



Notice of the Ordinary meeting of

Regional Transport Committee

Te Kōmiti Waka-ā-Rohe

Date:	Tuesday 29 June 2021
Time:	1.30p.m.
Location:	Council Chamber Civic House 110 Trafalgar Street, Nelson

Agenda

Rārangi take

Chairperson	Cr Brian McGurk
Deputy Chairperson	Cr Judene Edgar
Members	Her Worship the Mayor Rachel Reese Cr Rohan O'Neill-Stevens Waka Kotahi Representative Ms Emma Speight

Quorum: 3

**Pat Dougherty
Chief Executive**

Nelson City Council Disclaimer

Please note that the contents of these Council and Committee agendas have yet to be considered by Council and officer recommendations may be altered or changed by the Council in the process of making the formal Council decision. For enquiries call (03) 5460436.

Regional Transport Committee

Establishment and operation of the Regional Transport Committee is governed by the Land Transport Management Act 2003.

Areas of Responsibilities:

- Preparation of, or variations to a Regional Land Transport Plan, for approval by Council
- Preparation of or variation to a Regional Public Transport Plan, for approval by Council
- Provision of advice and assistance to Council in relation to its transport responsibilities.

Powers to Decide:

- To adopt a policy that determines significance in respect of
 - variations made to regional land transport plans under section 18D of the Land Transport Management Act 2003
 - activities that are included in the regional land transport plan under section 16 of the Land Transport Management Act 2003
- To approve submissions to external bodies on policy documents likely to influence the content of the Regional Land Transport Plan.

Powers to Recommend to Council:

- Approval of Regional Land Transport Plan
- Approval of any variations to the Regional Land Transport Plan
- Approval of any variation to the Regional Public Transport Plan
- Any other recommendations regarding the committee's advice or assistance to Council in relation to its transport responsibilities.

Karakia and Mihi Timatanga

1. Apologies

Nil

2. Confirmation of Order of Business

3. Interests

3.1 Updates to the Interests Register

3.2 Identify any conflicts of interest in the agenda

4. Public Forum

5. Confirmation of Minutes

5.1 16 February 2021 **6 - 10**

Document number M15416

Recommendation

That the Regional Transport Committee

- 1. Confirms the minutes of the meeting of the Regional Transport Committee, held on 16 February 2021, as a true and correct record.**

5.2 21 April 2021 **11 - 18**

Document number M16576

Recommendation

That the Regional Transport Committee

- 1. Confirms the minutes of the meeting of the Regional Transport Committee, held on 21 April 2021, as a true and correct record.**

6. Chairperson's Report

7. Proposed Setting of Speed Limits Rule 2021 - Submission

19 - 47

Document number R25931

Recommendation

That the Regional Transport Committee

- 1. Receives the report Proposed Setting of Speed Limits Rule 2021 - Submission (R25931) and its attachments (A2681890 and A2683867) and;***
- 2. Approves retrospectively the submission on the Setting of Speed Limits Rule 2021 to Waka Kotahi New Zealand Transport Agency (A2681890 and A2683867 of Report R25931).***

8. Nelson Tasman 2021-31 Regional Public Transport Plan

48 - 147

Document number R25893

Recommendation

That the Regional Transport Committee

- 1. Receives the report Nelson Tasman 2021-31 Regional Public Transport Plan and its attachments (A2679732 and A2679766).***

Recommendation to Council

That the Council

- 1. Approves the Nelson Regional Public Transport Plan 2021-2031 (A2679732 of Report R25893) for submission to Waka Kotahi prior to 2 July 2021.***

9. Waka Kotahi Update

148 - 162

Document number R22668

Recommendation

That the Regional Transport Committee

- 1. Receives the report Waka Kotahi Update (R22668) and its attachment (A2686516).***

Karakia Whakamutunga

Minutes of a meeting of the Regional Transport Committee

Held in the Council Chamber, Civic House, 110 Trafalgar Street, Nelson

On Tuesday 16 February 2021, commencing at 1.32p.m.

Present: Councillor B McGurk (Chairperson), Her Worship the Mayor R Reese, Councillors J Edgar (Deputy Chairperson), R O'Neill-Stevens and Waka Kotahi Representative (E Speight)

In Attendance: Group Manager Infrastructure (A Louverdis), Governance Adviser (J Brandt) and Governance Support (P Boutle)

Apologies : Nil

1. Apologies

There were no apologies.

2. Confirmation of Order of Business

There was no change to the order of business.

3. Interests

There were no updates to the Interests Register, and no interests with items on the agenda were declared.

4. Public Forum

There was no public forum.

5. Confirmation of Minutes

5.1 7 December 2020

Document number M15331, agenda pages 5 - 10 refer.

Resolved RTC/2021/001

That the Regional Transport Committee

- 1. Confirms the minutes of the meeting of the Regional Transport Committee, held on 7 December 2020, as a true and correct record.***

McGurk/O'Neill-Stevens

Carried

6. Chairperson's Report

The Chairperson welcomed the new Waka Kotahi Representative, Emma Speight, to her first meeting of the Nelson City Council Regional Transport Committee.

7. Draft Regional Land Transport Plan 2021-31 and Draft Regional Public Transport Plan Consultation

Document number R22558, agenda pages 11 - 187 refer.

Manager Transport and Solid Waste, Marg Parfitt presented the report. She noted a number of minor edits needing to be made since the agenda was published. She further tabled a document containing an addition to the draft summary statement of proposal (A2582219). Ms Parfitt noted that the dates for hearings in item 5.2 were subject to final confirmation.

The following minor edits were noted:

- Summary of Statement of Proposal – second bullet point on first page: remove 'at Waimea Road and Franklyn Street, Tahunanui Dr and Parkers Road' (agenda page 184)
- Glossary to be expanded to include additional terms
- Ensure the readability of graphics throughout the document
- Active transport – consider mentioning e-mobility
- Links for strategic documents to be added/updated
- NMIT, Kāinga Ora, Plunket and Kindergarten Association to be added to the list of stakeholders to consult with

Resolved RTC/2021/002

That the Regional Transport Committee

1. ***Receives the report Draft Regional Land Transport Plan 2021-31 and Draft Regional Public transport Plan 2021-31 Consultation (R22558) and its Attachments A2570814, A2569883, A2561832, and A2564747 ; and***
2. ***Approves the use of the special consultative procedure for community consultation on the Draft Regional Land Transport Plan (A2570814) and the Draft Regional Public Transport Plan (A2569883); and***
3. ***Adopts the Draft Regional Land Transport Plan (A2570814) and the Draft Regional Public Transport Plan (A2569883) as the Statements of Proposal for the purposes of the special consultative procedure; and***

4. ***Adopts the Summary of the Statements of Proposal (A2561832) to enable public understanding of the proposal; and***
5. ***Approves the consultation approach (set out in sections/paragraphs 5.13 - 5.17, and Attachment 4 (A2564747) of Report R22558) and agrees:***
 - (a) ***the approach includes sufficient steps to ensure the Statements of Proposal will be reasonably accessible to the public and will be publicised in a manner appropriate to its purpose and significance; and***
 - (b) ***the approach will result in the Summary of the Statements of Proposal being as widely publicised as is reasonably practicable as a basis for consultation.***
6. ***Delegates any minor word changes, and text additions discussed at the meeting, to the Chair and Deputy Chair of the Regional Transport Committee.***

O'Neill-Stevens/McGurk

Carried

Attachments

- 1 A2582219 - Draft Summary of Proposal addition for bus services - tabled document

8. Feedback on Waka Kotahi Investment Proposal

Document number R22550, agenda pages 188 - 191 refer.

Group Manager Infrastructure, Alec Louverdis, tabled a response received from Waka Kotahi (A2582173) regarding the Waka Kotahi Investment Proposal Feedback received from Nelson City Council.

Resolved RTC/2021/003

That the Regional Transport Committee

- 1. Receives the report Feedback on Waka Kotahi Investment Proposal (R22550) and its Attachment A2544081.***

O'Neill-Stevens/Edgar

Carried

Attachments

- 1 A2582173 - Letter Waka Kotahi dated 10Feb2021

9. Waka Kotahi Update

Document number R22593, agenda pages 192 - 206 refer.

Waka Kotahi Representative, Emma Speight, presented the Powerpoint slides included in the agenda.

Ms Speight answered questions about factors contributing to deaths on roads, the data provided, and Waka Kotahi's 30-year plan.

