand[1], including the Nelson-Tasman network. It replaces the previous paper-based ticketing system, providing a modern means of payment and discounted fare for customers, and improved data on public transport usage.

The new fare structure consolidated a four-zone fare structure to three zones by collapsing previous zones 1 and 2, and in doing so, reduced fares and significantly simplified the fare product range. The new zones are shown on the Figure *6-1* map and schematically in Figure *6-2* below.

*Figure 6-2: Current Fare Zones*

The simplified fare structure is outlined below. A one-hour free transfer between services is provided to Bee Card users.

[1] Northland, Waikato, Bay of Plenty, Hawke's Bay, Taranaki, Manawatu-Whanganui, Nelson, Otago, Invercargill, Nelson and Tasman.

## 6.3 Customer Journeys

The network has a customer base that is typical of provincial centres and suburban areas in the larger centres. Figure 6-3 shows that adult and concession fare users each account for around 40% of current customers, with the balance being primarily SuperGold Card holders. Concession fares are available to children, students, and Community Services Card holders as noted above.

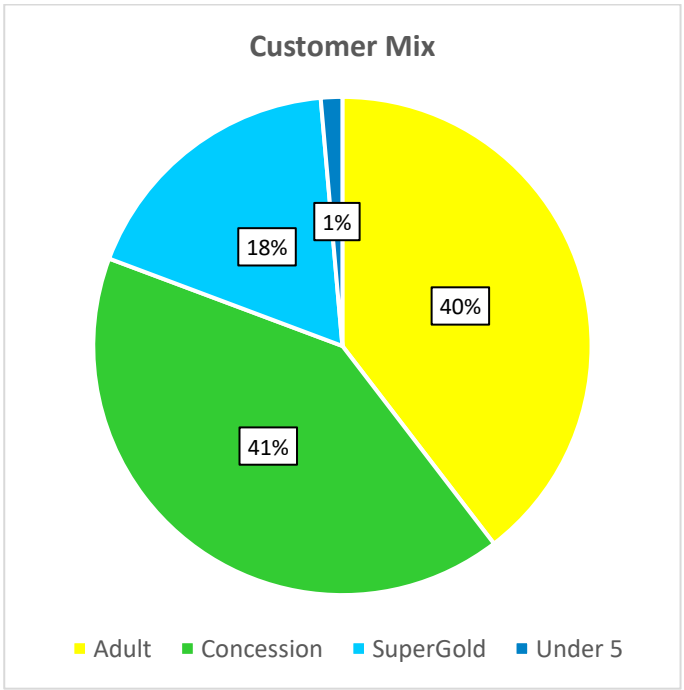



Figure 6-3: Customer Mix

Figure *6-4* shows the typical distance travelled by customers under the previous four-zone fare structure. It indicates that more than two thirds of customers travelled more than one zone, even though it is only possible to do this on routes 1 and 2. This suggests that the network is predominantly used for longer journeys to destinations that fall outside of a reasonable

journey by active modes, highlighting a potential issue with most of the routes, which fall within one zone and thus only provide for short distance transfer-free travel.

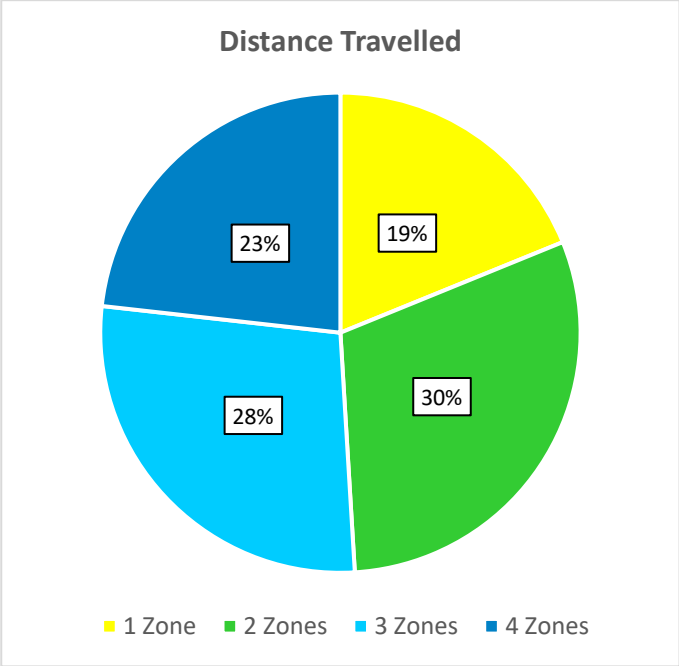



*Figure 6-4: Distance Travelled*

## 6.4 Institutional Framework

The contracted bus network is branded as NBus. Services are currently operated by SBL Group under contract to NCC, through a single unit gross contract which varied the previous net contract on 3 August 2020. This contract is due to expire in June 2023. TDC contributes to the cost of providing services within the Tasman district. Each council is responsible for public transport infrastructure within its area.

### Total Mobility scheme

Whilst most of the buses in Nelson are designed to be as user-friendly as possible, and are wheelchair accessible, there are some users (particularly those with various disabilities) that are either unable to use the buses or can only use them at some times during the day. Council therefore provides administration support and funding for the Total Mobility Scheme in Nelson and Tasman. This scheme provides transport assistance to people with disabilities though the provision of half-priced taxi fares (up to maximum subsidy per trip of $10 per one way trip). Total Mobility operates in Nelson, Richmond and Motueka, with about 1,400 people using the scheme.

Approximately 40,002 trips are made annually through the scheme in Nelson and Tasman. The annual subsidy cost of this service is approximately $280,000. Waka Kotahi meets 50% of this cost[1] ; NCC meets its share of the costs incurred in Nelson ($126,000), and Tasman District Council meets the costs incurred in Tasman district ($42,000).

The scheme also provides taxi-vans capable of carrying people in wheel-chairs, and provides for an extra $10 subsidy per trip for the use of these taxi-vans in recognition of the costs and time involved in carrying passengers using a wheelchair. Assistance with the costs of installing the necessary equipment into the vans to enable them to carry wheelchairs and

[1] The Transport Agency subsidy rate is 60%, but it also provides an additional $10 payment for each wheelchair trip. This has the effect of increasing the overall The Transport Agency subsidy rate

electric chairs is 50% reimbursed by Waka Kotahi and 50% by the operator but subsidy must be applied for through Council as the approved organisation.

NCC administers the scheme, including contracting assessment agencies. In 2018 Nelson/Tasman migrated from paper vouchers to an electronic ID card system (known as RIDEWISE). NCC administers payments to the service providers including taxi companies through this system. A national upgrade to RIDEWISE2 is programmed for 2021.

Because Total Mobility is a nation-wide scheme, there are certain rules, aimed at ensuring consistency between the places where the scheme operates, about how the scheme is run. Councils will continue to comply with these rules and thus ensure Nelson and Tasman members of the scheme can use the scheme elsewhere in NZ.

Both Councils intend to continue to support and provide the Total Mobility scheme, and increase the subsidy to $15.

### Regional Priorities

There are a number of regional plans that outline the integration of PT into the overall planning for the Tasman Nelson region (Section 5). They confirm the role PT has to play in the delivery of the overall transport system, how it contributes to ensuring our changing demographics have access to all services and places, how economic activity can be supported by improved PT, how growth can be supported by good PT planning and delivery. The investment programme identified in this RPTP has been closely aligned to contribute towards achieving the targets and objectives set in the plans, and discussed further in Sections 6.5 and 10.3 below.

The objectives have a strong sustainability emphasis, which is consistent with the wider RLTP objectives. The RPTP specific objectives identified in Section 4 provide clear justification for investment in improvements to coverage and service levels, and to other improvements that will increase its competitiveness with private vehicles, such as bus priority, or make it generally more attractive and easier to use as a transport option.

## 6.5 Transport Planning Context

### 6.5.1 Regional Land Transport Plans (RLTP)

Nelson and Tasman RLTPs are jointly developed by NCC, TDC and Marlborough District Council (MDC), to provide a coordinated transport planning approach for Te Tauihu (Top of the South) region.

The draft RLTPs for the period 2021-2027 set out objectives that are consistent with the GPS. Public transport is most directly related to the following RLTP objectives: mode choice, safety, network management, resilience and environmental outcomes.

### 6.5.2 Nelson Tasman Future Development Strategy

The Nelson Tasman Future Development Strategy (FDS) was adopted in July 2019. It sets out a high-level plan for longer term growth, in response to significant recent and projected population growth, which could see up to 40,000 extra people and require an 24,000 extra homes over the next thirty years. It recommends catering to growth through a mix of intensification in existing urban areas and greenfields expansion around them. Figure *6-5* shows the growth areas where development will be focused.

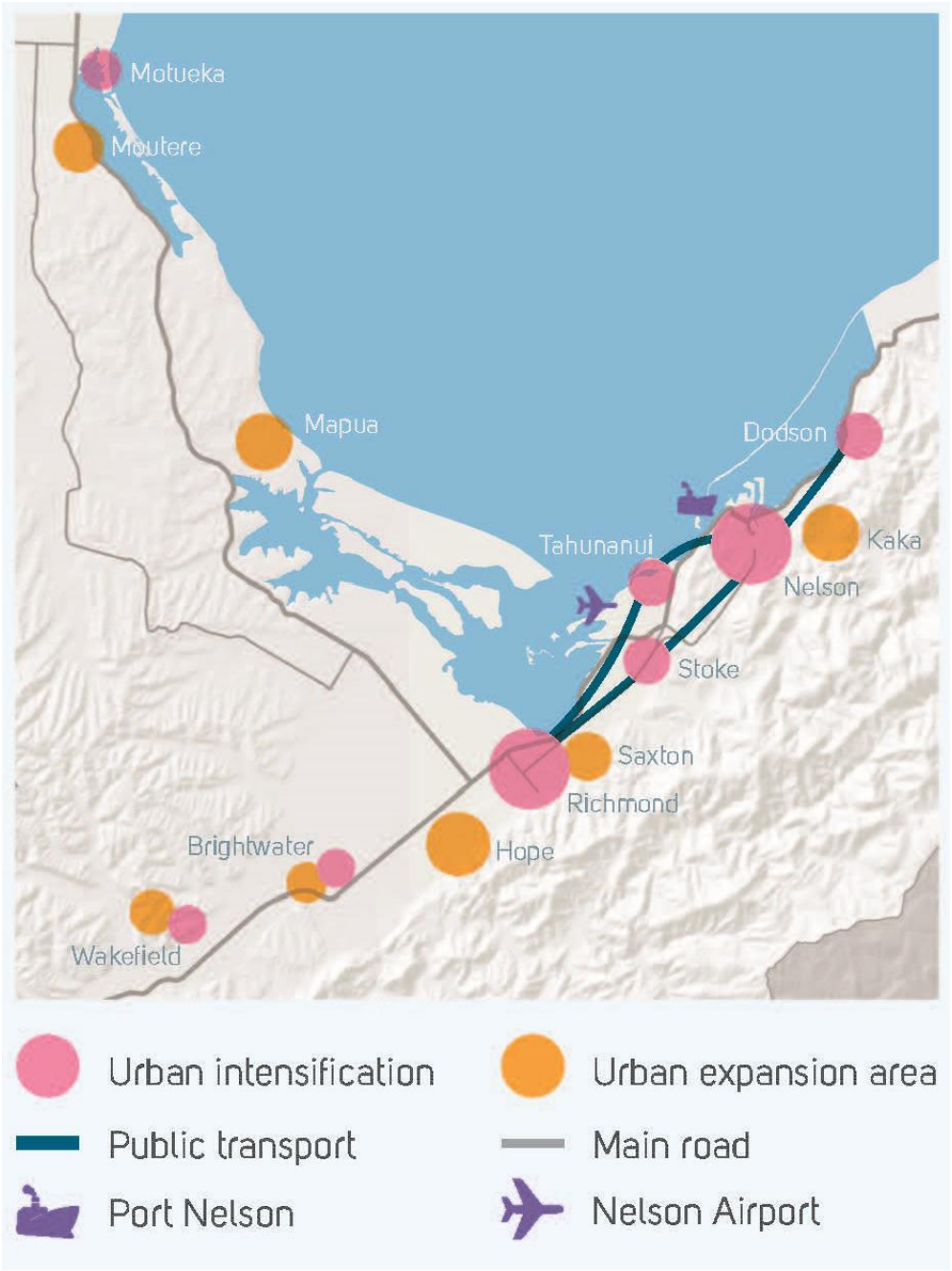



*Figure 6-5: Growth Areas Anticipated by the FDS*

Many of these areas have been identified as areas where PT will have a significant role to play in catering to the transport demand generated by population growth, particularly in the Nelson-Richmond urban area. With respect to public transport, the FDS consequently identifies specific actions to:

- promote intensification in a way that supports public transport and active modes,
- develop a transport system that is supportive of intensification, such as a public transport spine,
- support more frequent and efficient public transport services, and
- invest in transport projects that help to lead urban growth, such as proactive development of public transport.

The FDS complements the RLTP and RPTP by supporting investment in public transport improvements, particularly to coverage and service levels, to enable the public transport network to take on an increasingly important role within the Nelson Tasman transport system. A clear link is also drawn between the roles of public transport and the complementary active transport modes. Improvements to walking and cycling routes around the urban areas in Nelson and Richmond will mean that more people can safely and easily access their nearest bus stops on foot, bike or scooter, thereby combining PT and active transport options to achieve Nelson Tasman's vision for a more sustainable transport system.

### 6.5.3 Nelson Future Access

The Nelson Future Access Study (NFAS) is led by Waka Kotahi, working with NCC and local Iwi. NFAS will help plan a transport system that works for Nelson by identifying an investment programme that supports the community's aspirations for a thriving City Centre, a people focussed waterfront and a healthy environment. The strategic direction of this RPTP fully supports the NFAS which aims to confirm the best way to provide a long term (30 year) safe, accessible and resilient transport system, supporting continued economic growth and meeting the diverse needs of our community. It's important to keep Nelson moving as it grows, to reduce carbon emissions and to address the threat to infrastructure of climate change.

It is currently investigating options to future-proof the transport system between Stoke and Nelson city centre, and seeks to address problems relating to the inability of the transport network to support the increasing movement of people and freight, neighbourhood severance caused by conflicting use of the road network, and the susceptibility of the arterial road network to natural events.

The public was consulted on three long term packages in mid-2020. All assume some investment in public transport services and infrastructure, including intersection bus priority, with one package proposing future investment in high occupancy vehicle priority lanes on the Waimea Road and State Highway 6 corridors. A decision is yet to be made on a preferred option (as of February 2021).

### 6.5.4 Richmond Programme Business Case

The Richmond Programme Business Case (RPBC) is currently underway and is expected to be completed in August 2021 by Waka Kotahi and TDC. It seeks to provide a sustainable and liveable urban environment and optimise the transport system within Richmond by addressing problems relating to increasing traffic volumes as a result of growth, and delays caused by traffic congestion.

# 7. Current Performance

## 7.1 Patronage

*All patronage figures in this report are up to March 2020. After March, COVID 19 had a significant impact on patronage, and after which bus services were offered free. The introduction of electronic ticketing will provide additional data on patronage levels and characteristics. Updated patronage figures will be included prior to finalising the document in May 2021.*

Patronage is a key indicator of public transport performance - both its level and rate of growth. Figure 7-1 shows the patronage performance of the contracted network as a whole for the 8-year period, since the introduction of the enhanced services, ending February 2020. This period predates the impact of Covid-19, which had a negative patronage impact due to the Level 4 and 3 lockdown and social distancing requirements at Level 2 and above, although patronage rebounded at Level 1. It also predates the August 2020 introduction of the new Richmond routes and changes to fares and ticketing, which were expected to have had a positive patronage impact.

The chart shows that network patronage grew strongly over the first three years of the period, reflecting the network effect created by incorporating routes 1 and 2 into the contracted network, and associated service changes. The patronage increase of approximately 40% over the period was well above population growth of around 5%. This suggests that there is an underlying propensity for public transport use within the service area, which responds when services are improved in the right way.

Patronage has been largely static since 2015, despite some minor service changes and additional population growth of around 8%. The lack of growth over this period is likely to have been influenced by a range of exogenous and endogenous factors. These include the introduction of 1 hr free parking in the Nelson city centre in early 2015, a decline in the real price of petrol over the period, the limited improvement of services, and relatively high fare levels and farebox cost recovery compared to other regions.

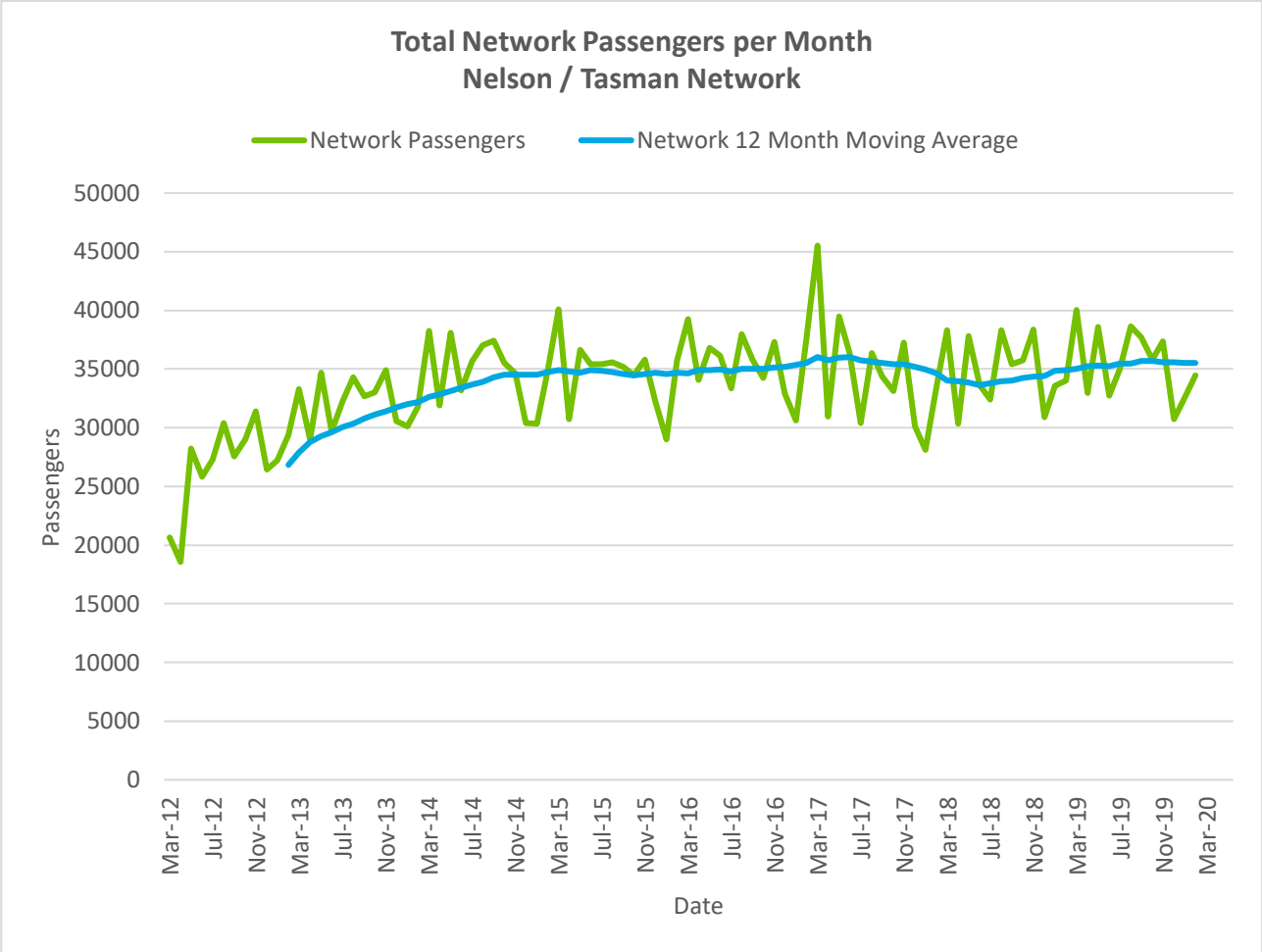



Figure 7-1: Total Monthly Patronage on the Bus Network

Appendix A provides individual patronage profile charts for each route over the same period as Figure 7-1. The Stoke routes are combined to enable comparison of changes in that area over time. The individual route charts indicate that most of the routes have broadly similar patronage profiles to the network total, particularly Routes 1 and 2, which account for 85% of total patronage and therefore dominate the total. However, Route 4 (The Brook) has shown a noticeable jump of around 35% since 2018, albeit off a low base, and Route 5 (Hospital) declined by around 20% in 2015-16 and has only marginally recovered since then. It is unclear what is driving these local differences, as neither route, nor the communities that they serve, has been subject to significant change that would explain the difference. The Route 5 decline may possibly relate to the removal of Nelson city centre parking charges, which would make up a high share of the cost of driving from the areas that the route serves.

