Otago Regional Council

The Otago Regional Council Public Transport Plan 2014

Addendum: Wakatipu Basin

MAY 2017

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1.0 About This Addendum

The Otago Regional Public Transport Plan 2014 (RPTP) sets out the priorities and needs for public transport services and infrastructure in Otago. When adopting the plan in December 2014 Council signalled a review of the public transport services in the Wakatipu Basin. This review also aligns with the legislative need to put in place a public transport contract/s under NZ Transport Agency's Public Transport Operating Model (PTOM).

The amendments set out in this Addendum address:

- A new network structure for Wakatipu Basin public transport, reflecting the outcomes of the Wakatipu Basin Public Transport Network Review and subsequent feedback from key strategic partners: the Queenstown Lakes District Council (QLDC), the NZ Transport Agency and Queenstown Airport

Table 1: Amendments to the Regional Public Transport Plan

Amendment	Heading	Refer to RPTP
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2.0. A new network structure for Wakatipu Basin public transport

The amendments to the RPTP are structured to show the necessary policy changes and detail for Council to implement a new network structure for Wakatipu Basin public transport that will enable:

- The introduction of a new fare zone structure and a flat fare structure
- A Unit structure that will allow the procurement of the necessary service contracts
- Collaboration with the Ministry of Education to provide a coordinated and shared approach to school services in the Wakatipu basin
- Public transport Services that are responsive to the communities' needs and desires.

2.1. Amendment 1

RPTP Reference: Executive Summary, Page 6- 7

ADDITIONAL CONTENT

In the Wakatipu Basin

Subject to the funding assistance of Council's strategic partners, NZ Transport Agency and QLDC:

10. A new subsidised network of bus routes and frequencies that will form the platform for future network changes and be able to respond to changing community needs will be introduced.

This means:

(a) There will be changes to current bus routes and frequency of services
(b) Services will operate with public subsidy
(c) Services will complement and assist with the future requirements of the wider integrated programme of network improvements being developed with our strategic partners QLDC and NZTA

11. A zonal fare structure will be introduced. The current fare structure will change to a flat fare structure for Go-Card customers and a three-zone fare structure for cash fares.

This means:

(a) Public transport will become more affordable for all passengers as fares across the network will decrease
(b) Frequencies will become regular and some frequencies may change.

12. Council will work collaboratively with the Ministry of Education to enable a coordinated approach to investment in transport services between the two agencies.

This means:

(a) Some school pupils may use the public transport network for their journey to and from school.

(b) A more efficient use of public investment.

13 Council will work collaboratively with the Queenstown Airport Corporation (QAC) to enable a coordinated approach to the delivery of public transport services to and from the airport.

This Means:

(a) Working with QAC to understand, plan for, and manage the impacts of flight scheduling on network services."

2.2. Amendment 2

RPTP Reference: Chapter 1, Page 13 - 14

How we developed the Plan

ADDITIONAL CONTENT

As a result of the 2016/17 Wakatipu Public Transport Network Review, three additional work-streams have been added. The work-streams consist of:

- A full review of the Wakatipu Public Transport Network to enable optimisation of public bus services and implementation of PTOM units
- A full review of the fare structure and fare levels for the Wakatipu Public Transport Network
- The NZTA's Business Case approach process for proposed improvements to the Wakatipu Public Transport Network.