Resolved RTC/2021/004

That the Regional Transport Committee

- 1. Receives the report Waka Kotahi Update (R22593) and its attachment (A2567869).***

Edgar/Her Worship the Mayor

Carried

10. Nelson Future Access Update

Document number R22595, agenda pages 207 - 209 refer.

Rhys Palmer of Waka Kotahi, presented the report. He answered questions about the timing of the next round of consultations with the public, noting a robust process was required.

Resolved RTC/2021/005

That the Regional Transport Committee

- 1. Receives the report Nelson Future Access Update (R22595) and its attachment (A2567821).***

Edgar/Speight

Carried

There being no further business the meeting ended at 2.50p.m.

Confirmed as a correct record of proceedings:

_____ Chairperson _____ Date



Minutes of a meeting of the Regional Transport Committee

Held in the Council Chamber, Civic House, 110 Trafalgar Street, Nelson

On Wednesday 21 April 2021, commencing at 1.02p.m.

Present: Councillor B McGurk (Chairperson), Councillors J Edgar (Deputy Chairperson), R O'Neill-Stevens and Waka Kotahi Representative Ms E Speight

In Attendance: Group Manager Infrastructure (A Louverdis), Governance Adviser (E Stephenson) and Governance Support (P Boutle)

Apology: Her Worship the Mayor Reese on Council business

Karakia Timatanga

1. Apologies

Resolved RTC/2021/008

That the Regional Transport Committee

- 1. Receives and accepts an apology from Her Worship the Mayor Reese on Council business.***

McGurk/Edgar

Carried

2. Confirmation of Order of Business

The Chairperson advised that Confidential Item 1 – Consideration of Public Transport Improvements to existing contract in Year 1 and 2 of Long Term Plan, had been withdrawn and that high-level information would be included in the officers' verbal update relating to Item 8 - Nelson Tasman Regional Public Transport Plan 2021-31 - Deliberations Report.

3. Interests

There were no updates to the Interests Register, and no interests with items on the agenda were declared.

4. Public Forum

There was no public forum.

5. Confirmation of Minutes

Document number R24810, agenda pages 9 - 19 refer.

The motion was taken in parts.

Resolved RTC/2021/009

That the Regional Transport Committee

- 1. Confirms the minutes of the meeting of the Regional Transport Committee, held on 6 April 2021 (A2620943), as a true and correct record; and***

O'Neill-Stevens/McGurk

Carried

Resolved RTC/2021/010

That the Regional Transport Committee

- 2. Confirms the minutes of the meeting of the Regional Transport Committee, held on 9 April 2021 (A2620949), as a true and correct record.***

Edgar/O'Neill-Stevens

Carried

6. Late submission

Document number R24808, agenda pages 20 - 25 refer.

The Chairperson advised that a late submission had been received and that the following motion was required to accept the submission.

Resolved RTC/2021/011

That the Regional Transport Committee

- 1. Receives the report Late submission (R24808) and its attachment (A2619186) ; and***
- 2. Accepts late submission #27446 from Dai Mitchell to the Draft Regional Public Transport Plan 2021 -2031.***

O'Neill-Stevens/Edgar

Carried

7. 2021-31 Regional Land Transport Plan - Deliberations Report

Document number R22719, agenda pages 26 - 161 refer.

Manager Transport and Solid Waste, Marg Parfitt, and Team Leader Transport Activity Management, Sue McAuley, presented the report and explained the rationale for the updated recommendations that had been provided. Ms Parfitt noted that there had been no substantive changes to the Regional Land Transport Plan (RLTP) made by Marlborough District Council (MDC) or Tasman District Council (TDC), who had both completed their RLTP deliberations. Ms Parfitt and Ms McAuley answered questions regarding the content of the RLTP and the proposed changes.

In response to a question regarding the Nelsust log barging proposal, Group Manager Infrastructure, Alec Louverdis, advised that from a Nelson City Council perspective, officers would not be prioritising, or further considering that proposal.

Following further questions, an additional amendment to the recommendations was suggested in that the words 'and be consistent' be added to bullet point nine of clause 4 of the recommendation to allow for any changes in the carbon emissions reduction target.

In response to a suggestion that the Tangata Whenua section on agenda page 79 was too Nelson specific, Mr Louverdis confirmed that more general wording would be provided via a minor amendment.

Resolved RTC/2021/012

That the Regional Transport Committee

- 1. Receives the report 2021-31 Regional Land Transport Plan - Deliberations Report (R22719) and its attachments (A2609254, A2564747 and A2570814); and***
- 2. Notes that consultation on the Regional Land Transport Plan and the Regional Public Transport Plan occurred simultaneously and that all submissions received have been included in the appropriate deliberations report regardless of which one they submitted to; and***
- 3. Advises Waka Kotahi and the Tasman and Marlborough Regional Transport Committees of any amendments to the draft Nelson Regional Land Transport Plan 2021-31; and***
- 4. Approves the Nelson Regional Land Transport Plan 2021-31 (A2570814 of Report R22719) with the following changes:***

- ***Amend the costings in the draft Nelson Regional Land Transport Plan to reflect the revised budgets in each Councils Long Term Plan and the Waka Kotahi Investment Proposal;***
- ***Update the Significant Projects table to reflect Waka Kotahi removing the 'Motueka Upgrade Additional Scope' project from the investment proposal;***
- ***Amend the Death and Serious Injury (DSI) ratings in the information reading significant safety projects;***
- ***Update the table 'Linking Transport Objectives and Significant Activities' on page 56 of the draft Nelson Regional Land Transport Plan to reflect the review of the sustainability alignment of the listed projects, carried out by Council officers and Waka Kotahi;***
- ***Update the strategic context section of the draft Nelson Regional Land Transport Plan to reflect the most up to date forecasts for aviation growth and to add commentary which identifies the assumptions on which these figures are based;***
- ***Update the Tangata Whenua section on pages 14-15 of the draft Nelson Regional Land Transport Plan to clearly outline the special status of iwi as the tangata whenua of Te Taihiti, and how they will be involved in ongoing engagement with Council and Waka Kotahi to implement the Regional Land Transport Plan;***
- ***Amends the Regional Land Transport Plan public transport budget in line with the draft Regional Public Transport Plan; and***
- ***Inclusion of a policy confirming resilience is part of prudent asset management; and***
- ***Amends the 'Carbon Emissions' headline target to align and be consistent with the Climate Change Commissions target of a 47% reduction in transport generated carbon emissions by 2035; and***

5. ***Notes staff will work with Waka Kotahi, Tasman District Council and Marlborough District Council staff to finalise the Regional Land Transport Plan; and***
6. ***Confirms that the Nelson Regional Land Transport Plan 2021-31, amended as in clause 5 above, be lodged with the Council; and***
7. ***Delegates authority to approve any changes to the Nelson Regional Land Transport Plan consequential to the Long Term Plan 2021 – 2031 deliberations, and minor changes made either by Marlborough District Council or Tasman District Council Regional Transport Committees, to the Chair and Deputy Chair of the Regional Transport Committee.***

Edgar/O'Neill-Stevens

Carried

Recommendation to Council RTC/2021/013

That the Council

1. ***Approves the Nelson Regional Land Transport Plan 2021-2031 (A2570814 of Report R22719) for submission to Waka Kotahi prior to 30 June subject to any changes made as part of the Long Term Plan 2021 - 2031 process, and minor changes made by Marlborough District Council or Tasman District Council Regional Transport Committees, and notes the delegation to the Chair and Deputy Chair of the Regional Transport Committee.***

Edgar/O'Neill-Stevens

Carried

The meeting was adjourned from 1.52p.m. until 2.07p.m.

8. Nelson Tasman Regional Public Transport Plan 2021-31 - Deliberations Report

Document number R24772, agenda pages 162 - 294 refer.

Manager Transport and Solid Waste, Marg Parfitt, and Team Leader Transport Activity Management, Sue McAuley, presented the report and explained the rationale for the updated recommendations that had been provided. Ms Parfitt clarified that Waka Kotahi had granted Nelson City Council an extension to lodge the Regional Public Transport Plan (RPTP) on 2 July 2021 and provided a summary of the feedback. A document of high level estimates of changes to the existing public transport contract was tabled (A2623754). Ms Parfitt and Ms McAuley answered questions regarding the content of the RPTP and proposed changes and on

submissions to the RTP, current and proposed public transport services and future steps.

Attendance: Ms Speight left the meeting from 2.30p.m. until 2.47p.m.

The Committee expressed its appreciation to all officers involved in the RLTP and RTP for the extensive amount of work that had been undertaken.