Several routes have not followed the general network patronage trends. Route 6 had a flat patronage profile throughout the period, reflecting its very basic access level of service. Local Stoke patronage grew strongly under the original loop routes, but it has been low and declining since these were replaced with access-based services. Much of the Stoke catchment lies within walking distance of routes 1 and 2, so it is likely that some people have switched to these services. Patronage on the Late Late Bus declined continuously throughout the period and is now around a third lower than in 2012.

Table 7-1 compares the performance of each route over the 2019 calendar year. It shows the dominance of two Nelson-Richmond routes, which serve a large population base and range of key destinations along the north-south spine, and consequently carry more people in total and per service km than the other routes. The remaining daytime routes carry around a quarter of

the number of passengers per service km of the main routes, reflecting their narrower population base and focus on a single node. This requires passengers to transfer to other routes to reach a broader range of destinations and is likely to be a deterrent. The Late Late Bus is the poorest performing route within the network on a per service km basis, although it is provided for primarily social and safety reasons.

*Table 7-1: Performance by Route (2019 Calendar Year)*

| Bus Route | Annual Patronage | Share of Total Patronage | Passengers Per Week | Passengers Per Round Trip | Passengers Per Service Km |
|---|---|---|---|---|---|
| Route 1 | 183,068 | 43% | 3560 | 34.9 | 1.37 |
| Route 2 | 181,373 | 42% | 3527 | 34.6 | 1.24 |
| Route 3 | 22,942 | 5% | 446 | 5.5 | 0.34 |
| Route 4 | 12,803 | 3% | 249 | 3.1 | 0.30 |
| Route 5 | 15,549 | 4% | 302 | 3.7 | 0.37 |
| Route 6 | 2,414 | 1% | 47 | 3.1 | 0.29 |
| Routes 7A, B, C | 5,692 | 1% | 111 | 4.4 | 0.24 |
| Late Late Bus | 3,227 | 1% | 63 | 6.3 | 0.23 |
| Total | 427,068 | | | | |

## 7.2 Comparison with Other Regions

Table *7-2* outlines the Nelson-Tasman network's performance on key performance criteria compared to eight benchmark regions with urban populations of between 50,000 and 300,000 residents.

*Table 7-2: Comparison with Benchmark Regions (2018-19 Financial Year)*

| Region | Patronage per Capita[2] | Farebox Cost Recovery |
|---|---|---|
| Southland | 3.6 | 27% |
| Hawke's Bay | 4.9 | 33% |
| Northland | 5.9 | 51% |
| **Nelson-Tasman** | **6.2** | **58%** |
| Manawatu-Wanganui | 8.2 | 34% |
| Taranaki | 9.3 | 33% |
| Bay of Plenty | 12.4 | 23% |
| Waikato | 14.4 | 32% |
| Otago | 29.9 | 42% |

[2] Annual patronage as a ratio to urban population. Urban population includes the main and secondary urban areas in each region. It excludes minor urban areas (towns of less than 10,000 people) and rural areas. Public transport is generally provided in the main and secondary urban areas, and to link those areas with each other, in each region.

The table shows that, as a general rule, regions with higher per capita patronage tend to have lower farebox cost recovery, reflecting the cost of investment in higher service levels and (often) lower fares. There are some exceptions to this relationship, most notably Hawkes Bay and Southland, which have both low per capita patronage and farebox cost recovery, and Otago, which has high per capita patronage and relatively high farebox cost recovery. Otago benefits from high tourist (i.e. non-resident) use of public transport in Queenstown and has seen strong patronage growth following recent service improvements there and in Dunedin.

Nelson-Tasman has one of the lower patronage per capita levels (at 6.2) and the highest farebox cost recovery level (at 58%) of the nine regions. The network's per capita patronage is two thirds that of Taranaki, which has a broadly similar urban population base, and a fifth that of Otago, which has approximately double the urban population. This suggests that Nelson-Tasman is under-performing and that a much higher per capita patronage level should be achievable if across the board improvements are made as they have been in Otago.

The network's farebox recovery has been consistently one of the highest in the country over the last decade and the highest in the country outside Marlborough in 2018-19. It will reduce with the recent service improvements and fare reductions but is likely to remain well above most comparable regions. Investment in further service improvements and fare reductions, which would further lower farebox recovery but make public transport a more viable option for a broader range of customers, may therefore be justifiable if supported by NCC, TDC and Waka Kotahi.

## 7.3 Public Feedback

### 7.3.1 Issues and Needs Survey

Public feedback provides a qualitative way to measure performance and public expectations. An issues and needs engagement was conducted for this review via the Shape Nelson website between March and May 2020. Respondents were asked questions about their household's use of public transport and given the opportunity to provide feedback to open ended questions in their own words. The survey received 490 responses (a good response given that it was conducted during the Covid-19 lockdown period), 41% from households that use public transport and 59% from those that don't.

A total of 316 responses were received to a question on what respondents like about the current public transport service. Figure 7-1 provides a breakdown of their responses by category.

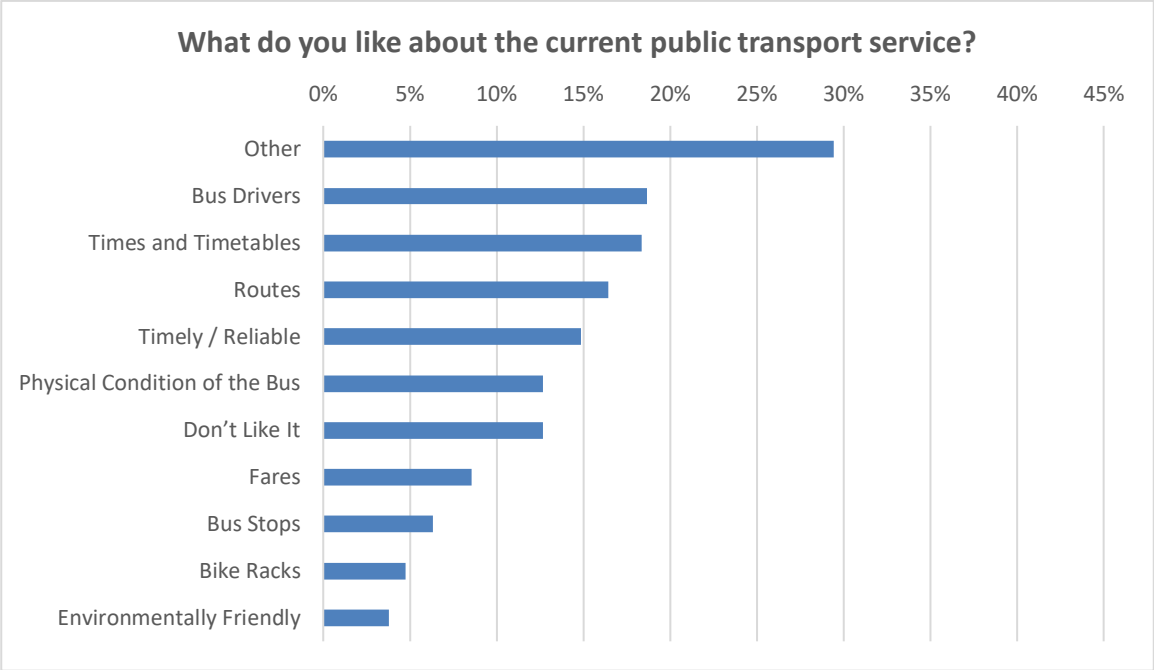



*Figure 7.1: What Survey Respondents Like About the Network*

The positive responses were mostly generic, such as "it's good", "it exists" and "there is space to sit down", which have been characterised as "other". Overall, respondents most like the bus drivers, timetables, and routes, however the proportions are low (less than 20% each). This indicates that there are a wide range of aspects that people like about the service, but that no one particularly stands out.

There was much more consensus about what respondents dislike about the service. Figure 7-2 shows that, of the 374 responses received to this question, 45% dislike the timetables and 39% dislike the routes. The substantial difference between those that like and those that dislike timetables and routes suggests that there is an issue with timetables and routes that needs to be addressed. Less than 20% of respondents raised fares as an issue, and a similar number highlighted "other" issues, including things such as "lots of empty buses" and "not possible to practise social distancing". Reliability was not raised as a major issue, which is significant, as traffic delays are a problem on the Route 1 and 2 corridors, and reliability is generally very important to public transport users.

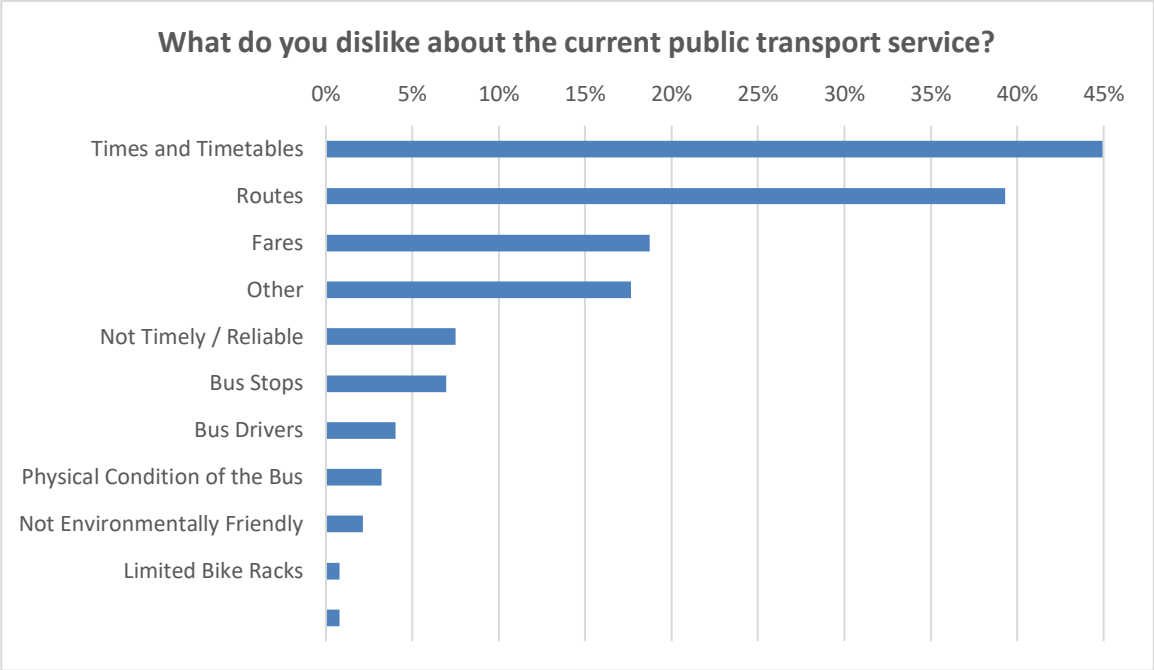



*Figure 7-2: What Survey Respondents Dislike About the Network*

Respondents were also asked what changes would make public transport more convenient and easier to use, the response to which shown in Figure 7-3.

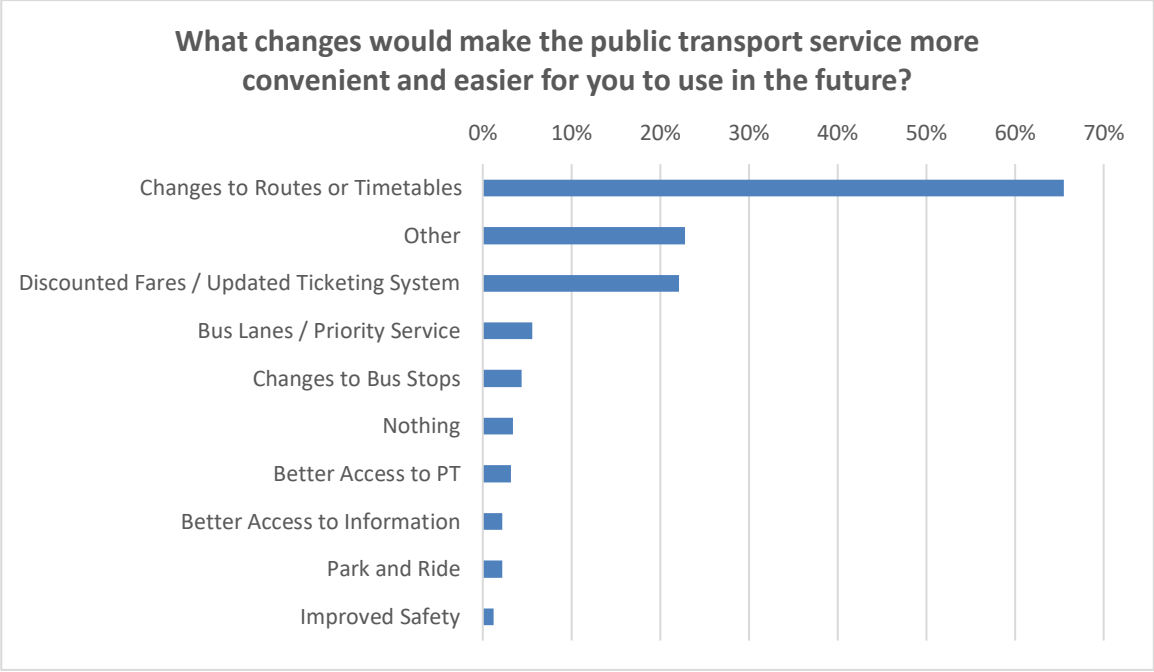



*Figure 7-3: Changes Respondents Would Make to the Network*

Responses to the last question were generally aligned with what respondents did not like about public transport services, with improvements to timetables, routes and fares being the priority. More than 60% suggested changes to the routes or timetables, covering service to new destinations (particularly in Tasman) and improvements to days of service, hours of service, and particularly frequency. Over 20% suggested changes to the fares (particularly fare reductions), or the ticketing system. It is important to note that the survey was conducted prior to the introduction of the new Richmond routes, and fares and ticketing changes that

reduced the average fare, so some suggested route, fare and ticketing priorities have since been at least partially addressed.

Bus priority, bus stop, information, park and ride, and safety changes were raised in response to the last question, but only in relatively small numbers. It is, however, clear from the comments that some people feel that the service could be better promoted. 20% of responses were generic, such as "make it better".

## 7.4 Other Surveys

A wide range of other public feedback on public transport needs has been collected over recent years. The following examples represent some of the themes.

A survey on active transport in the Tasman district in 2018, which received over 500 responses, found that 8% see bus as their preferred mode of transport. The most common reasons stated for not taking the bus were distance, safety and time.

A community wellbeing survey in Mapua and surrounding areas in July 2019, which received over 300 responses, found that more than half would use public transport if it were available. Most stated that their current means of transport is private car. Suggestions from the survey included the following:

- provide services to Motueka, Mapua, Richmond and Nelson
- provide public transport options for disabled people and teenagers, and
- use rates/taxes to create a public transport system.

Public transport-related submissions on the 2018 Nelson LTP and Tasman LTP include feedback on the following:

- increase frequency or expand bus routes to encourage mode shift away from private vehicles and reduce congestion
- improve public transport access for the elderly
- introduce clearways for buses to improve journey times
- extend services to outlying townships, such as Mapua, Brightwater and Tapawera
- improve bus services within Richmond, and
- provide services to the airport and encourage tourists to use public transport.

Services within Richmond have recently been improved as previously noted. However, this review has considered whether there may be a better long-term option.

## 7.5 Assessment

Current performance has been assessed across six key attributes – five that focus on the customer and drive public transport use, and another that relates to how the service is delivered. These attributes are:

- coverage – whether the network links people to the places that they want to get to
- convenience – whether services enable people to travel when they want to, swiftly and reliably
- facilities – whether the supporting infrastructure and vehicles are comfortable and attractive
- fares – whether the fare is intuitive and affordable

- information – whether it is easy for new users to find, understand and use services, and
- delivery framework – whether the institutional framework is appropriate.

Most of the public feedback outlined in Section 7.3 relates to the five customer-focused attributes, particularly to access/coverage, convenience and fares.

Convenience is frequently cited as a key reason for not using public transport (including in the above feedback), and is critical to public transport's attractiveness. Frequency is the most important element of convenience – the lower the frequency the more people must schedule other activities around public transport times and thus the more it is only useful people who cannot drive. It is therefore particularly critical to mode shift. A route that provides good access to a range of destinations is an essential prerequisite to any convenience-related improvements.

Appendix B details the Issues and Needs Survey results. The development of the proposals in this RPTP have been focussed on delivering well planned PT service and network to address the key barriers to PT use identified

# 8. Proposed Improvement Investment Programme

The proposed programme is based on a medium change programme option. It has been selected as the programme that includes the most desired mix of improvements, meets the objectives identified earlier, and provides a strong patronage response while also being affordable. It consists of improvements to:

- the route network
- service levels
- facilities
- vehicles
- fares, and
- brand and information.

It is anticipated that the programme will be implemented over three key stages, in July 2023, 2026, and 2029 respectively, although it may be possible to introduce some of the 2023 improvements at an earlier point, and to accelerate later improvements if justified by demand. This staged approach will ensure that the most important programme elements are introduced first to provide a good platform on which to build, with later improvements incrementally increasing service levels to further strengthen the overall public transport offering. The staged approach will maintain affordability for ratepayers and taxpayers, since significant public investment will be required, and the benefits will accrue over a long period.