A fourth work stream is being undertaken collectively with our strategic partners to ensure an integrated and collaborative approach to the partners' responses to the fast-changing needs of the wider Wakatipu transport network. This work will result in further changes over the medium to long term. The strategic partners are:

- Otago Regional Council
- Queenstown-Lakes District Council
- New Zealand Transport Agency (NZTA)
- Queenstown Airport Corporation (QAC)

2.3. Amendment 3

RPTP Reference: Chapter 2, Page 19 - 20

Public Transport Funding

ADDITIONAL CONTENT

As a result of a review of the Wakatipu Basin network in 2015/16, a change to the delivery of public transport in the Wakatipu Network is considered necessary. Changes to the network will be carried out in a number of phases, the first of which focuses on the improvements contained within this Plan which prioritise everyday trips made by locals that could contribute to reducing congestion. We will implement the first phase of changes in 2017 by establishing a new base public transport network operating under the PTOM framework. Details of the proposed changes to the network are set out in **chapter 6.1**. The success of these changes relies on QLDC addressing the availability of low cost parking in the Wakatipu Basin which is a direct inhibitor to the increased use of public transport. It has been assumed in the development of this programme that to ensure a strategic alignment a financial contribution towards the provision of Public Transport will be provided by QLDC.

2.4. Amendment 4

RPTP Reference: Chapter 3, Page 26

Replace Map Figure 3 with

New Figure 3 - The outer boundaries of the Wakatipu Basin integrated public transport network

2.5. Amendment 6

RPTP Reference: Chapter 3, Page 38 - 39

Future Investments and changes

ADDITIONAL CONTENT

We have a number of projects under development in the Wakatipu Basin which we have detailed in Chapter 6 of the Plan. In addition, Council is working with its strategic partners to develop an integrated programme of work to meet the medium to long term transport needs of the Wakatipu basin. This is likely to result in the need for further changes to this plan.

2.6. Amendment 7

RPTP Reference: Chapter 3, Page 41-42

ADDITIONAL CONTENT

Table 3.4 Major challenges facing public transport in the Wakatipu Basin

Challenge	Current situation	Proposed response
Mode shift	Public Transport services in the Wakatipu Basin are currently experiencing declining patronage. Significant barriers to travel exist because of complexities in the network, lack of integration with other transport modes and the cost of using the service, as well as an over-supply of relatively cheap short and long-stay car parking and a dominant car culture for both short and long trips.	The new network structure aims to provide a simple consistent network with better frequencies and routes. It will enable people to rely on bus services, improving their understanding of how they can use the bus, and how to work out where it will take them. Improved fares and transfers will make use of the public transport network more affordable.
Integration with land use planning	Poor integration and consideration of public transport services with land use creates barriers to public transport use.	Integrating land use planning with the new network will enable the QLDC to achieve compact centres with good transport networks for all modes of travel.
Meeting diverse travel needs	Travel patterns in the Wakatipu basin are diverse, with many origins to many destinations. The current network struggles to provide services that meet the desired travel needs.	The new network will allow greater ease of transferring buses, thereby creating a network that enables diverse travel patterns. The further work being undertaken with our strategic partners will ensure an alignment of response and investment to community needs.

Farebox recovery	The national farebox recovery target is an aggregated 50%. ORC want to target this level of farebox recovery over the long term to ensure equity between the users and public funding.	It is expected that there will be a drop in farebox recovery in the short term. However, providing our strategic partners implement strategies that are sympathetic to growing patronage on the network, existing trends will be reversed.
Uncompetitive travel times	For most public transport journeys, travel is far slower than private motor vehicle travel, due to congestion on the network, stop-start travel and a network of meandering routes and low travel frequencies.	The new network proposes more direct services on better frequencies as well as better ticketing options. These will all work to reduce boarding times, and the travel time to and from the city. The new network is part of an integrated investment approach addressing wider roading and infrastructure issues in the network caused by rapid growth in population and visitor numbers. Future investment in priority measures will be critical to the long term success of the Wakatipu Public Transport Network
Improving energy efficiency	Public transport offers the potential for more energy-efficient travel by carrying more people in fewer vehicles.	The Plan proposes a network that will supply an increased level of service thereby enabling more users to travel by bus and reduce the volume of fuel used for regular travel.
Social perception	Members of the general public currently have a negative perception of public transport in the Wakatipu Basin, in particular around reliability and the cost to use the service	The Plan will provide residents and visitors in the Wakatipu Basin with a network that is affordable. The other work streams being developed in conjunction with our strategic partners will improve the reliability and accessibility of the service.