Resolved RTC/2021/014

That the Regional Transport Committee

- 1. Receives the report Nelson Tasman Regional Public Transport Plan 2021-31 - Deliberations Report (R24772) and its attachments (A2569883, A2617764, A2617627); and***
- 2. Notes that consultation on the Regional Land Transport Plan and the Regional Public Transport Plan occurred simultaneously and that all submissions received have been included in the appropriate deliberations report regardless of which one they submitted to; and***
- 3. Approves lodging the amended Nelson Tasman Regional Public Transport Plan 2021-31 (A2569883 of Report R24772) with Council for consideration, with the following changes:***
 - Including the provision to undertake detailed service route and timetable planning in 2021-2023;***
 - Bring service frequency increases proposed for stage 2 (2026) into stage 1(2023) at an increased net cost of up to \$670,000;***
 - Including support to move to the Living Wage for bus drivers from July 2021 (at an estimated cost of \$38,000 per year) subject to nationally led outcomes and further discussion with Waka Kotahi and the bus operator;***
 - Include the investigation to allow dogs in suitable carrier containers on buses at off peak times; and***
- 4. Advises the Tasman Regional Transport Committee and Waka Kotahi of any amendments to the Regional Public Transport Plan 2021-31 approved by the Nelson Regional Transport Committee; and***
- 5. Notes that any changes made by Tasman District Council to the Nelson Tasman Regional Public Transport***

Plan 2021-31 will be cost neutral to Nelson City Council.; and

- 6. Notes that a final Regional Public Transport Plan will be brought to the 29 June 2021 Nelson Regional Transport Committee meeting following Long-Term Plan adoption recommending to Council to lodge with Waka Kotahi.**

Edgar/McGurk

Carried

Attachments

- 1 A2623754 - High level cost estimates for Y1 and 2 changes to existing bus contract

Recommendation to Council RTC/2021/015

That the Council

- 1. Considers making provision for extra funding as outlined in 6.6.4 of report R24772 to the 21 April 2021 Regional Transport Committee as part of the Long-Term Plan 2021 – 2031 deliberations on the basis that external additional funding is secured from non-rates sources, or that savings are made in other transport related activities; and**
- 2. Notes that a Regional Public Transport Plan will be brought to Council on 1 July 2021 seeking approval to lodge with Waka Kotahi and that this timing of the approval of the Regional Public Transport Plan will ensure consistency across the Regional Land Transport Plan, Regional Public Transport Plan and Long Term Plan.**

Edgar/McGurk

Carried

9. Exclusion of the Public

There was no exclusion of the public as Item 1 of the Confidential agenda - Consideration of Public Transport Improvements to existing contract in Year 1 and 2 of Long Term Plan had been withdrawn.

Karakia Whakamutunga

There being no further business the meeting ended at 3.14p.m.

Confirmed as a correct record of proceedings:

_____ Chairperson _____ Date

Regional Transport Committee



29 June 2021

REPORT R25931

Proposed Setting of Speed Limits Rule 2021 - Submission

1. Purpose of Report

- 1.1 To retrospectively approve the submission to Waka Kotahi, NZ Transport Agency, (Waka Kotahi) on the Setting of Speed Limits Rule 2021.

2. Recommendation

That the Regional Transport Committee

1. ***Receives the report Proposed Setting of Speed Limits Rule 2021 - Submission (R25931) and its attachments (A2681890 and A2683867) and;***
2. ***Approves retrospectively the submission on the Setting of Speed Limits Rule 2021 to Waka Kotahi New Zealand Transport Agency (A2681890 and A2683867 of Report R25931).***

3. Background

- 3.1 Waka Kotahi is seeking feedback on a Land Transport Rule: Setting of Speed Limits. This new rule proposes to enable an improved approach to speed management planning on New Zealand roads.
- 3.2 Speed is a major contributing factor to deaths and serious injuries on New Zealand roads. In the event of a crash, regardless of cause, the speed of impact is the most important determinant of the severity of injuries sustained and the probability of death.
- 3.3 On 11 November 2019, Cabinet agreed to the wider Tackling Unsafe Speeds package, which comprises:
- introducing a new regulatory framework for speed management to improve how speed management changes are planned for, consulted on and implemented;

Item 7: Proposed Setting of Speed Limits Rule 2021 - Submission

- transitioning to lower speed limits around schools to improve safety and encourage more children to use active modes of transport;
- adopting a new approach to road safety cameras (also referred to as 'speed cameras') to reduce excessive speeds on our highest risk roads.

3.4 Once signed, this proposed Rule will replace the Land Transport Rule: Setting of Speed Limits 2017. A nationally held speed limit register will replace the existing Speed Limit Bylaw schedules.

4. Discussion

4.1 Public consultation on the proposed rule opened on Friday 23 April 2021 and closed 5pm Friday 25 June 2021.

4.2 Nelson City Council (NCC) officers support this new initiative that aims to provide more consistent and safer speeds across regional networks. Officers do, however, have some reservations and comments on the proposed process.

4.3 Waka Kotahi hosted a meeting for NCC and Tasman District Council (TDC) officers on 24 May 2021 and a briefing with both NCC/TDC Regional Transport Committee (RTC) members was held on 3 June 2021 as part of this consultation.

4.4 NCC staff drafted a proforma submission in line with current Council strategies and policies. The submission is aligned with that of TDC and was signed off by the Chair and Deputy Chair of the RTC. Retrospective approval of the feedback submission is requested from this Committee

4.5 The proposed Rule will give effect to a new regulatory framework, which includes:

4.5.1 Requiring all Road Controlling Authorities (RCAs) that are territorial authorities (including Waka Kotahi) to include their proposed speed limit changes and safety infrastructure treatments for the coming 10 years into speed management plans.

4.5.2 RTCs will coordinate input from RCAs to create and consult on a regional speed management plan, aligning with the regional land transport planning process. Officers note that in the case of a unitary authority such as Nelson and Tasman some of the effects of the draft rule are different when compared with regional and territorial authorities.

4.5.3 Giving the new Director of Land Transport (within Waka Kotahi) the responsibility for certifying regional speed management plans, with functions such as publishing plans, guidance and setting of timelines remaining with Waka Kotahi.

4.5.4 Establishing an independent Speed Management Committee to certify the Waka Kotahi State highway speed management plan,

Item 7: Proposed Setting of Speed Limits Rule 2021 - Submission

and to oversee the information and guidance on speed management Waka Kotahi (as regulator).

- 4.5.5 The speed management plan certification process (by the director or speed management committee) should include an assessment and certification that speed management plans comply with the rule.
- 4.5.6 Allowing RCAs to develop interim plans to progress speed management changes prior to 2023 (when the full planning process must be implemented).
- 4.5.7 Introducing a new process for setting speed limits outside of speed management plans, as well as for RCAs that are not territorial authorities, (for example the Department of Conservation).
- 4.5.8 Requiring all speed limits, other than temporary speed limits, to be entered into a national register to give legal effect to all speed limits, other than temporary speed limits. Waka Kotahi (as regulator) will be the Registrar of the register
- 4.5.9 Requiring RCAs to reduce speed limits around both urban school (to 30 km/h with the option of implementing 40 km/h speed limits if appropriate) and rural schools (to a maximum of 60 km/h).
- 4.5.10 RCAs will need to reduce 40% of their school speed limits by 2024, with all speed limits completed by 2030.