It is proposed the programme will be supported by a more formalised shared approach to public transport planning and delivery by NCC and TDC, delivered by a joint regional resource This delivery framework will ensure that a coordinated system view is taken, and that the network effect will be maximised as public transport adapts over time, while maintaining clear cost and decision accountability.

Table 8-1 below summarises the stepped change approach. More specific details of the route, timetable and service improvements are outlined in Sections 8.1-8.4 below.

*Table 8-1: Summary of Proposed Route and Timetable changes*

| **Stage 1 -2023** | **Stage 2- 2026** (Confirmed in 2026-2032 RPTP) | **Stage 3- 2029** (Confirmed in 2029-2035 RPTP) |
|---|---|---|
| • a new simplified urban route network, which will operate seven days a week with improved service levels<br>• a new demand responsive service to supplement the main routes in Stoke<br>• new regional commuter services from Motueka and Wakefield to Richmond (and onwards to Nelson)<br>• formalised community transport in Motueka, Golden Bay, Wakefield, and Hira<br>• new high-quality super stops at Richmond, Stoke, Tahunanui, Hospital and Nelson<br>• bus stop improvements elsewhere in the network<br>• low emission buses<br>• a new fare structure based around a single urban fare zone, and<br>• information improvements<br>• new branding | • all day 30-minute frequencies on urban routes<br>• introduction of stand-alone regional routes<br>• park and ride facilities<br>• Review of urban development and intensification proposals to target any new PT opportunities | • increased peak frequencies on urban routes<br>• the addition of weekend bus services on regional routes<br>• Review of urban development and intensification proposals to target any new PT opportunities |

| **Stage 1 -2023** | **Stage 2- 2026** (Confirmed in 2026-2032 RPTP) | **Stage 3- 2029** (Confirmed in 2029-2035 RPTP) |
|---|---|---|
| • the services are delivered by a dedicated single regional staff member who will manage the contract procurement and operation, reporting to the two Councils jointly | | |
| **Ongoing current work**: | | |
| • Improvements that can be achieved within 2021-2023 including discussions with NMIT regarding student travel and increasing bus options for school aged students.<br>• bus stop infrastructure and information improvements to build and improve convenience and broaden public awareness of the current services,<br>• Bus priority investment<br>• Urban Interchange development<br>• Review of fare concession categories<br>• Review of role public transport can contribute to emission reduction and climate change | | |

Figure 8-1 below shows the progression of route and services from the current PT network through to 2029 according to this RPTP. Figure 0-6 highlights the additional changes included in the activity programme to improve supporting infrastructure and behaviour change.

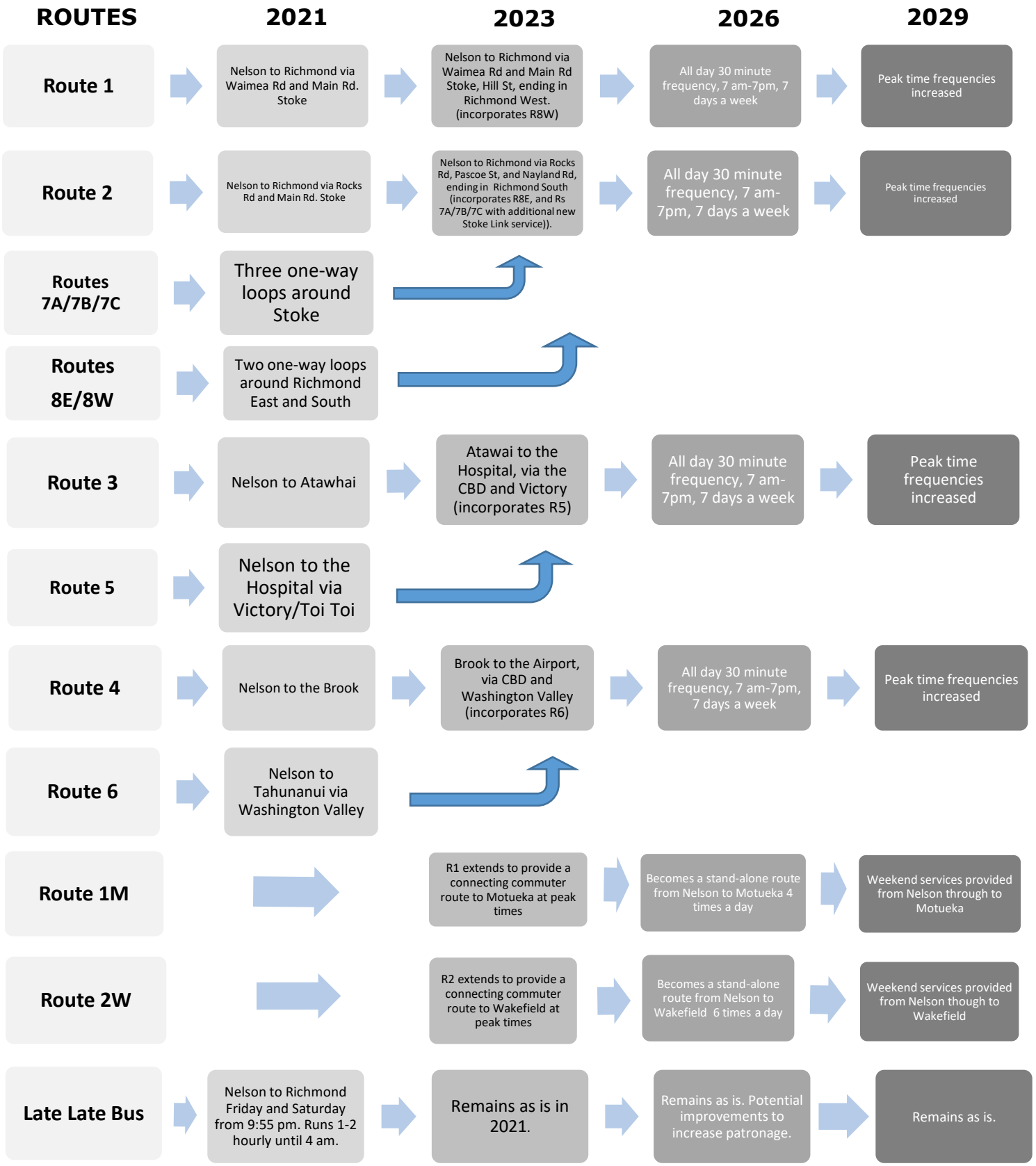
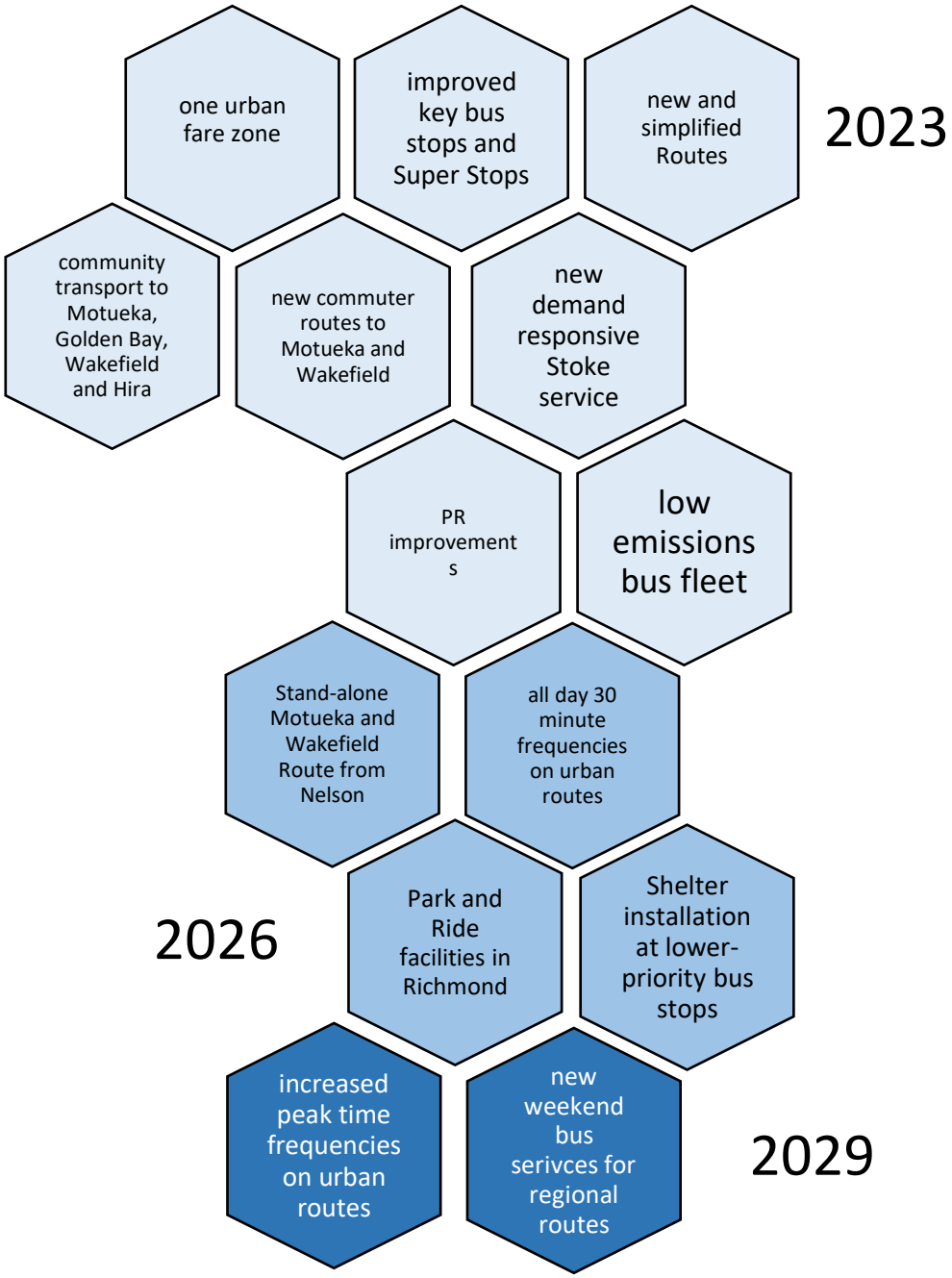



*Figure 8-1: Progress of improvements to PT network from 2021 to 2029.*

*Figure 8-2: Key changes to Infrastructure, Frequency, Fares and Branding from 2023 to 2029*



## 8.1 Stage 1- 2023

Stage 1 will include the most significant improvements of the programme and bring a step change to public transport. It will be implemented in July 2023, aligned with the start of a new bus operating contract.

The Stage 1 package will include:

- a new simplified urban route network, which will operate seven days a week with improved service levels
- a new demand responsive service to supplement the main routes in Stoke
- new regional commuter services from Motueka and Wakefield to Richmond (and onwards to Nelson)
- formalised community transport in Motueka, Golden Bay, Wakefield, and Hira
- new high-quality super stops at Richmond, Stoke, Tahunanui, Hospital and Nelson
- bus stop improvements elsewhere in the network
- low emission buses
- a new fare structure based around a single urban fare zone, and
- public information improvements.

The focus of this stage will be on the introduction of a simplified and planned network of connected and regular services in the urban area, and establishing formal public transport in regional areas, supported by improvements to facilities, fares, and information, branding, and marketing. These changes will make public transport easier to understand, use and remember, and a more competitive and compelling option for more journeys, providing the basis for growth.

The following sections provide details of the proposed Stage 1 changes.

### 8.1.1 Urban Network and Services

The proposed simplified urban route network consists of the four standard routes shown in Figure 8-3, supplemented by a new demand responsive service in Stoke, and the Late Late Bus.

*Figure 8-3: Proposed Urban Network. Larger scale plans of the proposed routes are attached in Appendix D*

The proposed standard routes are based on current routes, which have been modified and combined to improve access in both existing and new areas, reduce the need to connect while facilitating better connections, provide direct two-way service that is more intuitive and faster than the current loops, and function collectively as a network. The proposed routes are:

- **Route 1 (Nelson-Richmond West via Waimea Road):** a modified version of the current Route 1, which will follow the existing route for much of its length, but travel via Richmond east and the Richmond town centre to terminate Richmond west, to replace parts of the existing Richmond loop routes, better serve new development, and provide east-west connectivity within Richmond as well as a direct link into Nelson from Richmond west and east
- **Route 2 (Nelson-Richmond South via Rocks Road):** a modified version of the current Route 2, which will follow the existing route for much of its length, but travel:
    - via Tahunanui Drive, Pascoe Street and Nayland Road, to replace part of the existing Stoke loop routes, and provide better connectivity within and from Tahunanui and Stoke, better access to schools, and better access to employment in the Annesbrook area
    - beyond the Richmond town centre to terminate on the southern side of Richmond, to replace parts of the existing Richmond loop routes, better serve new development, and provide north-south connectivity within Richmond as well as a direct link into Nelson from Richmond south

- **Route 3 (Atawhai-Hospital):** a new north-south Nelson route, which will combine and replace the current Route 3 (Atawhai) and most parts of Route 5 (Hospital via Toi Toi), to provide better access to a range of destinations across the wider Nelson city centre from both ends of the route, and better access to schools and the hospital from the north. The exact route is still provisional at this stage. It will be dependent on development in the area, the size of the buses procured and public demand for the service, and
- **Route 4 (The Brook-Airport):** a new east-west Nelson route, which will combine and replace current Route 4 (The Brook) and most parts of Route 6 (Tahunanui via Washington Valley), and extend to the **airport**, to provide better access to a range of destinations across the wider Nelson city centre from both ends of the route, including NMIT from the west, significantly enhanced access to Washington Valley and surrounding areas, better connectivity within and from Tahunanui, better access to employment in the Annesbrook area, and an airport link.

All four standard routes will operate between 7am and 7pm seven days a week ('7-7-7'), initially at a half-hourly peak frequency and hourly off-peak and weekend frequency. This will improve service levels on all routes by providing:

- longer weekday hours of service to many areas
- longer weekend hours of service to all areas
- higher weekend frequency to many areas, and
- Sunday service to most areas.

These improvements will increase the number of urban area residents within a 10-minute walk of a seven-day service by 62%, from 35,200 to 57,100.

The four standard routes will operate to a 'pulse' timetable, where they will all be scheduled to depart from key nodes (e.g. Nelson, Stoke and Richmond) at the same time, with a short dwell to enable customers to connect between services. This will maximise network connectivity across all time periods, allowing anyone to travel anywhere within the standard network with a maximum of one connection and minimal wait, providing a level of convenience that is usually associated with larger higher-frequency networks.

One downside of the pulse timetable is that it will reduce the effective frequency on the Main Road Stoke-Salisbury Road corridor, where routes 1 and 2 currently overlap and operate on alternating timetables. However, there will be much less overlap between these routes in the future, so fewer people would be able to take advantage of this frequency, and many current customers from this area will benefit from the route changes that will significantly reduce their walk to public transport, provide better links to other parts of the urban area, and provide better weekend service levels. The decoupling of routes 1 and 2 will also enable them to individually adapt to growth and take advantage of new roading links in the future.

The standard route network will be supplemented by a new demand-responsive **Stoke Link** service. It will replace the existing Stoke local routes and provide a basic access service to connect residents of Monaco, the parts of Stoke that will fall outside of a reasonable (5 to 10-minute) walk of routes 1 and 2, and the Marsden and Ngawhatu valleys, with the Stoke suburban centre. The service will pick up customers at their door, but it will run only at low frequency during off-peak times on weekdays (9am and 3pm), and only if booked in advance.

The Late Late Bus service will be retained as it is, but the reasons for the patronage decline will be investigated and improvements made if identified.

Appendix D provides a description of the routing of the four standard routes and an indication of the intended Stoke Link service area.

### 8.1.2 Regional Network and Services

Stage 1 will begin the process of establishing formalised public transport in regional areas. This will include the introduction of peak commuter services and formalised community transport services.

Commuter Services

The new commuter services will be established as peak extensions of routes 1 and 2, with:

- one Route 1 service (provisionally designated as Route 1M) departing Motueka ahead of its scheduled start at Richmond west in the morning and terminating at Motueka in the evening, travelling via Tasman, Ruby Bay, and Mapua in each direction; and
- one Route 2 service (provisionally designated as Route 2W) departing Wakefield ahead of its scheduled start at Richmond south in the morning and terminating at Wakefield in the evening, travelling via Brightwater in each direction.

Figure 8-4 shows the proposed routing of these services, which is also described in Appendix D.

Establishing peak commuter services as extensions of standard routes will provide a low cost means of responding to community requests for such services, and allow the public transport market on each corridor to be ascertained prior to further investment in standalone services. Their timing is yet to be determined, but the intention is to allow for a Nelson arrival by 8am and a Nelson departure by 5:30pm, to allow some flexibility around a standard working day. The services are not intended to cater to school travel, but they will facilitate travel to before-school and from after-school activities, and they will therefore complement school services.

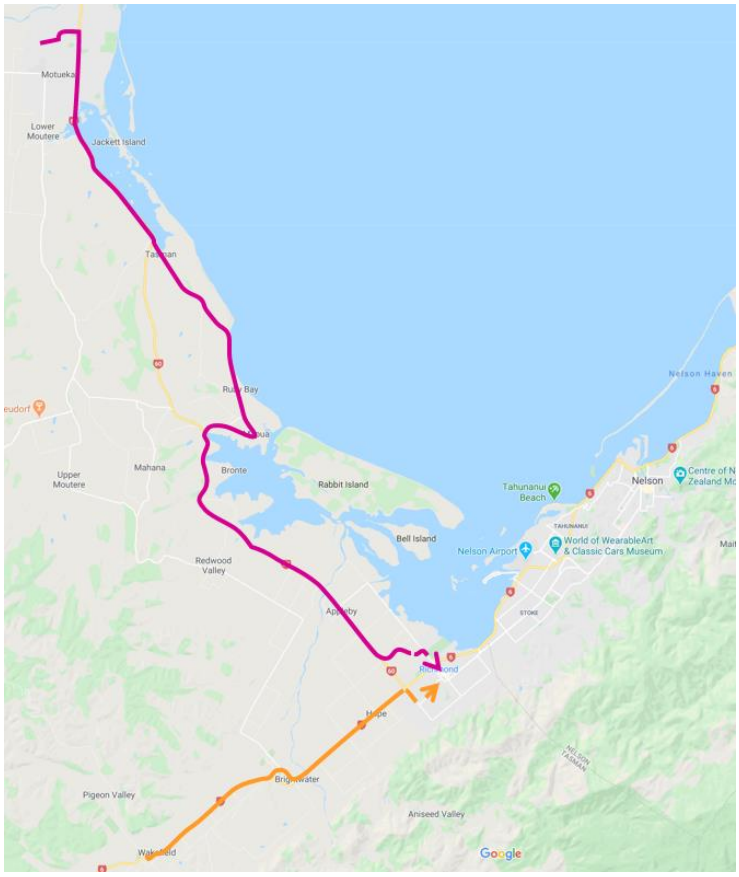



*Figure 8-4: Proposed Regional Bus Routes. A large scale plan is attached in Appendix D*

#### 8.1.2.1 Community Transport

Volunteer-run and community-supported community transport offers an effective means of providing basic access in regional areas, and community transport services have recently been established in Wakefield and Mapua. Some support is provided to these services through council grants, but it is not currently treated as transport system investment.