2.7. Amendment 8

RPTP Reference: Chapter 4, Page 44

What we want to achieve

REPLACEMENT CONTENT

The Otago Southland Regional Land Transport Plans 2015-21 sets out the strategic context for public passenger transport in Otago

Public passenger transport (scheduled/unscheduled services, taxis, shuttles, private hire)
Delivering on priorities: Users are able to access the network, in a manner that is convenient and affordable to users and funders. The network is reliable and resilient, helps community resilience and provides value for money.

The Plans envisage public passenger transport continuing to play a vital role in supporting community well-being by providing a means for those without cars, and those who choose not to travel by car, to travel longer distances. Public passenger transport will also remain important for those for whom active transport poses a physical challenge. As the regions' population ages, with younger generations being less reliant on the private motor vehicle, and as changes in the price and supply of petroleum oil fuel affect people's ability to travel by private vehicle, the role of public passenger transport (and shared transport) will grow. In busy areas such as SH6A between Queenstown and Frankton, public transport – scheduled bus services – will play an important role in easing the current and projected congestion. Gradually reducing reliance on private motor vehicles will require significant investment over time in public transport services and infrastructure, from both the public and the private sectors.

Public transport networks operate in Dunedin, Invercargill and the Wakatipu Basin. Outside these three areas, existing bus services are largely orientated to the visitor market (both domestic and international), and priced accordingly. The services on arterial routes across/through Otago and Southland are either shuttle services or scheduled inter-regional bus services. Shuttle bus services also support the operation of off-road cycle networks such as the Great Rides in the two regions. The Plans envisage these visitor-oriented services continuing to be an important mode of travel in coming decades. The Plans also envisage steady improvements to the two public transport networks operating in Dunedin and the Wakatipu Basin. These improvements are intended to build patronage while maintaining the viability of these networks. The Plans anticipate shuttle services, taxis and the Ministry of Education-funded school bus network and special education travel assistance continuing to fill the roles they currently play. The public transport network in Invercargill will be operated to meet the basic needs of the community.

Passenger rail for commuting is unlikely to be viable within the term of this plan, but rail could be increasingly used for transport to special events and for visitor excursions.

For any public transport service, whether existing or new, to be viable, the community must be prepared to support it (e.g. through rates, if necessary), and users must be willing to pay a sufficient share of the operating costs.

If public transport is to be viable outside of regions' urban areas, even at the basic level of service currently available between many towns, then it must be supported by land use planning that concentrates housing within walking and cycling distance of the key roading corridors used by buses.

In order for usage of public transport to increase, services need to accessible for those with disabilities and for older people. This requires attention to roading design and layout, bus infrastructure including bus stops, plus a greater proportion of the regions' buses and shuttles being accessible.

2.8. Amendment 9

RPTP Reference: Chapter 6, Page 67

Wakatipu Basin Public Transport

REPLACEMENT CONTENT

Objective of the new network structure in Wakatipu Basin public transport

The objective of improving the Wakatipu Basin public transport network is to provide the core of a public transport network that contributes to addressing congestion issues on key corridors in the Wakatipu Basin as well as meeting the needs of local communities and visitors by providing;

- Affordable and direct services connecting key destinations, that operate at regular frequencies and for sufficient hours to provide a realistic alternative to private car use
- An easy to understand public transport network with a simple fare structure that is attractive to both residents and visitors to the area
- Contribute to the wider objectives of a 20 percent mode[1]share for public transport, walking and cycling in Queenstown.