5. Key NCC comments

- 5.1 While NCC officers acknowledge there are some benefits that the draft Rule would provide over the current process for setting speed limits, officers strongly urge Waka Kotahi and the Ministry of Transport to take this opportunity to provide stronger leadership on default speeds. If more default safe and appropriate speeds were mandated nationally, Local Authorities would not need to consult on, justify and reassess speed limits on a road-by-road basis.
- 5.2 As an overall comment NCC officers see merit investigating changes to the national default speed limits to 40km/h on urban roads and 60 on unsealed rural roads and 80km/h on the vast majority of sealed rural roads. With high volume urban roads a limit of 50km/h could be appropriate. It is likely that lower national default limits will achieve significant speed reductions across the board in a much shorter timeframe than developing and implementing a number of 10-year speed management plans. It is noted in the submission there is a risk of inconsistency in the implementation of the draft rule. This risk is largely mitigated with a national change to default limits.
- 5.3 The above point aside NCC makes the following recommendations regarding the draft Land Transport Rule: Setting of Speed Limits 2021:

Item 7: Proposed Setting of Speed Limits Rule 2021 - Submission

- 5.3.1 That speed management plans be developed prior to Regional Land Transport Plans (RLTPs) and Long Term Plans (LTPs) allowing the infrastructure changes identified in the speed management plan to better inform RLTPs and LTPs.
 - 5.3.2 That unitary authorities be engaged to consider how unitary authorities achieve the objectives of RTCs including consistency, interactions with neighbouring RCAs and alignment with the GPS.
 - 5.3.3 That each RTC and the agency consult on a single unified regional speed management plan.
 - 5.3.4 A single certification process is used for both state highway and regional plans.
 - 5.3.5 NCC supports development of interim plans to progress speed management changes prior to 2023 but notes that if RCAs prepare interim speed management plans in isolation from their neighbours, and before Waka Kotahi's guidance is developed and available, there is a risk that those plans may not be consistent with each other or with the guidance.
 - 5.3.6 That the roles and responsibilities of RCAs that are not territorial authorities be better defined, and that an information campaign is implemented to inform them of their responsibilities.
 - 5.3.7 That a different phased approach to speed limit changes around schools is accepted that allows for speed limits around 40% of schools be reduced to 30km/h by 30 June 2024, and that other speed management measures be assessed and prioritised for implementation once the effectiveness of speed limit reductions is known, with all schools, including those currently with 40km/h limits be required to transition to 30km/h limits by 2029.
 - 5.3.8 That Waka Kotahi makes the speed management guidance available for consultation at the earliest possible opportunity, even if that is before the rule is signed.
 - 5.3.9 That a funding model for speed management, including development, consultation, implementation, and ongoing management of speed management plans be developed. This funding model should be equitable across the agencies associated with speed management (including RCAs, RTCs, and Waka Kotahi), and reflect the additional costs associated with the proposed process.
- 5.4 The full submission (Attachment 1) has been sent following discussions with the Chair and Deputy Chair of the NCC RTC. A discussion paper with more detailed responses is also attached (Attachment 2)

Item 7: Proposed Setting of Speed Limits Rule 2021 - Submission

Author: Margaret Parfitt, Manager - Transport and Solid Waste

Attachments

Attachment 1: A2681890 Speed Limit Setting Rule -Submission letter to Waka Kotahi [↓](#)

Attachment 2: A2683867 Discussion paper [↓](#)



Ref: A2681890

Civic House, 110 Trafalgar Street
PO Box 645, Nelson 7040, New Zealand

21 June 2021

P (03) 5460930

E marg.parfitt@ncc.govt.nz

nelson.govt.nz

Emma Speight

Waka Kotahi NZ Transport Agency

By Email: emma.speight@nzta.govt.nz
rules@nzta.govt.nz

Dear Emma

**Nelson City Council submission to Waka Kotahi on the draft Land Transport Rule:
Setting of Speed Limits 2021**

Nelson City Council would like to thank Waka Kotahi and the Ministry of Transport for the opportunity to provide a submission on the draft Land Transport Rule: Setting of Speed Limits 2021.

This submission has not yet gone through our Committee approval process due to timing constraints and therefore should be considered proforma.

We understand that inappropriate speeds have a direct impact on the number of deaths and serious injuries occurring on New Zealand's roads.

We strongly support measures which reduce operating speeds, which will lead to a reduction in the number of deaths and serious injuries on roads throughout Aotearoa. We also support regional plans which promote regional consistency of speed management and measures which enable multi-modal accessibility and safety.

We have prepared the attached discussion paper which provides a more detailed basis for our recommendations.

Our most significant areas of concern are summarised below.

Default Speed Limits

If the Road to Zero objectives are to be achieved, then bold and decisive leadership is required. The draft rule leaves the challenging conversations and decisions regarding speed

Nelson The Smart Little City
He tāone tōire a Whakatū

 Nelson City Council
Te Kaunihera o Whakatū

Internal Document ID: A2681890

management to Road Controlling Authorities (RCAs) and Regional Transport Committees (RTCs). These are diverse entities and are under financial constraints. This may lead to significant delays in implementing speed management, and could create widespread inconsistency of speed treatments.

We strongly encourage Waka Kotahi and the Ministry of Transport to investigate and engage with RCAs and RTCs about reducing default speed limits. These limits need to reflect safe and appropriate speeds on most roads.

Timing of Speed Management Plans

De-coupling speed management plans from Regional Land Transport Plans (RLTP) and Long Term Plans (LTP) would create a significant reduction in work for RCAs and RTCs. It would mean that the infrastructure measures identified in the speed management plans could be included in RLTPs and LTPs.

Unitary Authorities

Nelson City is a small, predominantly urban Unitary Authority. Unitary Authorities will be performing the functions of both a Territorial Local Authority (TLA) and a RTC under the draft rule. A Unitary Authority's speed management plan will not have the degree of review and scrutiny that a plan prepared by a TLA and reviewed by an RTC would receive. There appears to be no mechanism in the draft rule to promote consistency of speed management approach between adjacent Unitary Authorities.

We therefore recommend engaging with Unitary Authorities to consider how to achieve the objectives of the proposed speed management processes.

Certification Process

There is a need to improve the lines of delegation to approve and authorise speed management plans and associated speed limits. Having a single certifying and consultation processes for both state highways and local roads is likely to improve consistency in speed management approach both regionally and nationally.

Recommendations

Nelson City Council would like to make the below recommendations regarding the draft land transport rule: setting of speed limits 2021. Further discussion on these recommendations is provided in the attached discussion paper.

1. That changing default speed limits to reflect safe and appropriate speeds on the bulk of New Zealand's roads be investigated.
2. That Unitary Authorities be engaged with to consider how they achieve the objectives of RTCs including consistency, interactions with neighbouring RCAs and alignment with the GPS.
3. That funding of, and revenue from, safety cameras installed by RCAs be addressed. We note that this may be outside the scope of the speed limit setting rule.
4. That Waka Kotahi makes the speed management guidance available for consultation at the earliest possible opportunity, even if that is before the rule is signed.

5. That the rule includes guidance on how RCAs are expected to have regard to, and how much weight they are to give, the Guidance.
6. That a funding model for speed management is developed. This includes the development, consultation, implementation, and ongoing management of speed management plans. This funding model should be equitable across the agencies associated with speed management (including RCAs, RTCs, and Waka Kotahi), and reflect the additional costs associated with the proposed process.
7. That either the default urban or rural speed limit apply when a road has no speed limit in the register and is not covered by a bylaw, depending on the location of the road.
8. That the Code of Practice for Temporary Traffic Management is reviewed following the finalisation of the rule to ensure that the two documents are consistent.
9. That speed management plans be developed prior to RLTPs and LTPs, allowing the infrastructure changes identified in the speed management plan to better inform the RLTPs and LTPs.
10. That the provision enabling state highway speed management plans to be consulted on separately be an interim provision, until the first Regional Speed Management Plan has been established.
11. That Regional Plans should include an assessment of consistency across RCA and RTC boundaries.
12. That the processes in the rule clearly describe and define which organisations will be responsible for consistency of speed management within and between regions, and how consistency will be mandated and achieved.
13. That each RTC consult on a single unified regional speed management plan with Waka Kotahi.
14. That the certification process includes an assessment of the appropriateness of the proposed speed limits and associated speed management measures, and of compliance with the rule.
15. That a single certification process is used for both state highway and regional plans.
16. That the roles and responsibilities of RCAs that are not territorial authorities be better defined, and that an information campaign is implemented to inform them of their responsibilities.
17. That when an emergency limit is set, then the lower of the emergency limit or any permanent, seasonal, or variable limit shall apply.
18. That 70/90 speed limits are only used as interim speed limits, with a plan for their replacement being developed and approved by Waka Kotahi.

19. That speed limits around 40% of schools be reduced to 30km/h by 30 June 2024, and that other speed management measures be assessed and prioritised for implementation once the effectiveness of speed limit reductions is known.
20. That speed management measures are implemented by 30 June 2025 to bring mean operating speeds outside these schools to no more than 35km/h.
21. That all schools, including those currently with 40km/h limits, be required to transition to 30km/h limits by 2029.
22. That a risk based methodology is used to assess the appropriate speed outside a rural school. This includes considering factors such as vehicle speed, likelihood of pupils or other users crossing or walking along roads, presence and quality of footpaths or crossing points, and presence and usage of off road vs on road pick up locations.
23. That the point of obvious change in roadside development outside schools be assessed on a case by case basis.
24. That the determination of school travel time periods for variable speed limits outside schools take into account times when pupils and the wider community are likely to be using the school facilities outside of normal school hours.
25. That the speed limits for passing school buses and those outside schools be aligned.
26. That guidance on the use of mean operating speeds be included in the Guidance provided by Waka Kotahi.
27. That the guidance includes an outline of the limitations of the mean operating speeds provided.
28. That the guidance does not include absolute rules about mean operating speeds which are to be achieved.