It is proposed to formalise and extend support for community transport, in the same way as several other regions with a similar urban-rural mix to Nelson-Tasman, and use it to complement peak commuter services by providing basic access to healthcare, public services, and other similar services and activities that often require off-peak journeys. Formalised community transport links will be supported between Wakefield and Richmond, Motueka and Richmond, Golden Bay and Nelson, and Hira and Nelson during Stage 1, with each council providing support to the transport trusts that run the services.

### 8.1.3 Facilities and Vehicles

#### 8.1.3.1 Network Nodes

Bus stops at key activity centres and interchanges (Nelson, Nelson Hospital, Tahunanui, Stoke and Richmond) will be upgraded with high quality 'super stop' waiting facilities, to recognise their importance as key destinations within the network, support the new network and facilitate connections between services, and provide an improved customer experience. Details are to be confirmed and will be specific to the location, but these bus stops will have enclosed shelters, with good lighting, ample seating, and information in the form of network maps, timetables and real time information, along with supporting facilities such as secure cycle parking.

The bus stops will be located where routes cross and shared by multiple routes where feasible. They will have sufficient capacity to enable services from all routes serving the location to arrive, enable interchange, and depart within the same timeframe, as required by the pulse timetable.

#### 8.1.3.2 Other Bus Stops

Bus stops will be formalised on all bus routes, and located close to walking links to maximise the access catchment within a 5 to 10-minute walk via the footpath network. They will have a concrete pad if not located on a footpath, and be equipped with a branded bus stop flag, and route and timetable information. These actions will clearly establish the presence of the bus service from a branding perspective, and provide both the point and the information needed for new users to understand and access the service.

Both councils will step up the installation of shelters (with seating) at bus stops, focusing on the stops with higher boarding levels, and those with regular boardings that are located close to rest homes, schools, shops, community facilities, and other similar locations. Shelter is an important feature from a customer experience perspective.

#### 8.1.3.3 Bus priority

Bus priority, both short and long term, will be required to maintain public transport reliability and contain operating costs as traffic congestion worsens on key corridors. Any investment in priority will also improve public transport's travel time competitiveness relative to private vehicles, which is a key element of encouraging mode shift.

Both councils will support the establishment of bus priority at locations where traffic congestion is a problem, particularly at and near intersections, where delay is typically most acute and the benefit to public transport is the highest. Bus priority opportunities will be identified and addressed through the Nelson Future Access and Richmond Transport business cases.

#### 8.1.3.4 Buses

The retendering of the bus operating contract presents a unique opportunity to make a step change and replace the current vehicle fleet with one that meets higher customer and environmental standards than the current fleet, which is of variable quality and quite old.

There are two key options:

- move to a low emission Euro 5 or 6 bus fleet (or higher Euro standard if applicable), or
- move to a zero-emission bus fleet, powered by electricity (battery), hydrogen or other zero carbon source.

Low emission buses have a longer range, the ability to support features such as air conditioning, and use established technology that is widely supported. Zero-emission buses support environmental goals more strongly and they are very useful from an image and marketing perspective. However, zero-emission technologies are still developing, and some require additional infrastructure, particularly charging infrastructure for battery electric buses, which can also require upgrades to non-transport infrastructure such as substations. Cost is also a factor, but the Government has recently signalled that it will provide subsidies to support fleet conversion.

The fleet will be upgraded to one of the above standards when the new contract comes into effect. The choice will be determined closer to retendering, and tenderers may be asked to provide options for both.

The new fleet will be standardised to provide consistent quality (including features like low floor with full wheelchair accessibility, air conditioning, Wi-Fi and USB charging points), to demonstrate that all routes have an important network function, and to provide operational flexibility. It may therefore use a bus type that is much larger than the buses that are currently used on local routes, but smaller than those currently used on routes 1 and 2. Details will be confirmed at tendering. Any capacity requirements will be met through frequency increases where these are justified by demand.

### 8.1.4 Fares

Public transport fares will be further simplified, shifting from the current three zone structure to a single urban fare zone, similar to Queenstown, Rotorua, Tauranga, and other comparable urban areas. This change will provide a simple, highly intuitive, and competitively priced fare structure, particularly if it is based around current one zone fare levels and is supported by increased car parking charges (like in Queenstown). It is expected to drive patronage growth, by attracting new customers from other modes, and making it more economic for existing customers to use public transport more frequently. Crucially, it will make public transport more cost-competitive for longer journeys (such as those between Richmond and Stoke to Nelson), where private cars are the main competitor, traffic congestion is an issue, and mode shift is desired.

The single urban fare zone will be the first zone in a new three-zone system, which will extend to Motueka and Wakefield to include the new regional services to those points. This will include two regional zones:

- Zone 2 encompassing communities beyond the urban area, as far as Mapua and Ruby Bay in the west and Wakefield in the south, and
- Zone 3 encompassing communities beyond Ruby Bay, including Motueka.

Fares will increase in an even increment to ensure that they are consistent and intuitive to customers. For example, if the current one zone Bee Card adult fare is $2, so the two-zone fare could be $4 and the three-zone fare $6 if current fare levels are in place in 2023. Actual

fare levels will be determined when the new zonal system is implemented and subject to review over time, but they will be competitively priced to provide a strong mode shift incentive.

No further changes are proposed to the fare product range, which was significantly simplified with the introduction of the Bee Card.

### 8.1.5 Brand and Information

A key aspect of the success of the revised services will be the new joint public transport brand to be developed to support the unified approach to public transport planning and delivery, underline the step change improvements being made, and position public transport as a desirable transport option. It will replace all existing branding, including information material, bus stop signage, and buses. Marketing will be stepped up to support brand positioning and the roll out of the changes.

The new brand will be supported by a brand-specific web site, which will provide 'one source of the truth' for information, and ensure that it is easy to find and accessible. Improvements to bus stops, at network nodes and elsewhere, will also improve information availability, particularly the provision of some form of real-time information at network nodes, and timetable information at other stops, which may be simplified and supported by a web link using QR codes or other means.

## 8.2 Stage 2 -2026

The Stage 2 package will be implemented in July 2026 following a review of Stage 1 initiatives. The improvements may be accelerated if justified by demand, or changed or delayed if the review finds that the patronage response has been slower than expected.

The Stage 2 package will include:

- a shift to all day 30-minute frequencies on urban routes
- introduction of stand-alone regional routes
- introduction of park and ride facilities.
- review of urban development and intensification proposals to target any new PT opportunities

### 8.2.1 Urban Network and Services

Stage 1 standardises urban service levels, but does not substantially improve them outside of the weekend and in areas that benefit from route changes. Stage 2 will significantly improve service levels on the four standard routes, by increasing weekday off-peak and weekend frequencies to 30 minutes, in line with peak frequencies. This will provide a highly intuitive and memorable timetable that builds on the '7-7-7' timetable concept, with all standard routes offering a bus every 30 minutes, between 7am and 7pm, seven days a week, connecting to all other points on the urban network.

This improvement will provide a good level of service that will maximise travel options for customers across all time periods, and significantly improve their ability to use public transport to get around. It will be very easy to promote and market, and may allow many customers to do away with the timetable completely. It will be the final planned improvement in off-peak and weekend service levels.

### 8.2.2 Regional Network and Services

Stage 1 introduces services to regional areas, but only as peak extensions of routes 1 and 2, and primarily to establish and test the market. Stage 2 will introduce standalone Motueka and Wakefield routes, which will replace these initial services if they prove to be successful.

The new routes will differ from the initial services in a number of ways:

- they will provide all-day service, provisionally four services in each direction per day between Motueka and Nelson, and between four and six services in each direction per day between Wakefield and Nelson, and
- they will provide an 'all stops' service pattern between their Motueka/Wakefield terminus and Richmond, then a limited stops express pattern via Stoke, and either the Nelson Hospital or Tahunanui super stops, to Nelson.

The new regional routes will continue to follow the same route as their predecessors and may retain the same 1M and 2W designations. However, their limited stop express pattern between Richmond and Nelson will reduce regional customer travel time on this leg, and provide an express alternative for some urban area customers, since the routes will overlay routes 1 and 2 in the urban area and stop at key nodes. Both elements can be expected to drive patronage growth, as will the additional frequency that they provide in the urban area. The associated capacity increase will be particularly useful at peak periods.

The new regional routes will largely negate the need for community transport services between Motueka/Wakefield and Richmond, as they will provide off-peak services on a regular weekday schedule. Community transport support may therefore be redirected to other areas when the new routes are introduced. The new services may also negate the need for some school services on the corridors, but they are unlikely to eliminate them completely for capacity reasons.

### 8.2.3 Facilities and Vehicles

Stage 2 will also see the introduction of trial park and ride facilities in Richmond, Motueka, Wakefield and Mapua. One potential location is the A & P showgrounds in Richmond. This will be served by regular Route 1 and 1M services using conveniently located on-street bus stops. The regional park and ride facilities will allow commuters from further afield in Tasman to leave their car at a regional hub and travel by bus into Richmond or Nelson. These will perform a gateway function by enabling car drivers to park at the urban fringe and then travel by bus to their destination, avoiding later congestion and parking difficulties.

The shelter installation programme will continue through Stage 2, with emphasis moving to lesser-used stops once higher-priority stops have been addressed.

## 8.3 Stage 3 -2029

The **Stage 3** package will be implemented in July 2029 following a further network review. The improvements may be accelerated if justified by demand, or changed or delayed if the review finds that the patronage response has been slower than expected, as with Stage 2.

The Stage 3 package will include:

- increased peak frequencies on urban routes
- the addition of weekend bus services on regional routes
- review of urban development and intensification proposals to target any new PT opportunities

### 8.3.1 Urban Network and Services

Earlier stages focus on establishing a simple, connected, and regular urban network of services that is easy to understand, use and remember. Stage 3 will improve peak service levels on routes 1 and 2, and other routes if justified by demand, moving them from 30 minutes to 15 minutes (or 10 minutes if justified by demand). This improvement will provide a frequent level of service to the two main public transport corridors at peak times, offering a high level of convenience to customers, which will drive further patronage growth. It will also boost capacity to a level required by the Nelson Future Access project.

All other service levels will be maintained as proposed in previous sections, providing that the review finds that they are operating successfully. This includes the overlaid regional services, which further boost frequency and capacity on the two main corridors.

### 8.3.2 Regional Network and Services

Earlier stages focused on a weekday regional bus service, where peak services contribute to mode shift and congestion reduction, and community transport (and off-peak services) provide access to services and other activities that have a weekday focus. Stage 3 extends weekday service levels on the Motueka and Wakefield routes to the weekends, recognising that travel for work and other activities is not limited to the weekdays, and that many residents of regional areas are currently reliant on private vehicles to travel into Richmond and Nelson. This improvement introduces a consistent 'all day all week' timetable to regional services, in a similar way to the urban '7-7-7' timetable bringing similar benefits to those living inside the urban area. It also ties the communities in the study area together in a way that they have not previously been.

### 8.3.3 Facilities and Vehicles

The shelter installation programme will continue through Stage 3, with emphasis on lesser-used stops.

## 8.4 Longer Term

The programme has a 10-year focus, based on the RPTP horizon. However, it is expected that improvements will continue beyond the first decade. The following may be considered:

- diversion of Route 1 between Hill Street in Richmond and Suffolk Road/Saxton Road in the Saxton area if a new road link is constructed, to provide better access to the sports complex and the southeast area of Stoke
- route changes or a new route connecting The Ridgeway, and the Marsden and Ngawhatu valleys (which would be facilitated via a road link between the two), with Stoke, if development in the area reaches sufficient scale
- route changes or a new route serving the southwest area of Stoke
- extension of Route 3 beyond Atawhai to Todds Valley and possibly beyond
- route changes or a new route serving the southeast area of Richmond, if development in the area reaches sufficient scale
- route changes or a new route connecting the Maitai Valley with Nelson, if development in the area reaches sufficient scale
- A route to service the Princes Drive/ Tahunanui Hills area,
- connecting the above new routes with each other or possibly Route 3, to provide better access to a range of destinations
- route changes or a new route connecting Kaiteriteri with Motueka

- additional park and ride at gateway locations, such as the southern side of Richmond and at Atawhai or Todds Valley
- ferry links where suitable wharf facilities are available, potentially supported by park and ride.

All of the above have been considered through this review and cannot be justified at present, but they may be justifiable beyond the first decade.

## 8.5 Total Mobility

- Continue to administer and support the region-wide Total Mobility scheme;
- Continue to improve the administration and management of the scheme, and to meet any The Transport Agency requirements;
- All taxi companies in the scheme are required to have contracts with Council;
- Facilitate the provision of wheelchair hoist vehicles where demand warrants it and funding permits;
- Admittance to become a service provider is at the discretion of Council and is not restricted to taxi companies. Each application will be considered on its merits, but generally the requirements are that drivers be appropriately licensed and trained, the service availability hours are at least 7am to 7pm, and the fare structure is clear, similar to other providers and has been approved by Council. The provision of a wheelchair service is desirable but not mandatory;
- Review fares and the rules applying to the fares as part of the fare level and fare structure reviews;
- Investigate extension of the Total Mobility subsidy to include all public transport services

# 9. Impacts

## 9.1 Anticipated Service Levels and Patronage

Table 9-1 shows the service level impact of the proposed programme, as expressed in service km (the distance travelled while in service). It shows the substantial increase in service that residents of both the urban and regional areas will experience over the decade, with total service km more than tripling over the period.

*Table 9-1: Proposed Network Service Km*

| **Stage** | **1** | | | | **2** | | | **3** | | |
|---|---|---|---|---|---|---|---|---|---|---|
| **Financial Year** | **21-22** | **22-23** | **23-24** | **24-25** | **25-26** | **26-27** | **27-28** | **28-29** | **29-30** | **30-31** |
| Urban (000) | 493 | 493 | 737 | 737 | 737 | 1,121 | 1,121 | 1,121 | 1,292 | 1,292 |
| Regional (000) | 0 | 0 | 26 | 26 | 26 | 203 | 203 | 203 | 295 | 295 |
| Network (000) | 493 | 493 | 763 | 763 | 763 | 1,324 | 1,324 | 1,324 | 1,587 | 1,587 |

Table *9-2* shows projected network patronage demand over the decade, including that resulting from the impact of the 2020 improvements and those associated with the proposed programme. The full patronage impact of any intervention can take up to a decade, so some of the longer-term effect of later stage improvements falls outside of the timeframe shown in the table. Whilst the patronage increases primarily reflect the effect of service level increases and fare reductions, some allowance has been made for the system effect of the full suite of improvements.

*Table 9-2: Projected Network Patronage*

| **Stage** | **1** | | | | **2** | | | **3** | | |
|---|---|---|---|---|---|---|---|---|---|---|
| **Financial Year** | **21-22** | **22-23** | **23-24** | **24-25** | **25-26** | **26-27** | **27-28** | **28-29** | **29-30** | **30-31** |
| Patronage (000) | 488 | 503 | 621 | 662 | 728 | 876 | 939 | 1,043 | 1,135 | 1,189 |

The ramp up effect of changes may be faster or slower than shown in the tables, so performance and patronage will be monitored to identify the response over time. A faster than anticipated response to early stage improvements may require the implementation of some or all of the later stage improvements to be accelerated, particularly if additional peak capacity is needed to meet demand, since peak frequency improvements are not scheduled for introduction until Stage 3 in 2029. Similarly, it may be appropriate to change or delay implementation of some or all later stage improvements if the patronage response is slower than anticipated.

The enduring impact of Covid-19 is not currently well understood and could be wide ranging – influencing land use, employment, trip rates and mode choice. However, Waka Kotahi's assessment of the impact of Covid-19 on the land transport system does not expect significant change in the nature, scale and location of transport demand over the medium to long-term in the Top of the South region[3], so the projections assume that any long term public transport demand impact will be minor.

[3] Regional summary 10 – Top of the South potential impacts of Covid-19 (https://www.nzta.govt.nz/assets/planning-and-investment/arataki/docs/regional-summary-10-top-of-the-south-potential-impacts-of-covid-19.pdf).

## 9.2 Costs

Operating costs form the bulk of costs, totalling $36.4m over the decade (including existing costs). Table 9-3 shows that net operating costs[4] increase from approximately $1.4m in the 2021-22 financial year to $5.6m in the 2030-31 financial year. They are expected to reduce beyond that point, as the full patronage and revenue impact of later interventions is realised. Net costs are subject to patronage and to any inflation over the period, and could be positively or negatively impacted by the competitiveness of the bus contract retendering process, and by the choice of vehicle type (low emission vehicles are assumed). The cost projections in the table are deliberately conservative given this uncertainty.

*Table 9-3: Projected Public Investment Requirements - Services*

| **Stage** | **1** | | | | **2** | | | **3** | | |
|---|---|---|---|---|---|---|---|---|---|---|
| **Financial Year** | **21-22** | **22-23** | **23-24** | **24-25** | **25-26** | **26-27** | **27-28** | **28-29** | **29-30** | **30-31** |
| Nelson CC ($k) | $562 | $565 | $1,133 | $1,108 | $1,068 | $1,748 | $1,710 | $1,646 | $2,097 | $2,064 |
| Tasman DC ($k) | $122 | $123 | $294 | $285 | $271 | $569 | $553 | $525 | $708 | $693 |
| Waka Kotahi ($k) | $712 | $716 | $1,485 | $1,450 | $1,394 | $2,412 | $2,355 | $2,259 | $2,920 | $2,870 |
| Total ($k) | $1,396 | $1,404 | $2,912 | $2,843 | $2,733 | $4,729 | $4,618 | $4,430 | $5,725 | $5,627 |

Super stops at network nodes are likely to have the largest direct capital cost impact. Their cost will depend on specification but is likely to be in the vicinity of $5m for the five stops. The improvements to bus stops across all routes could cost up to $1m, depending on their specification. An increase to the bus shelter installation programme would be additional.

It is expected that vehicle replacement and network rebranding and information changes will be made when the new bus contract is introduced, which will minimise these costs. However, zero emission buses are likely to require additional infrastructure (at additional cost) if chosen, as noted in Section 8.1.3.4.

Bus priority requirements and costs will be assessed through the Nelson Future Access and Richmond Transport business cases. Park and Ride carpark requirements and costs are also subject to further investigation.

[4] The cost of operating the service after fare revenue has been deducted, which is the cost that is subsidised by central and local government.

# 10. Specific Council policies relating to bus services

## 10.1 Fares Policy

*Placeholder text Waka Kotahi are currently reviewing their Fares policy, see Appendix E*

The LTMA requires the RPTP to set out policies on passenger fares, and how fares will be set and reviewed. The current fares and fare setting/changing processes are set out in the current bus contract. The contract ( due to be rewritten and retendered in 2023) provides for Council to set the maximum fares for the bus service, to review fares annually, and to change fares where that is considered appropriate (with a proportionate change in the contract price if necessary). This is the current situation with Nelson City Council, and it is, therefore, necessary for NCC and TDC to align their services and policies.