[1] Set through the Wakatipu Transport Strategy 2007

The principles for the new network structure

Bus routes, frequencies and fares for the Wakatipu Basin will be based on the following key design principles adopted for the Dunedin network design which seek to:

- Eliminate or minimise route variations
- Coordinate timetables to enable easy transferring between services
- Implement a simple route structure
- Use a fare structure and products to encourage patronage and revenue growth by designing them to appeal to market segments with the most potential for growth
- Integrate and connect with other transport modes

Network design principles

- Routes that are direct as possible using common corridors, without unnecessary deviation or variation
- Schedules that provide for easy transfers between services where routes cross or join
- A small number of transfer points, with most transfers happening at a Frankton and Queenstown bus stops that are easy-to-see for both customers and bus drivers
- Is flexible to meet changing demands and is responsive to community needs
- Investigate the feasibility of integrating Water Ferry/Taxi Services into the Public Transport Network for the Wakatipu Basin

Patronage principles

- The network design principles recognise the needs of local communities as well as visitors and ensure a good match between:
    - The route, number and timing of the services
    - Operating hours and the desire to travel (based on minimum loadings)
    - Bus capacity and demand
- The majority of services are concentrated on localities likely to generate the bulk of the demand
- The ability to increase service capacity on a route when needed.

Access and mobility principles

Working with NZTA and QLDC to ensure

- Other transport users such as cyclists, pedestrians and car users have integrated access to the public transport network so that it can form all or part of their journey.
- Optimal spacing of bus stops so walking times to/from stops are reasonable
- Safe access to/from bus stops, particularly for stops with greater demand
- People walk further to take a higher frequency service

Efficiency principles

- Routes designed to provide acceptable travel times (compared to other common transport modes) as the wider Wakatipu Basin transport network evolves with the introduction of bus priority measures and roading infrastructure designed to alleviate congestion
- Priority allocation to buses for key space, particularly at Frankton and Queenstown where interchange between services may occur

- Different peak and off-peak frequencies, if needed, to match capacity and demand
- scheduling that make good use of the bus fleet
- Scheduling that avoids, as far as possible, clustering of buses in common corridors
- A good match between the size of the bus, the topography of the area, and the demand for services
- For new growth areas, transport planning considers all travel options, with services to these areas to be considered only if the stability of the network bus routes is not compromised and where average service loading and farebox recovery are sufficient to ensure service viability

Structure of the proposed public transport network

The ORC propose a changed approach to providing public transport in the Wakatipu Basin, based on a simplified route and timetable structure. The proposed new network structure is the first stage of what we anticipate being a number of structure reviews and amendments to enhance and improve the Wakatipu Basin public transport network over the medium to long term. These further measures are currently being developed with our Strategic Partners.

Stage one focuses on:

- Simplifying the network by reducing route variations
- Reducing fares to a more affordable level
- Working with Ministry of Education to ensure a collaborative and coordinated approach to providing transport for school children

The new network will be flexible and responsive to both future population and visitor growth. It will be a scalable, simple network which will enable future stages of the new network structure to focus on network expansion and greater provision of services targeted at visitors.

The proposed network consists of four routes. These operate predominantly on the same roads as the current routes.