Yours sincerely



Brian McGurk

Chairperson, Nelson Regional Transport Committee



Nelson City Council Submission to Waka Kotahi on the draft Land Transport Rule: Setting of Speed Limits 2021 – Discussion Paper

June 2021

A2683867

Nelson The Smart Little City
He tāone tōrire a Whakatū

 **Nelson City Council**
te kaunihera o whakatū

NCC Submission on Setting Speed Limits Rule 2021 Discussion Paper (A2683867)

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INTRODUCTION

Nelson City Council (NCC) has prepared submission to Waka Kotahi on the draft Land Transport Rule: Setting of Speed Limits 2021. This discussion paper provides some further background and analysis to support the submission. It includes NCC's recommendations, some general comments, and specific responses to the questions asked on the consultation web page.

RECOMMENDATIONS

Nelson City Council makes the following recommendations regarding the draft land transport rule: setting of speed limits 2021:

1. That changing default speed limits to reflect safe and appropriate speeds on the bulk of New Zealand's roads be investigated.
2. That Unitary Authorities be engaged with to consider how they can achieve the objectives of RTCs including consistency, interactions with neighbouring RCAs and alignment with the GPS.
3. That funding of, and revenue from, safety cameras installed by RCAs be addressed. We note that this may be outside the scope of the speed limit setting rule.
4. That Waka Kotahi makes the speed management guidance available for consultation at the earliest possible opportunity, even if that is before the rule is signed
5. That the rule includes guidance on how RCAs are expected to have regard to, and how much weight they are to give, the guidance.
6. That a funding model for speed management, including development, consultation, implementation, and ongoing management of speed management plans be developed. This funding model should be equitable across the agencies associated with speed management (including RCAs, RTCs, and Waka Kotahi), and reflect the additional costs associated with the proposed process.
7. That either the default urban or rural speed limit apply when a road has no speed limit in the register and is not covered by a bylaw, depending on the location of the road
8. That the Code of Practice for Temporary Traffic Management is reviewed following finalisation of the rule to ensure that the two documents are consistent.

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9. That speed management plans be developed prior to RLTPs and LTPs allowing the infrastructure changes identified in the speed management plan to better inform the RLTPs and LTPs.
10. That the provision enabling state highway speed management plans to be consulted on separately only be in place as an interim provision until the first Regional Speed Management Plan has been established.
11. That Regional Plans should include an assessment of how well consistency across RCA and RTC boundaries is achieved.
12. That the processes in the rule clearly describe and define which organisations will be responsible for consistency of speed management within and between regions and how consistency will be mandated and achieved.
13. That each RTC and the agency consult on a single unified regional speed management plan
14. That the certification process includes an assessment of the appropriateness of the proposed speed limits and associated speed management measures and of compliance with the rule.
15. That a single certification process is used for both state highway and regional plans.
16. That the roles and responsibilities of RCAs that are not territorial authorities be better defined, and that an information campaign is implemented to inform them of their responsibilities.
17. That when an emergency limit is set, then the lower of the emergency limit or any permanent, seasonal, or variable limit shall apply.
18. That 70/90 speed limits are only used as interim speed limits, with a plan for their replacement being developed and approved by Waka Kotahi.
19. That speed limits around 40% of schools be reduced to 30km/h by 30 June 2024, and that other speed management measures be assessed and prioritised for implementation once the effectiveness of speed limit reductions is known.
20. That speed management measures to bring mean operating speeds at these schools to no more than 35km/h be implemented by 30 June 2025.
21. That all schools, including those currently with 40km/h limits be required to transition to 30km/h limits by 2029.

22. That a risk based methodology considering factors such as vehicle speed, likelihood of pupils or other users crossing or walking along roads, presence and quality of footpaths or crossing points, presence and usage of off road vs on road pick up locations be used to assess if the appropriate speed outside a rural school.
23. That the point of obvious change in roadside development outside schools be assessed on a case by case basis.
24. That the determination of school travel time periods for variable speed limits outside schools take account of the times when pupils and the wider community are likely to be using the school facilities outside of normal school hours.
25. That the speed limits for passing school buses and those outside schools be aligned.
26. That guidance on the use of mean operating speeds be included in the guidance provided by Waka Kotahi.
27. That the guidance includes an outline of the limitations of the mean operating speeds provided.
28. That the guidance does not include absolute rules about mean operating speeds which are to be achieved.

GENERAL COMMENTS

We make the following additional points for your consideration:

1. DEFAULT SPEED LIMITS

The current MegaMaps guidance indicates that the safe and appropriate speeds are 40 km/h on urban roads, 60km/h on unsealed rural roads, and 80km/h on the vast majority of sealed rural roads. If speed limits are changed to reflect the safe and appropriate speed, and the current default speed limits (50km/h and 100km/h) remain, there will be a small length of high quality roads at the default limit, and a much larger length at lower limits. Changing the speed limits on all these roads to 40, 60 and 80km/h is a significant piece of work, and will require regular repeater signage to inform motorists that the limit is different to the default limit.

NCC feels that changing the default speed limits to 40km/h on urban roads and 60 and 80km/h on unsealed and sealed rural roads will achieve significant speed reductions across the board in a much shorter timeframe than developing and implementing a number of 10 year speed management plans.

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As noted elsewhere in our submission, we consider that there is a risk of inconsistency in the implementation of the draft rule. This risk is largely mitigated with a change to default limits.

A national consultation and education programme on default limits would be much more efficient than a number of regional consultations on speed limit changes which are not consistent with the default limits. MegaMaps suggests that the length of roads with safe and appropriate speeds different to 40, 60, and 80 km/h would be small compared to the length with safe and appropriate speeds different to the current default limits.

We therefore consider that the costs of both consultation and of repeater signage are likely to be significantly lower with 40, 60 and 80km/h default speeds than achieving the same speed limits under the current defaults.

Should default limits be changed we would also support a default limit of 30km/h outside schools.

Changing default speed limits will result in an immediate speed reduction throughout the country. It is acknowledged that in many locations the resulting speeds may not be as low as they would be if the speed limit reduction was accompanied by other speed management measures.

Lowering the default limit allows operating speeds to be monitored with a new limit, and speed management measures to be designed and implemented in locations where they will be most effective.

NCC recommends that changing default speed limits to reflect safe and appropriate speeds on the bulk of New Zealand's roads be investigated.

2. UNITARY AUTHORITIES

The speed limit setting process in the draft rule has been designed for Road Controlling Authorities (RCAs) which are part of larger regions which have Regional Transport Committees (RTCs). It is proposed that RTCs will collate input from the RCAs in their region to develop a regional speed management plan. According to the Overview for Consultation for the draft rule, the objectives of RTCs collating inputs from the RCAs are to:

- "Encourage consistency across the network through consideration of speed management treatments across an entire region, rather than just on a road-by-road basis
- Manage interactions and timing across RCAs, including interactions between local roads and the State highway network, and through boundary issues with bordering regions
- Encourage alignment with the GPS and RLTP processes"(p12)

Under the rule, the opportunity for external review that is associated with the RTC collating the RCA inputs is largely missing in a Unitary Authority. There is therefore a risk that the objectives of regional consistency and management of interaction between local roads and state highways may not be achieved as effectively in a Unitary Authority as in a larger region.

NCC therefore recommends that Unitary Authorities be engaged with to consider how they can achieve the objectives of RTCs including consistency, interactions with neighbouring RCAs and alignment with the GPS.

3. SAFETY CAMERAS – FUNDING AND REVENUE

The draft rule gives RCAs the ability to install safety cameras. It is understood that Waka Kotahi will have responsibility to administer safety cameras and issue infringement notices. However, the rule is silent on how safety cameras installed by RCAs will be funded (i.e. would they be eligible for the normal Funding Assistance Rate?), and where revenue from the cameras would go.

NCC recommends that funding of, and revenue from, safety cameras installed by RCAs be addressed. We note that this may be outside the scope of the speed limit setting rule.