Fares are currently based on distance travelled, with the recent reduction of zones from four to three fare zones. This has effectively reduced many fares and this RPTP seeks to further reduce and simplify fares.

As is required by Waka Kotahi, fare levels will be reviewed annually and the fare structure will be reviewed every six years. This review of fare levels has taken into account matters such as inflation (particularly relating to the cost of providing the bus service), fare-box recovery, Council and Waka Kotahi funding levels and policies, and users' ability to pay.

Waka Kotahi are currently reviewing their Regional Fare Policy guidelines for this RPTP. These guidelines are in draft form and subject to a consultation process. The final Fare Policy included in this RPTP will be in accordance with the relevant Waka Kotahi guidelines. Refer Appendix D

The contractor's views will be sought as part of any fare review.

## 10.2 Integration with other transport modes

The fundamental outcome of the 10 year vision for transport in the Nelson-Tasman region is to provide a fully integrated and sustainable transport system where:

- all modes of transport are catered for and complement each other,
- the barriers for access are removed,
- the benefits of alternative transport modes for individuals, the community and the environment are fully apparent and recognised, and
- public transport services in the region are a fundamental part of an integrated network of transport services.

These goals recognise that all journeys usually involve other modes of transport as well as the bus trip (there is almost always a walking component of any bus journey, and increasingly, a cycling component). Other factors that will be considered to ensure the public transport system integrates with other modes include:

- The needs of bus passengers who use wheelchairs,
- The bike rack capacity of Nelson buses,
- If bus-stops are conveniently situated and are easily accessible by all active modes,
- If car-parking facilities are available near to stops (particularly in Richmond) to enable car users to include public transport or multimodal journey options in their journey planning,

- How Car parking availability and charges impact on bus use.

## 10.3 Objectives and Policies

Historically the basic objectives of the Council-provided public transport network have been to provide services which:

- Reduce traffic congestion between Richmond and Nelson; and
- Meet the basic needs of the community, particularly those without access to private transport, to provide transport choices.

These two objectives are replaced with three which closely align with the 2020 Government Policy Statement on Transport, the Councils' community outcomes and carbon emission reduction. That is to provide a regional integrated public transport network that:

1. Provides attractive, economic and viable transport choices for all sectors of the community,
2. Reduces the reliance on private cars,
3. Is sustainable and reduces carbon emissions.

These link to all of the six Te Tauihu strategic objectives adopted in the Regional Land Transport Plan 2021-31 below:

### *Services provided*

- Jointly deliver public transport in the Nelson Tasman region as a coordinated integrated service and network
- Provide and fund bus services which:
  - Contribute to the development of a sustainable transport framework in the Nelson Tasman region and/or
  - Are planned to provide transport choices and specifically provide choices and improve accessibility for those without other transport options;
  - Provide transport choices within both the urban and regional areas;
- Regularly assess the needs of the community with regard to its public transport and accessibility needs,
- Work with its bus contractors to improve its services and increase patronage levels.

### *New services*

- New services will be provided:
    - where there is demand;
    - to encourage behaviour change;
    - to improve accessibility and urban spaces; and
    - where local and Waka Kotahi funding is available.

### *Funding*

- Fund its share of the services set out in this RPTP;
- Seek appropriate funding contributions from Waka Kotahi;
- Both councils to jointly collaborate to continue to secure funding for the bus services;
- Seek funding from Waka Kotahi for any service improvements.

### *Contractors*

- For all new contracts:
    - Prepare a business plan in conjunction with each contractor setting out the actions, aimed at improving the service, that will be taken during the next year of the contract;
    - Review the business plan annually;
    - Regularly meet with the contractors to discuss progress with achieving the actions set out in the business plan, progress generally with the services, and ways to increase passenger numbers;
- Meet regularly with existing contractors to discuss contractual matters, including how the service might be improved and patronage increased;
- Generally involve the contractor in decisions relating to the service, while at the same time recognising that it is the Councils that are the primary decision maker regarding the services.

### *Contract format*

- The tendering of the bus contracts will follow the process set out in the Council's Procurement Strategies and Waka Kotahi Procurement Manual;
- Subject to the Procurement Strategy and Procurement Manual, contract length will generally be nine years;
- Contracts will require operators to tender on the annual gross price of providing the service and Council will retain passenger revenue;
- The services will be operated as a single operating unit,
- There will be one contract per unit, and thus currently there will be one contract;
- All new contracts will contain a financial incentive mechanism aimed at encouraging the contractor to increase patronage;
- Tenders will reflect the policies in this RPTP and the two Councils.

### *Procurement Strategy*

- Tenders will be evaluated on price and quality. Quality features will include relevant experience, track record, relevant management and technical skills, methodology and vehicle quality.

### *Vehicles and drivers*

- All buses should comply with the vehicle standards set out in Waka Kotahi's guidelines, including modern low floor buses on all routes,
- Vehicle specifications to include low or zero emission buses when the specifications are developed for the new contract in 2023.
- Comply with the vehicle standards as set out in Waka Kotahi guidelines.

### *Requirements for Urban Buses*

- Require bike racks on all routes;
- Require electronic ticket systems on all buses;
- Require GPS tracking on buses to assist with real time tracking for customers and monitoring by Council;
- Include, in any new public transport contract, a suitable driver standard with which all bus drivers must comply;
- Require branding as specified by Council.

### *Fare system*

- Require electronic ticketing on all buses that records all trips and issues tickets as appropriate;
- Enable introduction of national ticketing incentives including Project Next;
- Fares:
    - Child fares will be available
        - i) Children are defined as those aged 5-15 inclusive, or enrolled at school while wearing a school uniform or on presentation of a school ID card;
        - ii) The child fare will be approximately two-thirds[5] of the adult fare;
        - iii) Children under 5 travel free.
    - A tertiary students/Community Service Card holder fare will be available to those aged 18 and under or enrolled in a Nelson or Tasman tertiary institution on presentation of an ID card, and Community Services Card holders on presentation of their card;
    - The SuperGold Card scheme providing free off-peak travel[6] is available to those with a SuperGold Card (generally those over 65 years of age);
    - Fares will be set on a zone structure or as adopted in this RPTP;
    - For the late bus, a separate fare structure will apply (currently a flat fare);

[5] The exact discount will be influenced by the necessary rounding
[6] For travel between 9am and 3.00pm weekdays, and on Saturdays, Sundays and public holidays

- Smartcards will be available from designated outlets (currently the bus company, NCC and TDC council offices, and Nelson, Stoke and Richmond libraries);

- Fare levels will be reviewed annually, which may result in the above fares and ticket availability changing;
    - The contractor will be involved in these discussions. In setting fares, the primary considerations will be the level of inflation as it relates to the costs of providing the service, affordability, Waka Kotahi, TDC and NCC funding levels and policies, and the joint Council Fare Policy[7];
- Fare structures will be reviewed up to every six years. The last review was in 2017, implemented in 2020, this RPTP has included a fare structure review for implementation in 2023;

### *SuperGold Card*

- Bus contractors will be required to participate in the SuperGold Card scheme as it relates to public transport;
- NCC and TDC will jointly administer the SuperGold Card scheme subsidies.

### *Monitoring*

- Monitor services based on Waka Kotahi requirements;
- Collect monthly patronage data;
- Contracts will provide for reliability data to be collected by the contractor and made available to the Councils;
- Future contracts will require vehicles on all bus service to have a GPS monitoring system to assist in measuring service reliability;
- In conjunction with the contractor, regularly review the routes and timetables to ensure they continue to meet the needs of the community;
- Undertake an annual survey of passengers as required by Waka Kotahi

### *Infrastructure*

- Look to improve the central urban bus stops, in Nelson and Richmond, through the provision of improved shelter, seats, timetable information and other facilities;
- Develop 'superstop' facilities at up to 5 locations: Nelson and Richmond City Centres, Stoke, Tahunanui and the Hospital, ultimately this level of facility will be developed in other key locations;
- Conveniently located bus-stops;
- Look to improve bus-stop facilities including providing shelters and easy access to the stops for those in wheelchairs.

### *Integration with other transport modes*

- Actively deliver public transport investment as part of the sustainable 10 year transport vision for the region,
- Encourage further integration between the buses and walking and cycling through promotion, infrastructure and specific facilities, including road crossing safety,

[7] This policy is re-produced in Appendix E

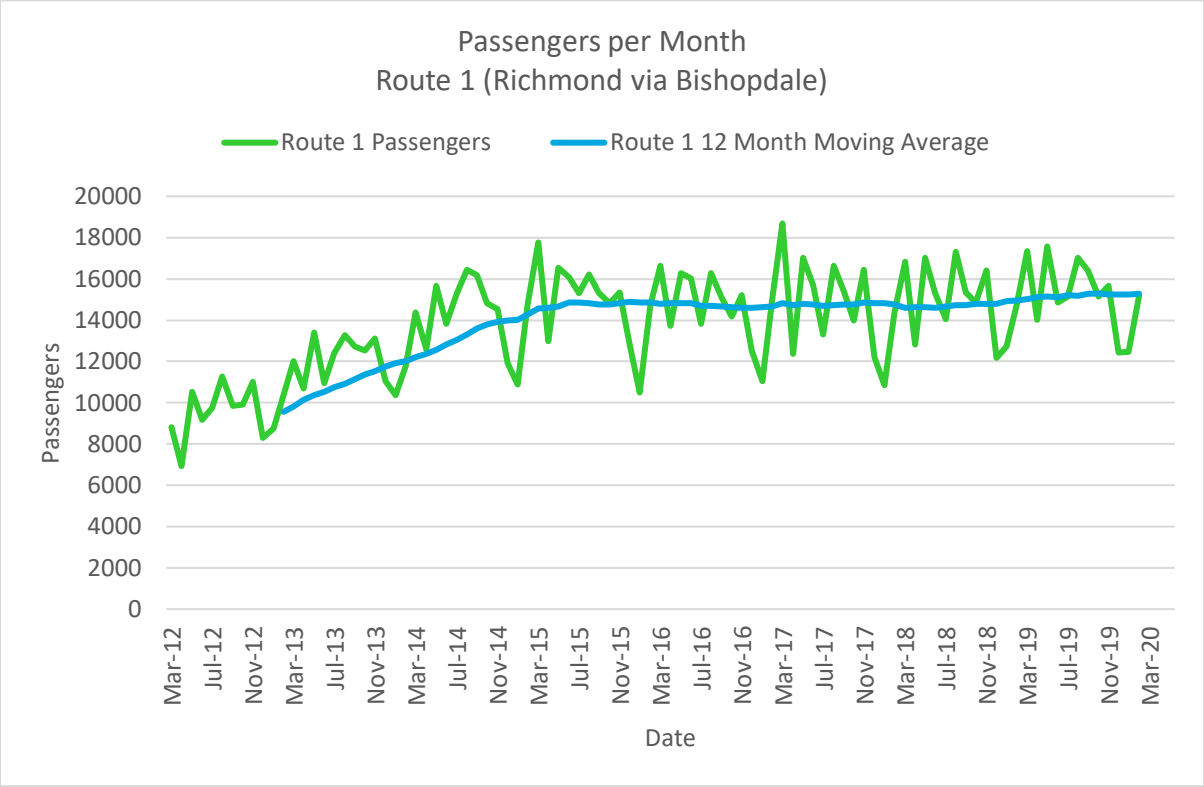
safety for vulnerable users accessing bus stops, public transport access around schools, NMIT, nodes of employment, shopping, recreation and activity centres

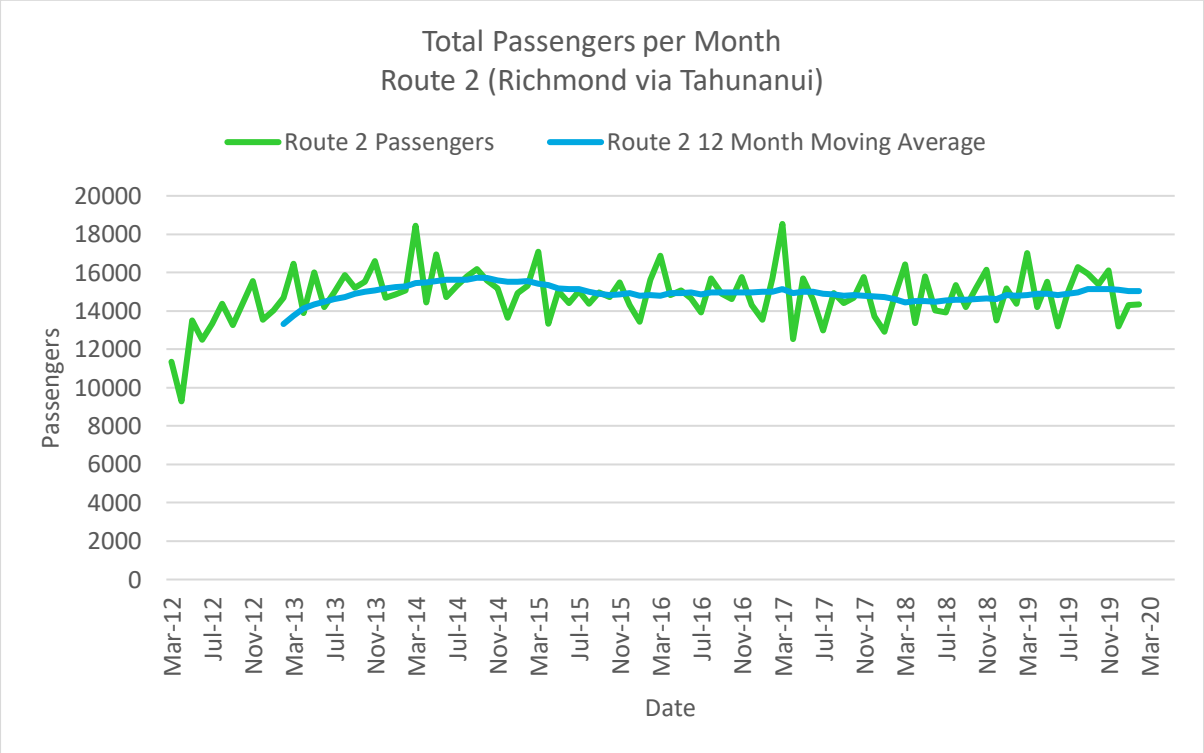
- Require bike racks on all buses routes;
- Consider buses when addressing car-parking availability and charging;
- Ensure bus-stops are conveniently located, high quality and easily accessible.

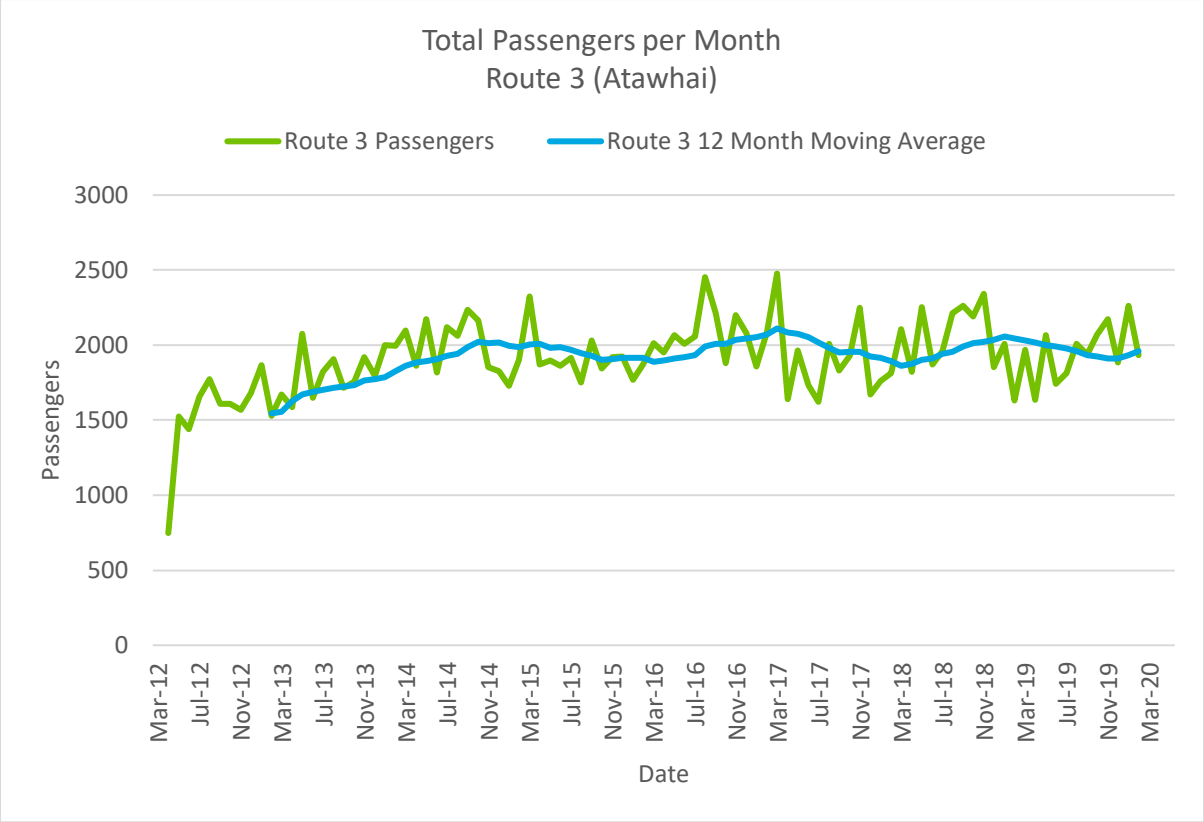
### *Promotion and advertising*

- Undertake an innovative and enhanced promotion campaign to increase the attractiveness of PT to the wider community, to identify how everyone can benefit and gain by increased PT use, to promote opportunities to improve health, well being , urban spaces and amenity, whilst contributing to achieving the emission reduction targets,
- Through information being available at key bus stops and on the NCC and TDC website;
- Through the production of a freely available printed timetable;
- Through strong social media;
- Through an easy to use phone app, and Google Transit;
- Through local newspapers (including community newsletters) and radio;
- On-bus advertising, including opportunities to advertise on the back of buses when the contract is renewed;
- Buses will provide for the internal display of Councils and public transport promotional material.