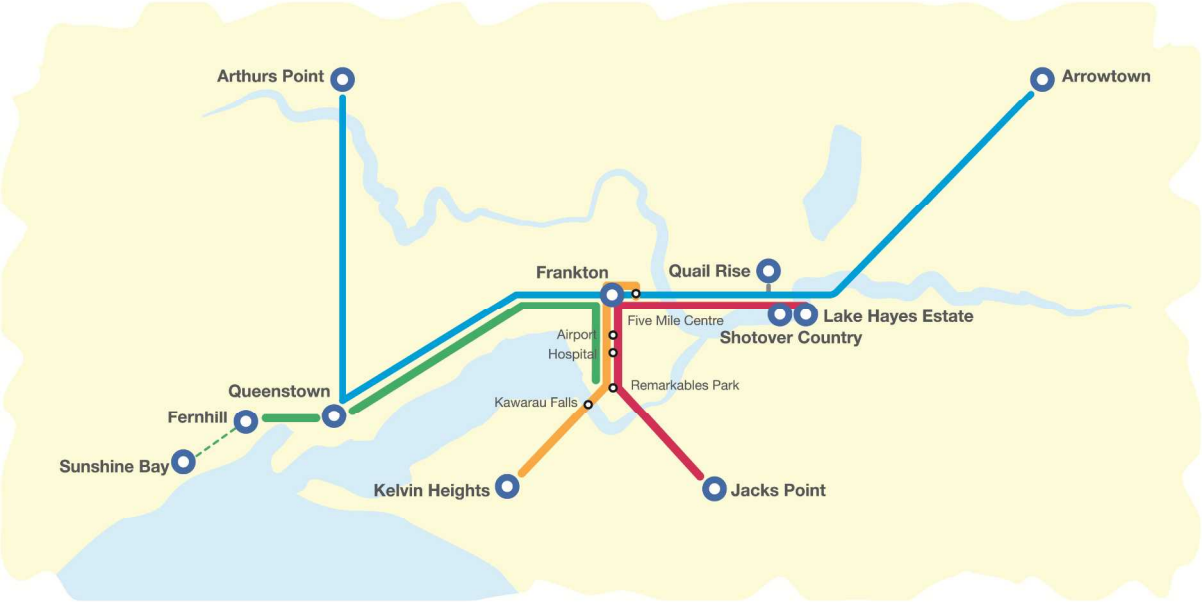
The routes are:

- Arrowtown: Frankton – Queenstown - Arthurs Point
- Sunshine Bay: Fernhill – Queenstown – Airport - Remarkables Park
- Kelvin Heights: Frankton -Five Mile
- Jacks Point: Frankton - Shotover Country - Lake Hayes Estate

Figure 6.1 illustrates the simplified route structure. We anticipate the new network structure to commence within the third quarter of 2017.

A key element of the network is the stability of routes. The new network will use main corridors and will avoid using small residential streets, except where they will form a safe route to turn the bus at the end of a journey, or in denser housing areas.

Figure 6.1 - Stage One Preferred Network (schematic)



The new network will be supported by investment in roading infrastructure, including bus priority measures at key points on the network. Investment in this infrastructure will assist in making the public network visible and will increase its status; it will also increase the reliability of services. Increased investment in the following areas is also key to the new network:

- Encouraging and supporting QLDC to reduce the availability of low cost parking
- Introduction of a new ticketing system
- Journey Planner
- New timetable information including on street and web
- Consistent route displays on the buses (head signs)
- Improved website
- Simplified concessions
- Online top-ups for GoCard
- Bike-racks on all buses

Working with QLDC and NZTA to ensure;

- the installation of bus shelters and seating where appropriate
- Consistent bus stop signage and flags
- Installation of tactile guides from shelters and seating where appropriate
- Ensure all bus stops have pavement access to boarding and alighting areas of the bus
- Other supporting infrastructure as necessary

Services integral to the new network

Table 6.2 details routes, targeted frequencies and intended hours of operation for the proposed new services.

Table 6.2: Proposed routes and frequencies

Route	Description	Initial Hours of Operation between	Desirable hours of operation between	Initial Frequency	Desirable Minimum Frequency	Contract Unit
1	Sunshine Bay (peak only) Fernhill to Queenstown-Frankton Flats-Airport-Remarkables Park-Airport	6am to 12am	6am to 1 am	15 minutes 30 minutes (evening off-peak)	15 Minutes	6
2	Arrowtown-Frankton Flats-Queenstown Town Centre-Arthurs Point	6am to 10pm	6am to 12pm	30 minutes (peak) 60 minutes (off-peak)	30 Minutes	7
3	Five Mile-Frankton Flats-Airport-Remarkables Park-Kelvin Heights	6am to 10pm	6am to 12pm	60 minutes	30 Minutes	7
4	Lake Hayes to Jacks Point	6am to 10pm	6am to 12pm	30 minutes (peak) 60 minutes (off-peak)	30 Minutes	6

Timetables will be coordinated to enable transfer between services in Queenstown and Frankton.