4. GUIDANCE AND INFORMATION PROVIDED BY WAKA KOTAHI

Waka Kotahi is to provide an updated Speed Management Guide and other guidance on setting of speed limits. The draft rule requires RCAs to “have regard to” this guidance. We understand that the first draft of the guidance will not be available for consultation until after the rule is signed (probably early 2022). It will then be some months after that before the final version of the guidance is available (probably mid 2022).

We consider the guidance to be critical to the implementation of the rule. Whilst we recognise that the guidance will be consulted on prior to being finalised, we feel that we are unable to give fully informed feedback on this rule without seeing the guidance that accompanies it.

There is a risk that interim speed management plans, developed prior to the release of the guidance may not have regard to all aspects of the guidance.

As noted above, RCAs are required to “have regard to” the guidance. Having “regard to” is a subjective concept. There is a risk that different RCAs, having had regard to the guidance, and to a number of other local factors, may reach different conclusions regarding the implementation of the guidance that are different to the conclusions reached by other RCAs or those reached by the authors of the guidance.

We recommend that:

- Waka Kotahi makes the speed management guidance available for consultation at the earliest possible opportunity, even if that is before the rule is signed
- The rule includes guidance on how RCAs are expected to have regard to, and how much weight they are to give the guidance.

5. FUNDING FOR SPEED MANAGEMENT

The proposed process adds a significant workload to RTCs. This will include collation of speed management plans, managing a complex and potentially contentious consultation process with many submitters, and liaising between Waka Kotahi and RCAs.

RTCs are not currently resourced for this workload. Managing the proposed speed management process will result in significant additional cost to RTCs.

There are likely to be significant costs associated with the installation of speed management measures to accompany the speed management process. In particular, reducing operating speeds around 40% schools to 30km/h by 2024 is going to require significant investment in a short period of time.

We recommend that a funding model for speed management, including development, consultation, implementation, and ongoing management of speed management plans be developed. This funding model should be equitable across the agencies associated with speed management (including RCAs, RTCs, and Waka Kotahi), and reflect the additional costs associated with the proposed process.

6. APPLICABLE SPEED LIMITS

Clause 2.1(1)(c) states that if a road has no speed limit in the register and it is not covered by a bylaw then 100km/h is the applicable limit.

There is a risk that if a road has been inadvertently overlooked in the bylaw, and does not get included in the register, or is a road controlled by an RCA other than a territorial authority or the Agency, then 100km/h is automatically the applicable speed limit. 100km/h is unlikely to be an appropriate speed in many instances.

We recommend that either the default urban or rural speed limit apply when a road has no speed limit in the register and is not covered by a bylaw, depending on the location of the road

7. TEMPORARY LIMITS

The Code of Practice for Temporary Traffic Management includes detailed instructions for setting and implementing temporary speed limits.

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We recommend that the Code of Practice for Temporary Traffic Management is reviewed following finalisation of the rule to ensure that the two documents are consistent.

ANSWERS TO THE 29 SPECIFIC QUESTIONS IN THE CONSULTATION DOCUMENT

1. SPEED MANAGEMENT PLANS AND SPEED MANAGEMENT COMMITTEE

1. *Do you think the proposed Speed Management planning process should replace the existing bylaw process? If not, why not?*

Yes, NCC supports a speed management process which:

- Ensures the ability to continue to make speed limit changes in a timely and responsive manner
- Minimises costs associated with repetitive consultation
- Ensures a consistent approach is taken to speed limit changes nationally and regionally
- Enables ownership by the territorial authority RCA's while contributing to a regional approach, and
- Achieves a reduction in deaths and life-changing serious injuries on our roading network.

However, as noted elsewhere in this submission we consider that there are some adjustments which could be made to the proposed process which are likely to better achieve these objectives

2. *How do you think the timing of the Speed Management Plans should fit with the National Land Transport Programme process and Regional Land Transport Plans? For example, do you think the Speed Management Plans should be prepared at the same time as the Regional Land Transport Plans?*

Requiring RCAs and RTCs to complete their speed management plan in parallel with their Regional Land Transport Plan adds a significant workload at a time when these organisations are also preparing and consulting on Activity Management Plans, Long Term Plans, and Regional Public Transport Plans.

We recommend that speed management plans be developed prior to RLTPs and LTPs allowing the infrastructure changes identified in the speed management plan to better inform the RLTPs and LTPs.

3. *Do you support the proposed joint consultation process for State highway and Regional Speed Management Plans? If not, why not?*

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NCC support a joint consultation process and believe that it will be critical to enabling community and stakeholders to see and understand the logic of proposed speed limit changes and the inter-relationship between the state highway network and local road network. The regional speed management plans need to be able to show all proposed changes to the network (both local roads and state highways) in one document.

However, we note that clause 3.8 (1) describes a consultation process that the Agency shall follow, and 3.8(2) requires a regional transport committee to consult in accordance with section 82 of the Local Government Act. These two consultation processes are not necessarily aligned, and may result in inconsistency of approach to consultation.

We are concerned that the draft rule has an ongoing provision for the State Highway speed management plans to be consulted upon separately (clause 3.4).

We recommend that the provision enabling state highway speed management plans to be consulted on separately only be in place as an interim provision until the first Regional Speed Management Plan has been established.

4. *Do you think the content requirements are appropriate, both for full and interim Regional Speed Management Plans? If not, why not?*

We support the content requirements in the draft rule. However, we recommend that Regional Plans should include an assessment of how well consistency across RCA and RTC boundaries is achieved

5. *Do you support the proposed approach for the transitional period prior to 2023? If not, why not?*

Yes, NCC supports a transitional period which will allow RCAs to change or set speed limits prior to regional speed management plans being complete.

Early planning will be critical to enabling RCAs to identify, prioritise, design and implement reduced speed limits and associated speed management measures at 40% of schools by 2024. Interim speed management plans are one way of doing that early planning.

We do, however consider that, if RCAs prepare interim speed management plans in isolation from their neighbours, and before Waka Kotahi's guidance is developed and available, there is a risk that those plans may not be consistent with each other or with the guidance. This may make it difficult to develop a consistent regional plan at a later stage.

6. *Do you think the respective roles of RCAs and RTCs proposed under the new rule are appropriate? If not, why not?*

We consider that the roles of RCAs and RTCs as outlined in the table on p13 of the overview and summary document are appropriate.

We note that one of the roles of RTCs identified in the table is to *"Provide a forum to encourage consistency across the network, managing interactions and implementation timing across RCAs, and working through any boundary issues with bordering regions"*

However, the process for preparing regional speed management plans described in clause 3.5 of the draft rule makes no mention of encouraging or achieving consistency. If RTCs are only required to "encourage consistency", and have no mandate to require it, there is a risk that consistency of speed management approaches may be inconsistent across regions, and nationally.

If state highways and local roads have separate certification processes the risk of inconsistency between them is further exacerbated.

RTCs do not currently have any speed limit setting role. Their expertise in speed limit setting is therefore likely to be limited. If their role is expanded to ensuring appropriateness and consistency of speed limits, they will need to either employ staff with appropriate expertise or outsource this work. Either of these options result in additional cost.

We recommend that the processes in the rule clearly describe and define which organisations will be responsible for consistency of speed management within and between regions and how consistency will be mandated and achieved.

7. *Do you support the proposed approach for consultation, including the separate requirement for Māori? If not, why not?*

NCC considers that requiring consultation by an RTC to be in accordance with the Local Government Act is appropriate. We also consider the separate requirement for consultation with Maori to be appropriate.

However, if the Agency's consultation on state highway speed management is separate to consultation by adjacent RTCs on regional plans, and is done to a different standard, we consider that there is a risk that the consultation may be disjointed, and the public may not understand the interactions in speed management between state highways and local roads.

We acknowledge that many state highways pass through multiple regions, and that consultation in conjunction with multiple RTCs is likely to require significant liaison between the Agency and RTCs. However, we consider that meaningful liaison will be required between the Agency and both RTCs and RCAs regardless of when and how consultation occurs. We also consider that a single consultation on a unified speed management plan will be easier for the public to understand and provide meaningful and considered feedback on.

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We also note that consultation on potentially contentious speed management proposals is likely to result in a significant workload for RTCs.

We recommend that each RTC and the agency consult on a single unified regional speed management plan

8. *Do you think the Speed Management Plan certification requirements are appropriate? If not, why not?*

The certification process only certifies that:

- Consultation has happened
- The RTC has confirmed it sets out objectives, policies measures for 10years
- The plan contains:
 - A 3 year implementation programme
 - Rural school designations & explanation for setting 40km/h outside schools rather than 30
 - Summary of previous plan measures not implemented
 - Summary of effectiveness of previous measures
 - Explanation of why proposed limits differ from Agency's safe and appropriate speeds
(Clauses 3.10(1) and 3.7(2)(c)-(g))

If this content is present, there is no assessment of the appropriateness of the conclusions that are reached regarding school designations or proposed limits, including limits outside schools. Nor is there any assessment of regional or national consistency.