## APPENDIX A - Service use graphs




Total Passengers per Month
Route 3 (Atawhai)
Route 3 Passengers
Route 3 12 Month Moving Average
3000
2500
2000
1500
1000
500
0
Passengers
Mar-12
Jul-12
Nov-12
Mar-13
Jul-13
Nov-13
Mar-14
Jul-14
Nov-14
Mar-15
Jul-15
Nov-15
Mar-16
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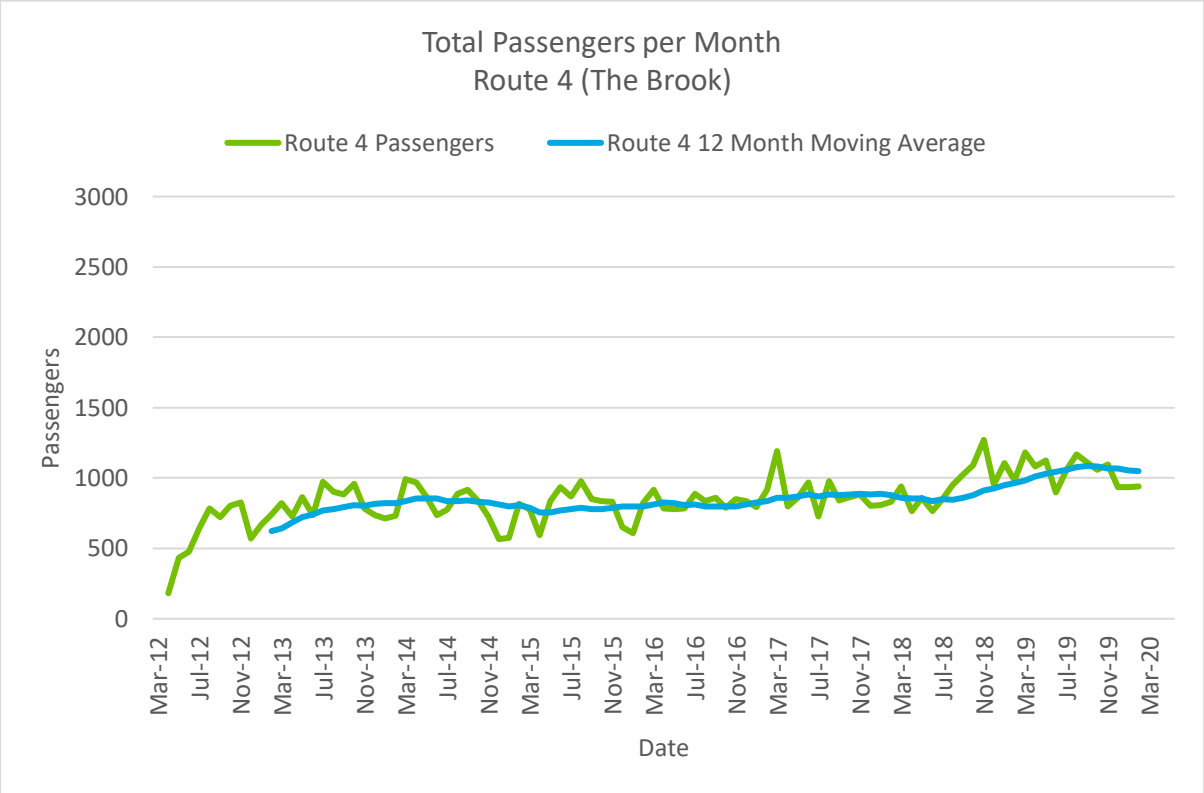
Nov-19
Mar-20
Date


Total Passengers per Month
Route 4 (The Brook)
Route 4 Passengers
Route 4 12 Month Moving Average
3000
2500
2000
1500
1000
500
0
Passengers
Mar-12
Jul-12
Nov-12
Mar-13
Jul-13
Nov-13
Mar-14
Jul-14
Nov-14
Mar-15
Jul-15
Nov-15
Mar-16
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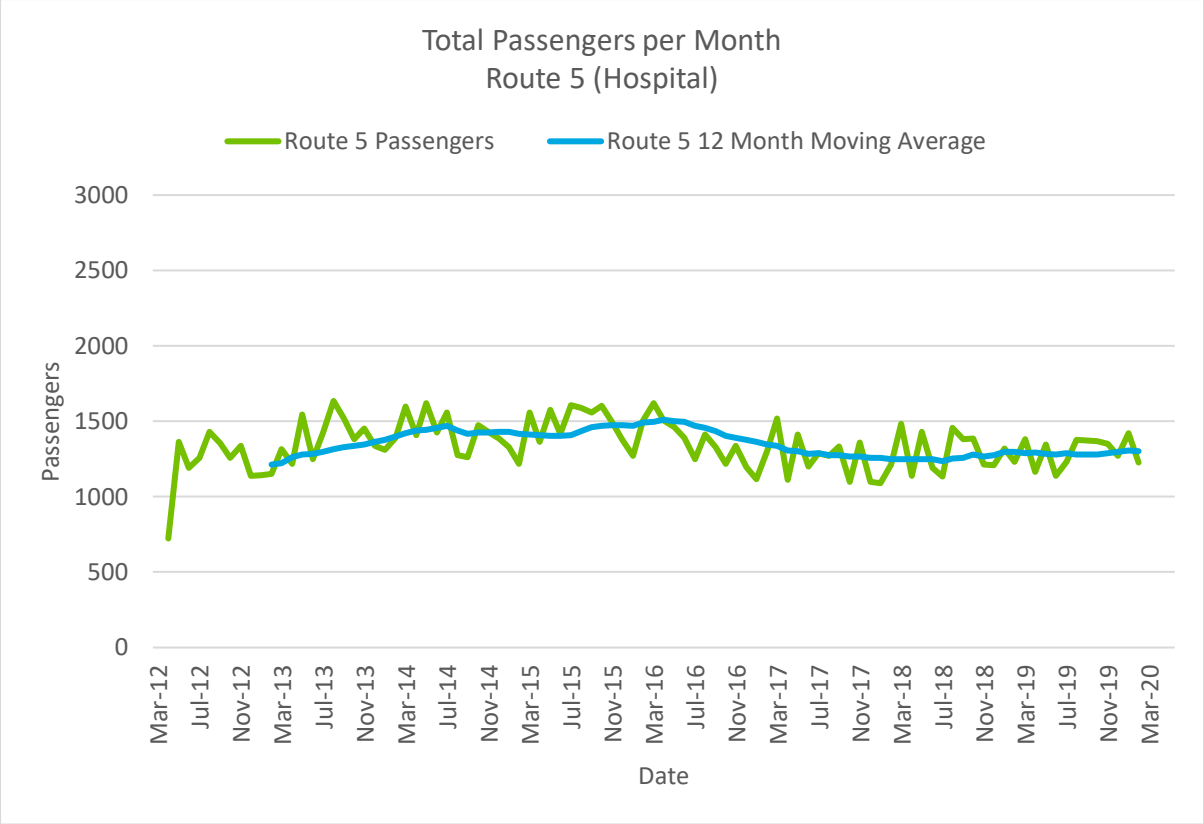
Nov-19
Mar-20
Date


Total Passengers per Month
Route 5 (Hospital)
Route 5 Passengers
Route 5 12 Month Moving Average
3000
2500
2000
1500
1000
500
0
Passengers
Mar-12
Jul-12
Nov-12
Mar-13
Jul-13
Nov-13
Mar-14
Jul-14
Nov-14
Mar-15
Jul-15
Nov-15
Mar-16
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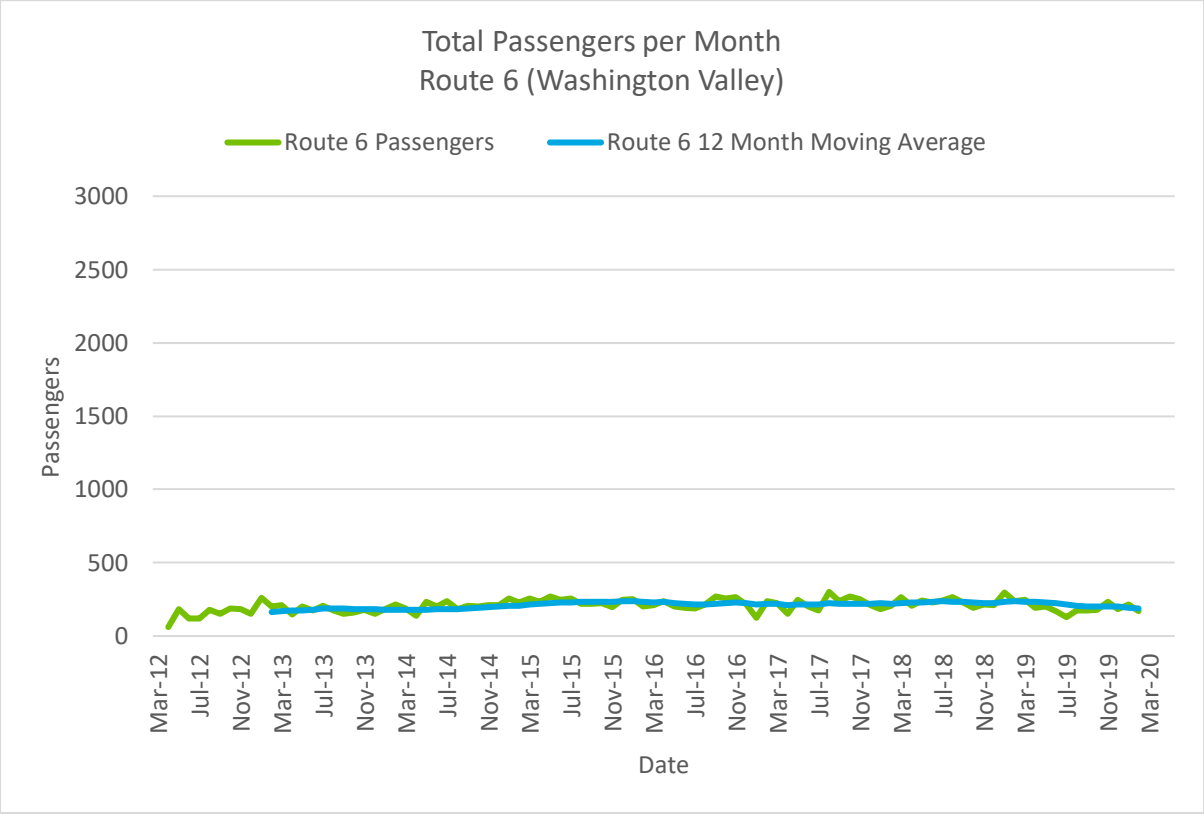
Nov-19
Mar-20
Date


Total Passengers per Month
Route 6 (Washington Valley)
Route 6 Passengers
Route 6 12 Month Moving Average
3000
2500
2000
1500
1000
500
0
Passengers
Mar-12
Jul-12
Nov-12
Mar-13
Jul-13
Nov-13
Mar-14
Jul-14
Nov-14
Mar-15
Jul-15
Nov-15
Mar-16
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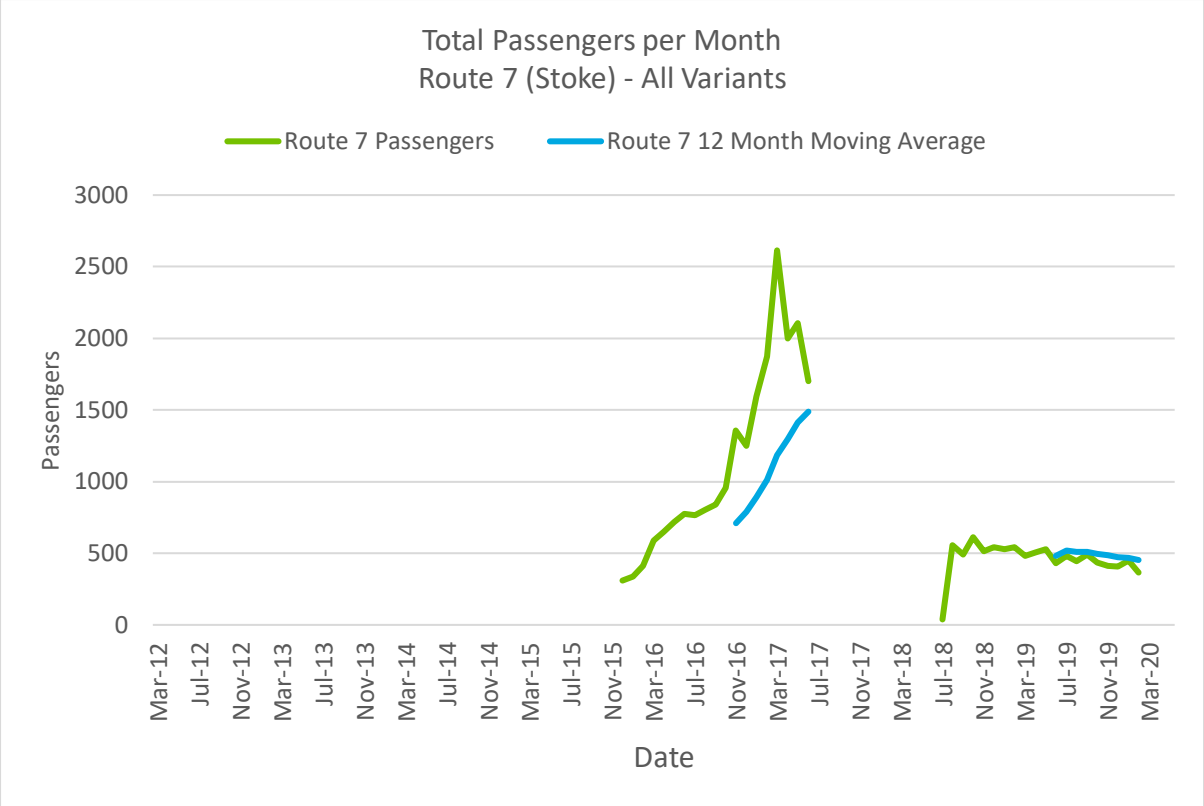
Jul-18
Nov-18
Mar-19
Jul-19
Nov-19
Mar-20
Date


Total Passengers per Month
Route 7 (Stoke) - All Variants
Route 7 Passengers
Route 7 12 Month Moving Average
3000
2500
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Passengers
Mar-12
Jul-12
Nov-12
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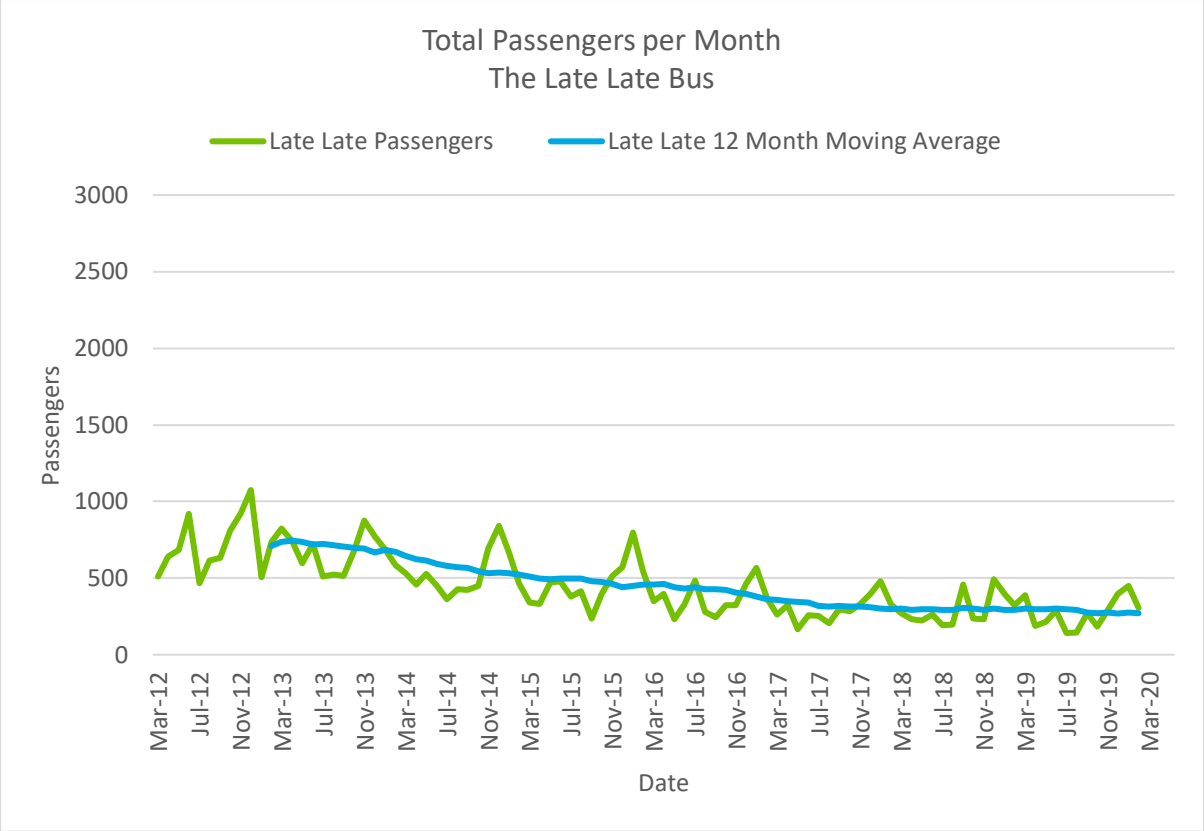
Total Passengers per Month
The Late Late Bus
Late Late Passengers
Late Late 12 Month Moving Average
3000
2500
2000
1500
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500
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Passengers
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Jul-12
Nov-12
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Date

## APPENDIX B - Issues and Needs Survey

Public feedback provides a qualitative way to measure performance and public expectations. An issues and needs engagement was conducted for this review via the Shape Nelson website between March and May 2020. Respondents were asked questions about their household's use of public transport and given the opportunity to provide feedback to open ended questions in their own words. The survey received 490 responses (a good response given that it was conducted during the Covid-19 lockdown period), 41% from households that use public transport and 59% from those that don't.

A total of 316 responses were received to a question on what respondents like about the current public transport service. Figure 7.1 provides a breakdown of their responses by category.

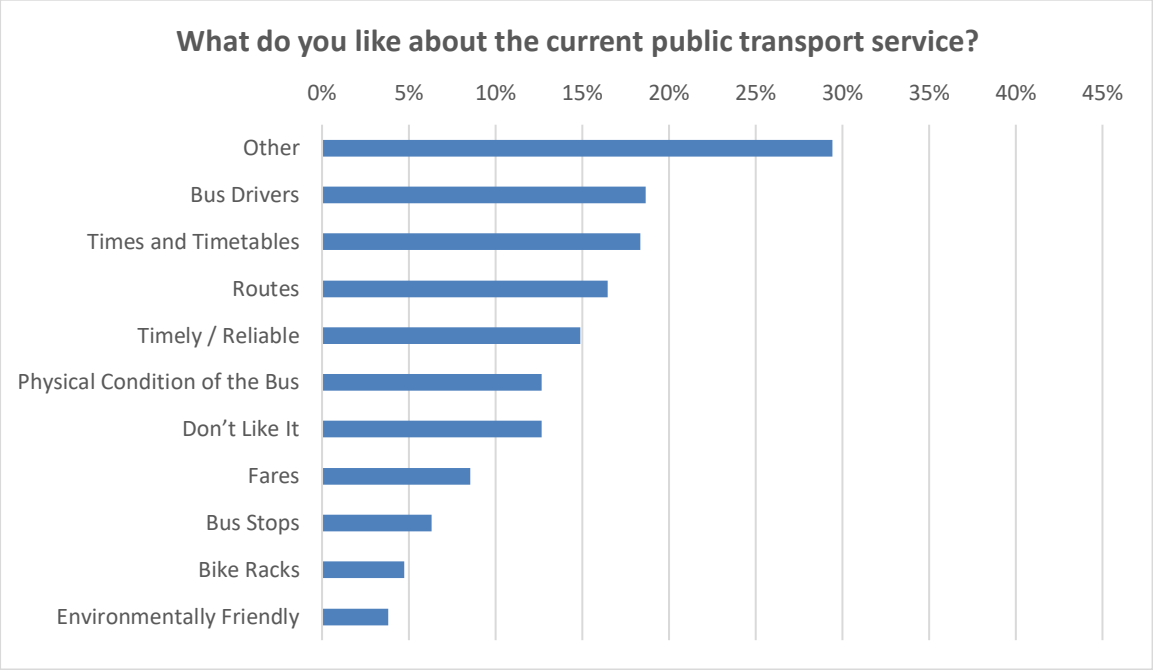


*Figure 0-2: What Survey Respondents like about the Network*

The positive responses were mostly generic, such as "it's good", "it exists" and "there is space to sit down", which have been characterised as "other". Overall, respondents most like the bus drivers, timetables, and routes, however the proportions are low (less than 20% each). This indicates that there are a wide range of aspects that people like about the service, but that no one thing particularly stands out.