Services will operate at the same frequency irrespective of the day of the week and on all days of the year except for Christmas day. The extent of services, service hours, and service frequency may be extended/changed during special events, occasions such as New Year's eve, and depending on demand

Council will work with the Ministry of Education to enable a coordinated approach in providing access to schools. This may result in children using the public transport network as their primary means of transport.

Fare-zone structure and concessions

We have reviewed the fare structure and fare levels for Wakatipu Basin services. The aim of the fare review is to simplify the Wakatipu Basin fare-zone system and break down barriers to bus usage, including the cost of services.

Due to the fare review and proposed flat fares, it is suggested that only the following concessions will apply in the Wakatipu basin;

- GoCard concession against cash fare
- Child concession
- Super Gold off-peak
- Any other fare concessions and fare products will only be available through the GoCard.

Fares will be defined in Council's Annual Plan process for 2017/18. We propose to implement the final fare products and concessions in line with the introduction of the new network. Table 6.3 reflects the fares to be consulted on through the draft Annual Plan 2017/18.

Table 6.3 - Proposed fare-zone structure

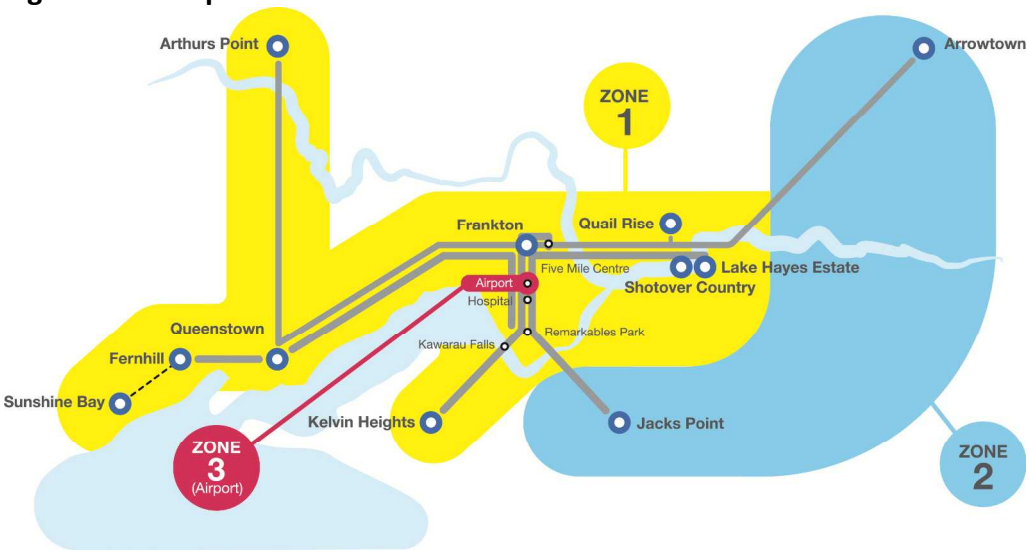
Zone	Cash		Go Card	
	Child	Adult	Child	Adult
Zone 1 and 2	$4.00	$5.00	$1.50	$2.00
Zone 3 (Airport)	$8.00	$10.00	$1.50	$2.00

As with Dunedin, we acknowledge that there is a need to ensure that the public get the best outcome by keeping fares as low as possible, while also taking into account the constraints we face as an agency contracting bus services. The ORC will target a long term farebox recovery level of 50%. It is acknowledged over the short to medium term that this may not be achievable.

Fare-zone structure

The zone structure for the Wakatipu Basin network is provided in Figure 6.4.