The director or the speed management committee can comment on regional plans they have certified. This can include comments on the above factors, and the comments will be published

It appears that the director or speed management committee is obliged to certify a plan if the appropriate process has been followed, even if the director or committee disagrees with the outcomes or conclusions of the process. If an RTC or RCA chooses to disregard unfavourable comments from the director or committee, despite those comments being published, there appears to be little the director or committee can do.

The Agency then has the ability to change a speed limit if it considers the limit does not comply with the rule. We would expect that certification of a plan by the director or committee should include certification that the plan and associated limits comply with the rule. If that is the case, there should be little need for the Agency to change a limit which it considers does not comply.

The draft rule requires state highways speed management plans to be certified by the Committee, and local road ones by the director. We understand the perception of a

conflict of interest if state highway plans are prepared by Waka Kotahi, and certified by Waka Kotahi's director. However, we consider that having one body certifying plans for state highways and a different one certifying local roads results in a risk of inconsistency in these plans.

We recommend that:

- The certification process includes an assessment of the appropriateness of the proposed speed limits and associated speed management measures and of compliance with the rule.
- A single certification process is used for both state highway and regional plans.

9. Do you think the scope of the Speed Management Committee's role is appropriate? If not, why not?
See answer to Q8

10. Do you think the Speed Management Committee member requirements are appropriate? If not, why not?
Yes – but we note that the specific requirement regarding diversity included in the Crown Entities Act has been omitted. Diversity will be important for this committee so that it is able to be representative of all the parties listed in Schedule 2 clause 1 (3) (b). That list could also be expanded to include community interests more widely; such as TLAs and organisations such as NZLGA and Trafanz.

11. Do you think the settings for when to use the alternative process for making speed management changes are appropriate? If not, why not? Are there any other situations where the alternative process could be helpful?

Yes, the alternative process allows an RCA to change or set a speed limit for a new road or if the road environment, including adjacent land use, changes.

However, guidance on the definition of "minor difference" in clause 2.5 will be needed.

12. Do you think the process for RCAs that are not territorial authorities to make speed management changes is appropriate? If not, why not?

It is not clear what constitutes a Road Controlling Authority, and if, or when, RCAs that are not the Agency or territorial authorities are required to set speed limits. The definition of road controlling authorities is quite broad. The draft rule refers to the Land Transport Act 1998 for the definition of "road". The definition of road in the Act includes "A place to which the public have access, whether as of right or not". A road controlling authority is defined as "the authority, body, or person having control of the road".

Examples of road controlling authorities that are not the Agency or a territorial authority in the draft rule and accompanying overview include airport authorities, Department of Corrections, and supermarkets. Whilst not specifically mentioned as an example, there appears to be nothing to exclude a corner dairy with 3 off street car parks from being a road controlling authority.

We also note that the Department of Conservation controls a significant road network within the Conservation estate and wonder if it is a better example of an RCA than the Department of Corrections.

RTCs (and RCAs preparing interim plans) are required to compile information received from other road controlling authorities (clauses 3.5(2)(b) & 16(1)(a)(ii)). It is not clear if the RTCs are to proactively obtain that information from all RCAs, including those that are not territorial authorities or the Agency, in their area, or to just accept the information that is provided to them by the RCAs.

Depending on the definition of an RCA, there may be a number of organisations that are technically RCAs, but are unaware of that fact or of their responsibilities.

The draft rule does not indicate who is responsible for identifying these "other" road controlling authorities, informing them of their responsibilities under the rule, and ensuring that they provide the necessary information to the RTCs and the registrar.

We recommend that the roles and responsibilities of RCAs that are not territorial authorities be better defined, and that an information campaign is implemented to inform them of their responsibilities.

2. USE AND LODGEMENT OF SPEED LIMITS

1. *Do you support the proposed approach for creating an emergency speed limit? If not, why not?*

Yes, we generally support the proposed approach for emergency speed limits. However, we note that clause 8.3(2)(b) requires that *"an emergency limit is at least 10 km/h less than any permanent speed limit, or seasonal speed limit or variable speed limit that would otherwise be in force, for the road"*

One of three things is likely to occur if one or more short section(s) of permanent or variable limit (such as outside a school) are in an area where an emergency limit is being set:

1. The lower limit(s) are overlooked in the often stressful and rushed environment of setting an emergency limit
2. The emergency limit is set at 10km/h less than the lower limit(s). This lower limit may not be appropriate for the remainder of the emergency area
3. Multiple emergency limits are set to reflect both the base and the lower limits. This adds a level of complexity and takes additional time in an already stressful environment, and when time is often of the essence.

We recommend that when an emergency limit is set, then the lower of the emergency limit or any permanent, seasonal, or variable limit shall apply.

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2. *Do you see any issues with temporary speed limits sitting outside the Register for the time being? If so, what are these?*

No

3. *Do you think it is clear how the Register should be used? If not, why not?*

We consider the operation of the Register to be quite clear

4. *Do you support RCAs being able to set 70 and 90 km/h speed limits without approval from Waka Kotahi? If not, why not?*

Not having speed limits that constantly change along a route is an often repeated request from key stakeholders and the public.

Few drivers would be able to instinctively identify the often subtle changes in environment that would be associated with a 10km/h speed limit change.

A lot of progress has been made nationally already to remove existing 70km/h speed limits and there are only limited numbers of 90km/h restrictions currently in place.

We recommend that 70/90 speed limits are only used as interim speed limits, with a plan for their replacement being developed and approved by Waka Kotahi .

5. *Do you think RCAs should only have the ability to use 70 and 90 km/h speed limits as interim speed limits (as opposed to permanent speed limits)? If so, would three years be an appropriate term for these speed limits?*

Yes, as part of an approved plan for moving to the appropriate long term speed limit as agreed by the Director and RCA.

6. *Do you support RCAs being able to set variable speed limits without approval from Waka Kotahi? If not, why not?*

Yes – we believe that there is sufficient guidance and experience in the use of variable speed limits in New Zealand to allow these to be set by the RCA. We support the specific cases set out in clause 4.8(1)(b) of the draft Rule.

7. *Do you think the circumstances for setting variable speed limits without Waka Kotahi approval are appropriate? If not, why not?*

Yes - we support the specific circumstances set out in clause 4.8(1)(b) of the draft Rule for RCA's to be able to set Variable Speed Limits without the Directors approval.

8. *Do you think there are any situations where Waka Kotahi approval should be sought? If so, what are these?*

Yes, we believe there is a need for consideration of variable speed limits as seasonal speed limit signage.

Given the rapid changes in technology it is expected that there will continue to be new situations where variable speed limits may be considered appropriate as a safety or traffic management tool. It is hard to foresee these, but for any new applications of these types of speed limits it is considered appropriate in the first instance that Director

approval should be sought so that appropriate monitoring and evaluation of the situation can be completed.

9. *Do you support the proposal to replace urban traffic areas with speed limits areas? If not, why not?*

Yes - this will enable a large reduction in the number of roads being specifically listed for the same speed limit.

We note, however, that there may be a small number of roads within speed limit areas which have a safe and appropriate speed which is different to the speed limit of the wider area. This is considered appropriate in order to achieve a consistent area wide speed limit.

10. *Do you think it is appropriate to use speed limits areas to set any speed limit (up to 100 km/h)? If not, why not?*

Yes

3. SPEED LIMITS AROUND SCHOOLS

1. *Do you support the timeframes for introducing safer speed limits around schools (an initial 40% of changes to be completed by 30 June 2024 and the remaining by 31 December 2029)? If not, what do you think would be more suitable timeframes?*

Many RCAs already have programmes in place to reduce speeds around schools. These programmes are based on current guidance. Waka Kotahi's guidance on speed management is unlikely to be released for consultation before early 2022 or finalised before mid-2022. The draft rule indicates that RCAs will be expected to define the extent of areas around schools. It is expected that when Waka Kotahi's guidance is available it will include guidance on defining these extents.

Schools which already have a 40km/h permanent or temporary limit will not be required to change to 30km/h. It is acknowledged that the environment around these schools is safer than that around schools with a 50km/h limit. We consider, however, that there is little justification for allowing these schools to operate indefinitely in an environment which is less than current best practice.