There was much more consensus about what respondents dislike about the service. Figure  shows that, of the 374 responses received to this question, 45% dislike the timetables and 39% dislike the routes. The substantial difference between those that like and those that dislike timetables and routes suggests that there is an issue with timetables and routes that needs to be addressed. Less than 20% of respondents raised fares as an issue, and a similar number highlighted "other" issues, including things such as "lots of empty buses" and "not possible to practise social distancing". Reliability was not raised as a major issue, which is significant, as traffic delays are a problem on the Route 1 and 2 corridors, and reliability is generally very important to public transport users.

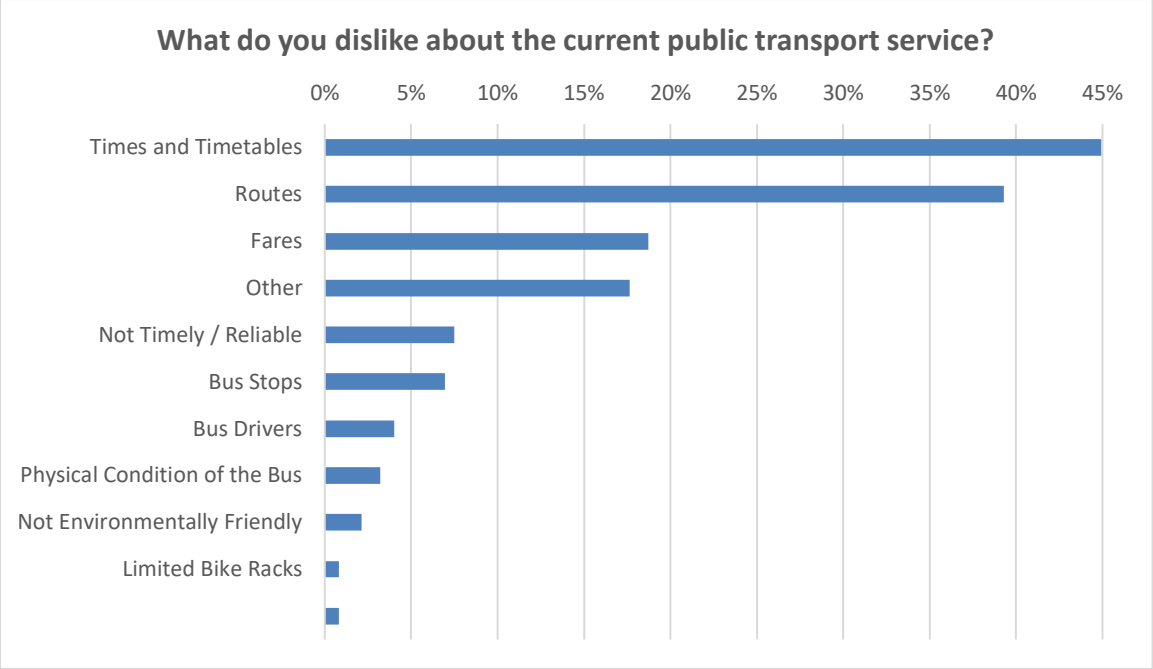


*Figure 0-3: What Survey Respondents dislike about the Network*

Respondents were also asked what changes would make public transport more convenient and easier to use, the response to which shown in *Figure* .

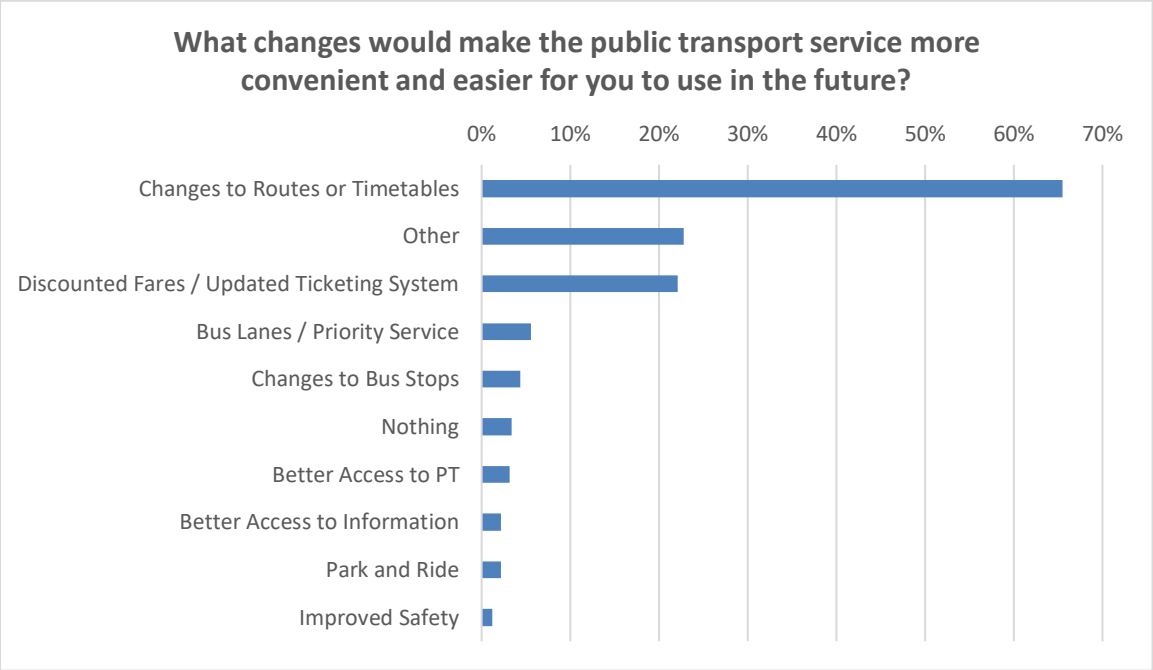


*Figure 0-4: Changes Respondents would make to the Network*

Responses to the last question were generally aligned with what respondents did not like about public transport services, with improvements to timetables, routes and fares being the priority. More than 60% suggested changes to the routes or timetables, covering service to new destinations (particularly in Tasman) and improvements to days of service, hours of service, and particularly frequency. Over 20% suggested changes to the fares (particularly fare reductions), or the ticketing system. It is important to note that the survey was conducted prior to the induction of the new Richmond routes, and

fares and ticketing changes that reduced the average fare, so some suggested timetable, route, fare and ticketing priorities have since been at least partially addressed.

Bus priority, bus stop, information, park and ride, and safety changes were raised in response to the last question, but only in relatively small numbers. However, it is clear from the comments that some people feel that the service could be better promoted. 20% of responses were generic, such as "make it better".

## Other Surveys

A wide range of other public feedback on public transport needs has been collected over recent years. The following examples represent some of the themes.

A survey on active transport in the Tasman district in 2018, which received over 500 responses, found that 8% see bus as their preferred mode of transport. The most common reasons stated for not taking the bus were distance, safety and time.

A community wellbeing survey in Mapua and surrounding areas in July 2019, which received over 300 responses, found that more than half would use public transport if it were available. Most stated that their current means of transport is private car. Suggestions from the survey included the following:

- provide services to Motueka, Mapua, Richmond and Nelson
- provide public transport options for disabled people and teenagers, and
- use rates/taxes to create a public transport system.

Public transport-related submissions on the Nelson RLTP and Tasman RLTP include feedback on the following:

- increase frequency or expand bus routes to encourage mode shift away from private vehicles and reduce congestion
- improve public transport access for the elderly
- introduce clearways for buses to improve journey times
- extend services to outlying townships, such as Mapua, Brightwater and Tapawera
- improve bus services within Richmond, and
- provide services to the airport and encouraging tourists to use public transport.

Services within Richmond have recently been improved as previously noted. However, this review has considered whether there may be a better long-term option.

Assessment

Current performance has been assessed across six key attributes – five that focus on the customer and drive public transport use, and another that relates to how the service is delivered. These attributes are:

- coverage – whether the network links people to the places that they want to get to
- convenience – whether services enable people to travel when they want to, swiftly and reliably
- facilities – whether the supporting infrastructure and vehicles are comfortable and attractive
- fares – whether the fare is intuitive and affordable

- information – whether it is easy for new users to find, understand and use services, and
- delivery framework – whether the institutional framework is appropriate.

Most of the public feedback outlined in this Appendix relates to these five customer-focused attributes, particularly to access/coverage, convenience and fares.

Convenience is frequently cited as a key reason for not using public transport (including in the above feedback), and it is thus critical to public transport's attractiveness an option. Frequency is the most important element of convenience – the lower the frequency the more people must schedule other activities around public transport times and thus the more it is only useful for people who cannot drive. Frequency is therefore particularly critical to mode shift. A route that provides good access to a range of destinations is an essential prerequisite to any convenience related improvements.

The findings of this review are summarised in **Error! Reference source not found.**.

*Table 0-1: Findings by Attribute*

| **Attribute** | **Sub-Attribute** | **Findings** |
|---|---|---|
| Coverage | Access to bus services | Good basic access coverage in the urban area, particularly with the introduction of the new Richmond services<br>However, urban coverage is very poor in most areas if days and frequency of service, and travel time, are considered (e.g. some routes are off-peak weekdays only, most don't run on Sunday, and many are indirect)<br>Coverage is poor outside of the urban area, being limited to a small number of community transport services and some tourism-focused commercial services that most people cannot easily access. |
| | Access to destinations | Routes 1 and 2 provide good access to destinations along the core corridor between Nelson and Richmond<br>However, there are some gaps – particularly to employment destinations and the airport<br>All other routes are focused on a local activity centre and require at least one transfer to reach other destinations – this will be a barrier to many people. |
| | Potential to support growth | The Route 1 and 2 corridor provides a good base on which to improve services and support intensification.<br>Routes 1 and 2 could be extended to provide better services in greenfields areas<br>Routes 3 and 4 are also relatively linear and provide a good basis for improvement or extension.<br>The other routes are difficult to modify to support growth in a user-friendly way, particularly in Richmond. |
| Convenience | Frequency | Frequencies generally follow a clockface approach, but there are many exceptions, with gaps in service and variability by time of day and day of week, |

| | | |
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| | | making timetables quite unintuitive and unnecessarily complex.<br>Many service timings appear to be driven by operational considerations like driver breaks (which reduce cost) rather than from a customer perspective.<br>Peak frequencies are reasonable although not good at around 30 minutes on most routes that provide peak service, but poor at 45-60 minutes on the new Richmond routes.<br>Weekday off-peak frequencies are poor at around 60 minutes or less on most routes (including routes 1 and 2) and very poor on Route 6, where they drop to 120 minutes, Route 7, where there is a 120 minute break in the middle of the day, and the new Richmond routes, where they fluctuate between 60 and 95 minutes.<br>Weekend frequencies range from poor to very poor on all routes that provide weekend service, being best at around 60 minutes on routes 3 to 5 and worst on routes 1 and 2 and the new Richmond routes at up to 120 minutes.<br>Frequencies of 60 minutes or less are generally regarded as only providing very basic access.<br>Routes 1 and 2 have poor frequencies considering that they serve the core corridor between Nelson and Richmond and carry 85% of system patronage – only on the Stoke-Richmond section, where they overlap, do peak frequencies achieve the minimum 15-minute standard for a frequent service and a reasonable 30-minute weekday off-peak frequency. However, this is only useful if customers are traveling within that section or to/from the Nelson city centre.<br>The low and varying frequencies of the new Richmond routes is likely to make them unintuitive and confusing to customers and can be expected to hamper patronage growth. |
| | Days and hours of service | Only routes 1 and 2 operate seven days a week. All other routes run only on weekdays or Monday to Saturday, which does not fit with the travel needs of modern society that are spread across the week.<br>Evening services are essentially non-existent on all routes, which prohibits travel at a time of day when many social activities take place. |
| | Travel time | Running times are generally acceptable, but roughly double that for car – they need to be more competitive to support mode shift.<br>All routes are either one-way loops or have one-way sections, which are complex and circuitous by their nature and consequently provide poor travel times to most people (it will be quicker to walk in many cases) and difficult for new users to understand.<br>Connections between routes are poor at many times and locations (e.g. someone travelling from Atawhai |

| | | |
|---|---|---|
| | | to the hospital during off-peak periods has a 33-minute wait in Nelson). |
| | Reliability | Does not appear to be a major issue at present for most services, but route 1 and 2 services get caught in traffic congestion throughout the day, particularly through Bishopdale and Tahunanui where the lack any form of priority hampers their reliability.<br>Traffic congestion is increasing in several locations in Nelson and Richmond – it will be an increasing problem for public transport if not addressed by suitable priority measures. |
| Facilities | Bus stops and interchanges | Parts of the network are well served by conveniently located bus stops with good facilities, but routes 3 to 8E/W generally do not have formalised bus stops and rely on hail and ride, which is likely to be confusing for new users and can be expected constrain patronage.<br>A bus shelter programme is in place, but only adds a small number of new shelters per year, and many stops with regular boardings still lack such facilities, making them unpleasant to wait in during inclement weather.<br>The Nelson hub – the most important point on the network – is poor quality from a customer perspective. It is located on the northwest side of the city centre and away from many important destinations like NMIT, split around a corner that makes connections between services unintuitive (undermining the network effect), and lacking the high quality shelter, lighting, seating and information that is usually provided where large numbers of customers wait and transfer.<br>The current Richmond hub is also poorly located at the southeast end of the town centre, on one side of the street, which requires buses to utilise an indirect one-way routing, and also lacks high quality shelter, lighting, seating and information.<br>The facilities at other key network nodes such as Tahunanui, Stoke and the hospital are also poor given their use and the connections that can be made at the latter two. |
| | Park and ride | Park and ride is not provided at any point on the network, although there few locations where it makes sense due to cost. |
| | Vehicles | Full-sized buses of a good standard are used on Routes 1 and 2.<br>Vehicles are more variable on the other routes, being smaller and generally older than the vehicles used on main routes (and missing some of their features), and, while fit for purpose, may convey a message that they are only intended to provide a basic service and are not well used.<br>The emissions standards of the vehicles are unknown but are likely to be much lower standard |

| | | |
|---|---|---|
| | | than the current Euro 5 and 6 standard for new diesel buses, due to their age. |
| Fares | Fare structure | The fare structure has recently been greatly simplified by removing a fare zone and reducing the number of fare products, but there are still more zones than needed for the size of urban area, which makes the structure more complex and less intuitive than it should be.<br>The fare structure is now supported by a good electronic ticketing system. |
| | Fare Level | The average fare reduced with the removal of a fare zone, which has made cost of all public transport trips more competitive with the cost of driving, and patronage is expected to increase as a result.<br>However, fares remain high relative to the cost of driving, particularly while parking remains free for a majority of trips, and they could be further reduced to improve public transport's attractiveness. |
| Information | | Information provision is generally good, with a website that provides timetables and other information, including real time information via TrackABus, printed timetables, and some at-stop timetable information.<br>However, public feedback suggests that many people do not know where to find information and the profile of the overall service could be improved.<br>The relevant web pages are somewhat buried on both councils' web sites.<br>The lack of bus stops (and associated branding and timetable information) is likely to contribute to the lack of public knowledge of the service.<br>At-stop real-time information is not provided, even at key interchange points, which may limit peoples' understanding of frequency, where services overlap, and connections where they cross. |
| Delivery framework | | The current arrangement, whereby NCC delivers services on behalf of both councils, is pragmatic and it has been a good option historically.<br>However, the current arrangement may be a limiting factor as the network grows, and there is a risk that the offering may become fragmented if the governance, planning, and delivery of services is not done jointly in a more formalised way. |

## APPENDIX C - Long List Options

The following potential long list options were identified by NCC and TDC prior to the review commencing based on public feedback, and have been considered through the option development process:

- new public transport routes:
    - services to provide a step-change in public transport provision in Nelson-Tasman, servicing growing residential areas and urban intensification
    - express services between Richmond and Nelson
    - additional or varied routes between and within Nelson-Richmond
    - Motueka, Mapua, Brightwater and Wakefield to Richmond services
    - Hira, and the Glen to Nelson services
    - airport service
    - feeder services from the valleys, suburbs and greenfield developments
    - increased services to cater for youth demands
    - park and ride opportunities
- infrastructural changes:
    - new bus hub in Nelson, Richmond and potentially Stoke
    - electric buses
    - bus priority infrastructure
    - opportunities for public transport priority measures including what service and timetable improvements this would offer
    - opportunities for active transport and public transport integration such as bike hubs at Nelson, Stoke and Richmond centres
- improvements to existing services:
    - smaller buses more frequently on Routes 1 and 2
    - improving customer levels of service
    - changes to existing timetables to extend times and frequency of service
    - better services for NMIT, Hospital and larger employment nodes
    - free student trips
    - removal of zoning
    - opportunities for through-city centre routes
    - other improvements to be identified during stakeholder engagement
- non-bus options.