Figure 6.4 - Proposed fare-zone structure



The business case approach

To obtain funding from Central Government to assist us in developing the Wakatipu Basin public transport network, we need to adhere to 'business case' process requirements required by the New Zealand Treasury and administered by the NZ Transport Agency. The business case process provides the information required by the NZ Transport Agency to facilitate investment decisions. The 'business case' approach is outlined in more detail on page 63.

A business case is being developed for the proposed improvements identified in the amendment to the plan based on the following investment objectives;

- Increased appeal to businesses and visitors
- Increased customer satisfaction
- Reducing the proportion of trips by car
- Travel time reliability
- Value for money

The business case focuses on the short-term requirements of the community.

The medium to long term investment programme is being developed as part of the wider Queenstown-Integrated Transport Programme Business Case (QITPBC). The QITPBC has developed a long list of potential transport interventions for an integrated transport network. It provides an umbrella approach for bringing together all transport interventions and provides strategic alignment for the strategic transport business cases being developed in the Wakatipu basin by the ORC, NZ Transport Agency and the QLDC. This process ensures investment is focused on a travel demand management approach to responding to traffic congestion in the Wakatipu Basin. The Wakatipu Basin Public Transport Network review is the first step of the wider work programme to transform the Wakatipu Basin public transport and roading network and is being advanced ahead of the completion of the wider programme.

Future projects for better public transport

Future projects for the public transport network are being developed as part of the Queenstown-Integrated Transport Programme Business Case.

2.9. Amendment 9

RPTP Reference: Chapter 7, Page 71

Wakatipu Basin

REPLACEMENT CONTENT

Table 7.6 - Unit 6

Route
Sunshine Bay - Fernhill – Queenstown - Airport - Remarkables Park
Jacks Point - Frankton - Shotover Country - Lake Hayes Estate

Table 7.7 - Unit 7

Route
Arrowtown – Frankton - Queenstown - Arthurs Point
Kelvin Heights - Frankton - Five Mile

2.10. Amendment 10

RPTP Reference: Chapter 7, Page 72

Implementation of units

Common Corridors

ADDITIONAL CONTENT

The following corridors are common for the Wakatipu Basin bus network:

- Shotover Street
- Stanley Street
- Ballarat Street
- Frankton Road/State Highway 6A
- Frankton Ladies Mile Highway
- Kawarau Road/ State Highway 6

2.11. Amendment 11

RPTP Reference: Chapter 7, Page 81

Fares and Ticketing

REPLACEMENT CONTENT

These policies apply to contracted bus services in the Dunedin and Wakatipu Basin networks.
We will implement these policies through:

- Contracts: See standards and provisions for fares/ticketing (business as usual)
- Management of ORC's integrated ticketing system (business as usual)
- ORC seeking a common fare structure in each network
- ORC promoting GoCard as its preferred method of collecting fares, through considering:
    (a) New fare products able to be introduced under a new ticketing system
    (b) A more appropriate fare zone structure for the Dunedin and Wakatipu Basin networks
    (c) An integrated fare system in Dunedin and the Wakatipu Basin with apportionment of fares between Units

2.12. Amendment 12

RPTP Reference: Chapter 7, Page 83

Policy 30

REPLACEMENT CONTENT

Fare levels will be set through the ORC's Annual Plan process.

2.13. Amendment 13

RPTP Reference: Chapter 7, Page 83, first paragraph

Explanation of the fare-box recovery policy (29 (d))

REPLACEMENT CONTENT

Bus services in the two integrated networks are funded by a combination of bus fares and public subsidy split between rates and the National Land Transport Fund (the latter funded by road users).

2.14. Amendment 14

RPTP Reference: Appendix 5, Figure 18

REPLACEMENT MAP

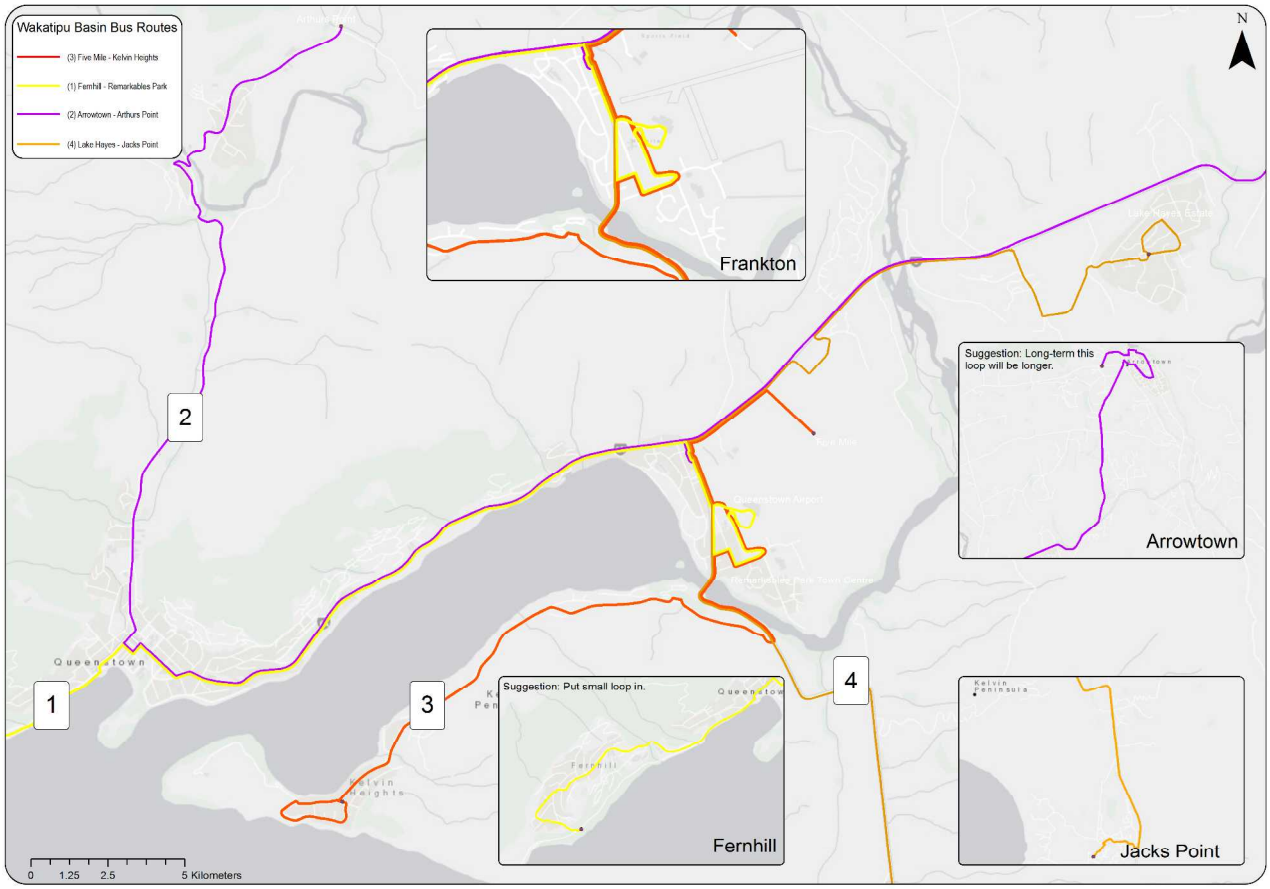


Figure 18 - Wakatipu Basin Indicative Route Map (note indicative only subject to detailed network design)

3.0 Conclusion

The amendments as outlined in this addendum will enable a new public transport network and service structure for the Wakatipu Basin.

The amendments will target the communities immediately impacted by the changes proposed in this addendum. The changes outlined in this addendum for the Wakatipu Basin will require funding approval to be obtained from the NZ Transport Agency and the Otago Regional Council and the Queenstown-Lakes District Council Annual Plans 2017/18.