## APPENDIX D - Proposed Route Descriptions

The services in the proposed urban network will take the following proposed routes (subject to confirmation):

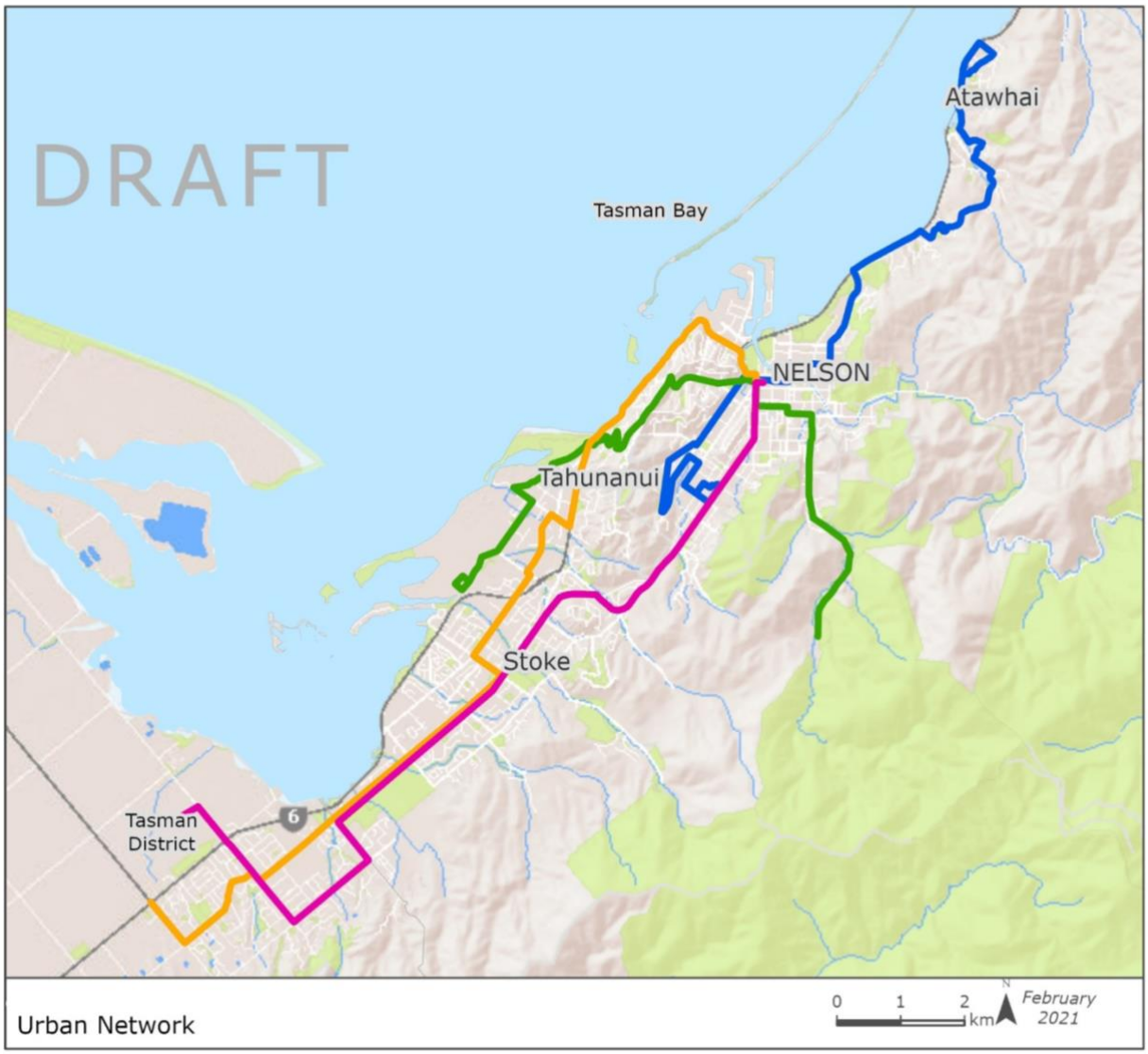
- Route 1 (Nelson-Richmond West via Waimea Road) will follow the existing route for much of its length, other than:
    - minor routing changes in the Nelson city centre to access a new public transport hub
    - routing changes in Richmond – to initially travel via Champion, Hill, Queen, where a temporary public transport hub will be located in the vicinity of the current Richmond terminus, Lower Queen, and Berryfield, to a new terminus in Richmond West, and will later be altered to travel via a replacement and more centrally-located public transport hub in Warring Car Park
    - providing two-way service along the full length of the route
- Route 2 (Nelson-Richmond South via Rocks Road) will follow the existing route for much of its length, other than:
    - minor routing changes in the Nelson City Centre to access a new public transport hub
    - routing changes between Tahunanui and Stoke – to travel via Tahunanui Drive, Parkers, Pascoe, Quarantine, Nayland and Songer
    - routing changes in Richmond – to initially travel via Salisbury, Queen, where a temporary public transport hub will be located in the vicinity of the current Richmond terminus, Wensley and Bateup to a new terminus near Waimea Village, and will later be altered to travel via a replacement and more centrally-located public transport hub in Warring Car Park
    - providing two-way service along the full length of the route
- Route 3 (Atawhai-Hospital) will follow the routing of the existing routes 3 and 5 for much of its length, other than:
    - minor routing changes in the Nelson city centre to access a new public transport hub
    - routing changes between Dodson Valley and Bay View – to travel via Dodson Valley Road, Frenchay Drive, a new roading link[8], and Bay View Road
    - routing changes in the Toi Toi/Victory area (to replace the current circuitous one-way routing) – to travel via St Vincent, Toi Toi, Emano, Murphy, Jenner, St Vincent, Totara, Vanguard, and Motueka to a Waimea Road connection with Route 1 services at the hospital then return via Franklyn. These changes are provisional and will be confirmed closer to the implementation date
    - providing two-way service along the full length of the route, outside of small return loops at each end
- Route 4 (The Brook-Airport) will follow the routing of the existing routes 4 and 6 for much of its length, other than:

[8] This roading link is yet to be constructed, but is planned and will enable the route to provide significantly better service through this developing area

    - minor routing changes in the Nelson city centre to access a new public transport hub
    - routing changes in the Washington Valley and Tahunanui areas (replace the current circuitous one-way routing and extend to the airport) – to travel via Washington, Princes, Moana, Bisley, Beach, Golf, Parkers, Bolt and Trent to a new airport terminus
- The Stoke Link demand responsive service will not have a prescribed route, and will instead provide door to door service to the Stoke suburban centre from the areas around Stoke that area not within a reasonable walk of routes 1 and 2, which are expected to include Monaco, the south end of Nayland Road and neighbouring streets, Suffolk Road and The Ridgeway and neighbouring streets, and the Marsden and Ngawhatu valleys
- The Late Late Bus will follow its current routing.

The regional routes will take the following proposed routings (subject to confirmation):

- The new Motueka route (initially designated as Route 1M) will travel via the following proposed routing, starting near Te Awhina Marae in Motueka: Pah, Atkins, Poole, State Highway 60, Aporo, Stafford, Aranui, Higgs, Mapua Drive, State Highway 60, McShane, and Berryfield, where it will follow the Route 1 routing.
- The new Wakefield route (initially designated as Route 2W) will travel via the following proposed routing, starting near Wakefield Village Hall: Edward, Arrow, State Highway 6, Lord Rutherford Road North, Ellis, and State Highway 6 to Bateup, where it will follow the Route 2 routing.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NELSON
Port Hills
Tahunanui
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The Brook
Nelson
Airport
Annesbrook
Bishopdale
Wakatu
Stoke
Marsden
Valley
Ngawhatu
Valley
Saxton Field
Jenkins Hill
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Tasman
District

Route 1

DRAFT
Tasman Bay
The Wood
NELSON
Port Hills
Tahunanui
Nelson South
The Brook
Nelson Airport
Annesbrook
Bishopdale
Wakatu
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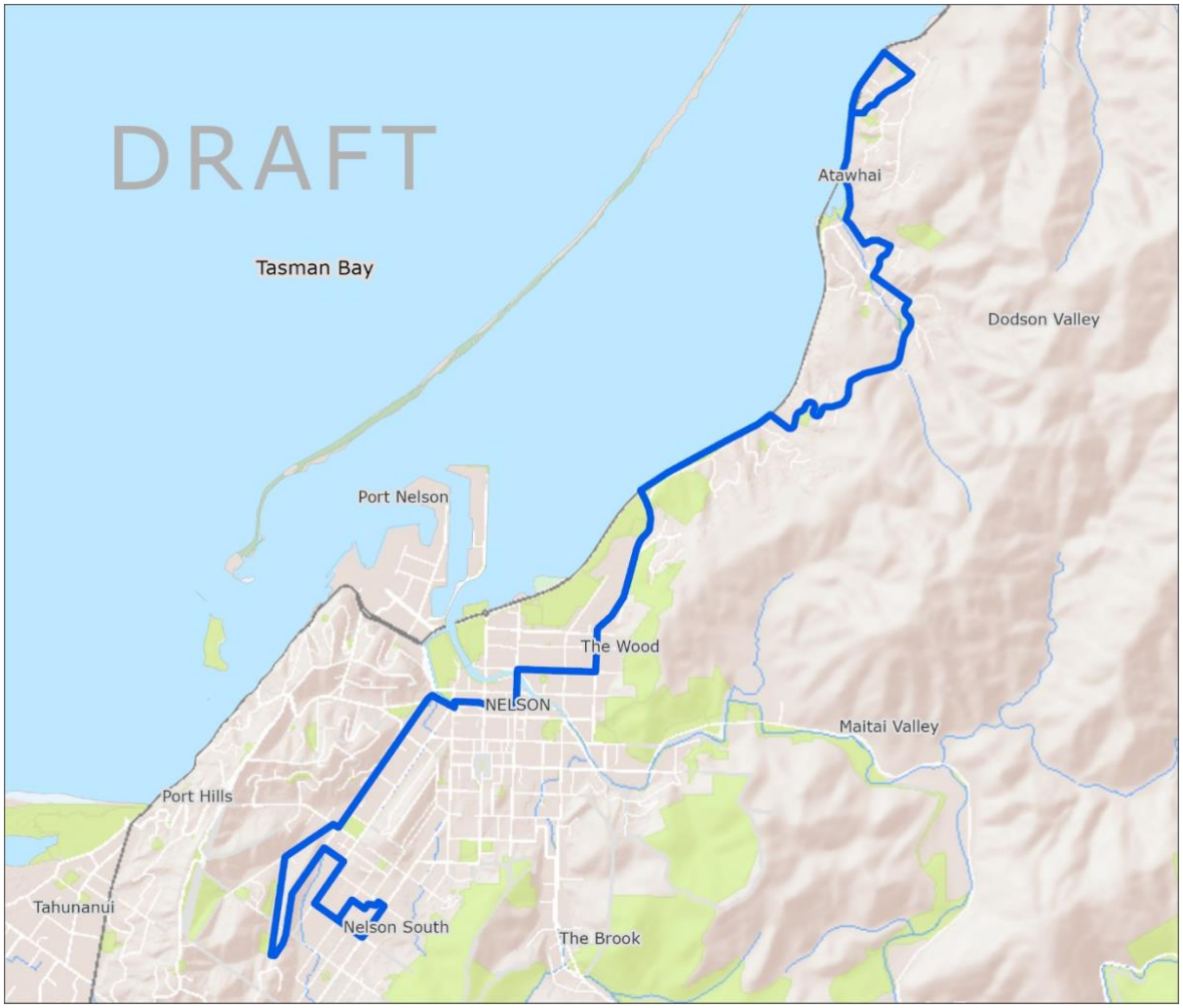
Route 2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Tasman Bay
Atawhai
Dodson Valley
Port Nelson
The Wood
NELSON
Maitai Valley
Port Hills
Tahunanui
Nelson South
The Brook

Route 3

DRAFT
Tasman Bay
Washington Valley
The Wood
NELSON
Maitai River
Saltwater Creek
Little Go Stream
Brook Stream
Port Hills
Tahunanui
Maire Stream
Nelson South
The Brook
Blick Terrace Tributary
Nelson Airport
Annesbrook
Bishopdale
York Stream Tributary
York Stream
Glen Creek
Arapiki Stream
Wakatu
Jenkins Creek
Enner Glynn
Poorman Valley Stream
Cummins Creek
Stoke

Route 4

Regional Routes

# APPENDIX E - Background and context

## Legislative requirements

Section 124 of the Land Transport Management Act 2003 requires that a Regional Public Transport Plan must:

☐ Contribute to the purposes of the LTMA[14];

☐ Have been prepared in accordance with The Transport Agency guidelines;

☐ Be consistent with any Regional Land Transport Plan;

☐ Apply the principles specified in the Act, namely:

- Councils and operators should work in partnership to deliver services and infrastructure necessary to meet the needs of passengers;
- The provision of services should be coordinated with the aim of achieving the levels of integration, reliability, frequency, and coverage necessary to encourage passenger growth;
- Competitors should have access to public transport markets to increase confidence that services are priced efficiently;
- Incentives should exist to reduce reliance on public subsidies to cover the cost of providing public transport services;
- The planning and procurement of public transport services should be transparent.

☐ Take into account:

- Any national energy efficiency and conservation strategy;
- Any relevant district plan;
- The public transport funding likely to be available;
- The need to obtain the best value for money, having regard to the desirability of encouraging a competitive and efficient market for public transport services;
- The views of public transport operators;

Council has taken into account all the above requirements when preparing this RPTP.

## Assistance of the transport disadvantaged

The RPTP is required to describe how it will assist the *transport disadvantaged*[15]. This RPTP assists the transport disadvantaged through supporting routes, timetables designed to take passengers from where they live to places they want to go at a reasonable fare.

## Fare-box Recovery Policy - *Placeholder text*

Waka Kotahi has previously required Councils to include a *Fare-box Recovery Policy* in their regional public transport plans. Fare-box recovery is the percentage of the costs of providing the service that are covered by passenger fares. Waka Kotahi were previously concerned that fare-box recovery was declining nationally, and wanted to reverse that trend. Waka Kotahi has previously set out what a fare-box policy must contain, which

includes a target ratio of costs that are to be covered by passenger fares, and how the target is to be achieved.

Council policy has previously been that in the long-term passenger fares should cover between 45 and 55% of the costs of providing the bus service, and its fare-box policy is based on that. Recent fare-box recovery rate has been around 58%.

In November 2020 Waka Kotahi issued a Draft Public Transport Fares Investment Policy with Draft updated regional public transport plan (RPTP) guidelines for regional fare policy development, for consultation.

The draft guidelines clearly recognise the role fare policy plays in achieving transport outcomes and that this should be made explicit when planning public transport systems. They encourage clear RPTP objectives that outline how regional fare policy will deliver and balance financial sustainability, system efficiency and greater equity, with a strong focus on fare revenue management, and sustainable cost recovery.

This consultation document indicates National Land Transport funding is limited, and that there will "*no longer be a national farebox recovery target but there is still an expectation that fare policy and adjustments to fare settings are managed as part of the broader 3 year transport revenue plan".* The consultation document also indicates Waka Kotahi support Regional Councils considering other income source and operating cost savings and efficiencies to ensure "*a satisfactory level of revenue is collected to meet the costs of the public transport serves an Authorised Organisation has committed to provide".*

At this stage there has been no indication of how a 'satisfactory level of revenue' is quantified.

The revised guidelines indicate Waka Kotahi supports small annual fare increases, but states clearly "*Waka Kotahi does not support the introduction of fare-free public transport at a network level as this places the sustainability of public transport provision at risk and makes it difficult to reinstate fares if required."* It is clear from this consultation document Waka Kotahi will not support free PT services and that they see some potential to remove cash fare payments.

The proposals and costings in this RPTP were developed prior to the publishing of the consultation document and have been based on continuing to achieve between 45 and 55% farebox recovery. However, there are many aspects of these proposals that align with the draft Guidelines:

- Free fares are not proposed;
- Alignment with future cash collection is provided;
- Currently cash fares will remain, but will be reviewed regularly

Based on the draft guidelines this RPTP will require to adopt an updated Regional Fare Policy.

The guidelines clearly indicate funding is conditional on taking these guidelines for regional fare policy development into account when setting fare policy objectives. Councils must provide evidence that a robust 3 year PT revenue plan is in place.

## Significance Policy

All regional public transport plans are required by the LTMA to include a "significance policy". This policy determines if any proposed change to a RPTP is significant (in which case it must follow certain consultation requirements as set out in the Act) or not (in which case an abbreviated process can be used).

The Council significance policy in relation to this RPTP is set out in **Appendix F**. Essentially the policy states that small changes, and changes that have already been the subject of consultation, can be treated as "not significant" and thus need not be the subject of extensive consultation. More significant changes may require the preparation of a new Regional Public Transport Plan (and associated consultation).

## APPENDIX F – Regional Public Transport Plan Significance Policy

This policy is required, in accordance with section 120(4) of the Land Transport Management Act 2003, to set out how to determine the significance of proposed variations to this RPTP. The level of significance determines the consultation regarding the proposed variation that must be undertaken.

### Application

This RPTP can be varied at any time. However in accordance with section 126(4) of the Land Transport Management Act 2003, the usual consultation will not be required if the proposed variation is considered not significant under this policy.

The approach to consultation will reflect the level of significance of any proposed variation. Consideration will be given to the costs and benefits of any consultative process or procedure and the extent to which consultation has already taken place.

The implication of not meeting the significance threshold is that the full consultation requirements of the LTMA will not need to be followed. However, Council may undertake targeted consultation on matters affecting specific communities and stakeholders, even if the significance threshold outlined in this policy is not invoked.

### General determination of significance

The significance of variations to this RPTP will be determined by Council on a case by case basis. When determining the significance of a variation, consideration must be given to the extent to which the variation:

☐ Signals a material change to the planned level of investment in the public transport network;

☐ Impacts on the purpose of the LTMA;

☐ Affects residents (variations with a moderate impact on a large number of residents, or variations with a major impact on a small number of residents will have greater significance than those with a minor impact);

☐ Affects the integrity of this RPTP, including its overall affordability;

☐ Has already been the subject of consultation with affected parties.

### Significant and non-significant matters

Matters that will always be considered 'significant' are:

☐ Any variation that amends this policy on significance;

☐ Major changes to existing services, or the introduction of new services, (other than changes to or the introduction of trial services), for which no consultation regarding the change or introduction has occurred.

Matters that will usually be considered 'significant' are:
☐ Changes to units that significantly affect the financial viability of the contractor of that unit.

Matters that will always be considered 'not significant' are:

☐ Minor editorial and typographical amendments to this RPTP;

☐ Minor changes to fare levels in accordance with current policy and funding levels;

☐ Matters that will usually be considered 'not significant' are:

- A matter that has already been consulted on, including the addition, removal or amendment of any matter or service;
- Minor changes to the description of services following a review of that service e.g. changes to the frequency, route or hours of a service which result in the same, or better, level of service;
- Changes to the description of services or grouping of services as a result of an area wide service review, provided that there is no significant increase in cost;
- Minor changes of routes and/or timetables to existing services;
- The introduction, alteration or deletion of trial services;
- The introduction of a new unit provided the contractors of existing units are not affected.

## Targeted consultation on non-significant variations

Where Council determines that a proposed variation is not significant, it may still undertake targeted consultation as follows:

### *a. Consultation for minor changes in the delivery of existing public transport services*

For minor changes in service delivery which are required to improve the efficiency of existing services, such as the addition or deletion of trips and minor route changes, and which have only a local impact, consultation will generally be undertaken at a low level with the operator/s involved, the relevant territorial authority, and passengers who use the services. If consultation has already occurred as part of a service investigation or review, no additional consultation need occur.

### *b. Addition of new services*

Where a new service is proposed and the new service has been the subject of community consultation, no additional consultation need occur.

### *c. Other non-significant variations*

Any proposals for changes that affect only a sector of the community or the industry (e.g. a change in Total Mobility provision, or a change to specific vehicle quality standards) may be worked through with those most likely to be affected, as well as other relevant stakeholders