Identifying schools to treat and the extent of treatment, and then designing and implementing appropriate speed management measures for 40% of schools in an area is a significant workstream to be completed in the two years between mid-2022 and June 2024.

It is recommended that:

- Speed limits around 40% of schools be reduced to 30km/h by 30 June 2024, and that other speed management measures be assessed and prioritised for implementation once the effectiveness of speed limit reductions is known.

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- Speed management measures to bring mean operating speeds at these schools to no more than 35km/h be implemented by 30 June 2025.
- All schools, including those currently with 40km/h limits be required to transition to 30km/h limits by 2029.

2. *Do you support the proposal that RCAs would designate rural areas? If not, why not?*

We support the principle of RCAs identifying the appropriate speed outside schools in rural areas. However, we feel that guidance in identifying rural areas would assist in ensuring a consistent approach. Consistency is particularly important at schools with frontages to both a state highway and a local road.

The overview and summary document indicates that "*Waka Kotahi (as regulator) will provide guidance, in line with information from Statistics New Zealand, on what is considered rural in the first instance.*" It is not clear what information from Statistics New Zealand will be used to inform this advice.

It is likely that land use information, and possibly school roll may be used to inform the advice. We consider that broader measures which consider the risk to school pupils and road users should be used when considering if a higher speed environment is appropriate outside a school.

We recommend that a risk based methodology considering factors such as vehicle speed, likelihood of pupils or other users crossing or walking along roads, presence and quality of footpaths or crossing points, presence and usage of off road vs on road pick up locations be used to assess the appropriate speed outside a rural school.

3. *Do you think the presence of a school nearby meets the 'point of obvious change in the roadside development' requirement for a change in speed limit? If not, why not?*

If a school is clearly visible from the road then it is likely to meet this requirement. Many schools, however, are not clearly visible from the road, so may not meet the requirement.

We recommend that the point of obvious change in roadside development outside schools be assessed on a case by case basis.

4. *When setting variable speed limits around schools, do you support RCAs having the ability to determine school travel time periods (whilst having regard to guidance from Waka Kotahi)? If not, why not?*

School travel time periods and the guidance from Waka Kotahi should take account of the many schools which function as community hubs and/or have extensive activities outside of school hours. Large numbers of children are often entering and leaving the school premises outside of the normal school start and finish times.

We recommend that the determination of school travel time periods for variable speed limits outside schools take account of the times when pupils and the wider community are likely to be using the school facilities outside of normal school hours.

School Buses

We note that the speed limit past school buses is 20km/h. If a school bus is stopped outside a school then the applicable limit is 20km/h, which may result in some confusion for drivers.

We recommend that the speed limits for passing school buses and those outside schools be aligned.

4. OTHER PROPOSALS

1. Do you agree RCAs should not be able to change a speed limit for a period of five years, if directed to change the original speed limit by Waka Kotahi? If not, what do you think would be a more appropriate timeframe?

The timeframe should be determined on a case by case basis and should only subject to complying with the requirements of the Speed Limit Rule 2021 and associated guidelines – including inclusion in the relevant Speed Management Plan.

A lot can happen in 5 years. There may be changes to the adjacent land use and physical nature of the transport corridor that would make a speed limit change appropriate earlier.

2. Do you think the minimum length and signage requirements for speed limits should sit in guidance provided by Waka Kotahi? If not, why not?

No – we support having these included in the Speed Limits Rule as they help with the delivery of consistent speed management regionally and nationally.

3. Do you think the use of mean operating speed should sit in guidance provided by Waka Kotahi? If not, why not?

Yes, we agree that mean operating speed should be one of the suite of tools available to assess speed limits and speed management measures. Operating speeds give an indication of how a road is being used. Identifying locations where the operating speed is significantly higher than the safe and appropriate speed helps prioritise measures to address high speeds.

Whilst we agree that operating speeds are a useful tool which should be included in the guidance from Waka Kotahi, we feel that the limitations of using mean operating speeds need to be articulated in the guidance.

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For example, on a short section of road with intersections at each end vehicles enter from an intersection at low speed, accelerate to a higher speed over the central section of the road, and then slow to give way at the intersection at the other end.

Packages like MegaMaps calculate the operating speed of each vehicle recorded over that section of road by dividing the length of road by the time taken to travel it, including the time taken to accelerate to operating speed, and then slow to a stop. This calculated speed is likely to be significantly lower than the operating speed of that vehicle over the central section of the road.

There may therefore be locations where the assessed mean operating speed for a section of road, as assessed in MegaMaps, may not reflect the operating speeds on all portions of that road.

We recommend that:

- Guidance on the use of mean operating speeds be included in the guidance provided by Waka Kotahi,
- The guidance includes an outline of the limitations of the mean operating speeds provided,
- The guidance does not include absolute rules about mean operating speeds which are to be achieved.

Nelson Tasman 2021-31 Regional Public Transport Plan

1. Purpose of Report

- 1.1 To approve the lodging of the Regional Public Transport Plan (RPTP) with Council for adoption.

2. Summary

- 2.1 The Regional Transport Committee (RTC) is required to prepare, consult on, deliberate on and lodge the RPTP with Council for approval. Once approved, the RPTP needs to be submitted to Waka Kotahi by 2 July 2021.
- 2.2 At the 21 April RTC deliberations meeting it was noted that the final RPTP would be brought to the 29 June 2021 Nelson RTC meeting following adoption of the Long-Term Plan and recommending to Council that it be submitted to Waka Kotahi. Waka Kotahi provided a brief extension for the submission deadline from 30 June 2021 to 2 July 2021 to facilitate this.

3. Recommendation

That the Regional Transport Committee

- 1. Receives the report Nelson Tasman 2021-31 Regional Public Transport Plan and its attachments (A2679766 and A2679732).***

Recommendation to Council

That the Council

- 1. Approves the Nelson Regional Public Transport Plan 2021-2031 (A2679732 of Report R25893) for submission to Waka Kotahi prior to 2 July 2021.***

4. Background

- 4.1 The Draft RPTP deliberations report was provided to the RTC on 21 April 2021 and is not replicated here. That officers report R24772 is appended as Attachment 1 for completeness.
- 4.2 The most significant change to the RPTP was to bring forward the increase in bus service frequency from 2026 to 2023. Both the Nelson City Council and Tasman District Council approved the changes, and these have been incorporated into the revised RPTP (Attachment 2).

5. Discussion

Funding

- 5.1 Nelson City Council 2021-31 Long Term Plan (LTP). Council resolved on 18 May 2021 as follows:

"Approves bringing funding of \$670,000 per annum forward from Year 6 of the Long-Term Plan 2021-31 to Year 3, to improve frequency and extend hours of operation of the public transport service (as outlined in 6.6.4 of report R24772 to the 21 April 2021 Regional Transport Committee) dependent on the Waka Kotahi and Tasman District Council share of funding being available; and

Approves provision for an additional \$38,000 funding per annum over the ten years of the Long-Term Plan 2021-31 to provide the Living Wage for bus drivers in our public transport service, dependent on the successful completion of discussions with the contracted public transport operator; and

Supports any additional improvements on the basis that external additional funding is secured from non-rates sources, or that savings are made in other transport related activities".

- 5.2 Waka Kotahi

- 5.2.1 Waka Kotahi are yet to complete moderation of Public Transport Plans but have informed NCC that funding of the continuous public transport programme 2021-24 of the NLTP is secured. However, there is some uncertainty over improvement funding in year 3, which is when the Nelson Tasman Regional Public Transport Service is planned for a step change under a new contract. Council will not have further information from Waka Kotahi regarding year 3 Public Transport funding until moderation is completed after lodgement of this RPTP. It is however essential that the RPTP be lodged with Waka Kotahi no later than 2 July 2021.

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- 5.3 The TDC RTC received the revised Nelson Tasman 2021-31 RPTP on 1 June 2021 and recommended that the TDC submit the plan to Waka Kotahi, subject to any minor edits requested by NCC that have no financial implications for TDC.

6. Options

- 6.1 The RTC has two options as presented below. Officers support option 1.

Option 1: Lodge the RPTP with Council. Recommended option.	
Advantages	<ul style="list-style-type: none">Meets timeline for submission of RPTP to Waka Kotahi by 2 July 2021 to be eligible for national funding (NLTF)
Risks and Disadvantages	<ul style="list-style-type: none">Nil
Option 2: Delay lodging the RPTP with Council	
Advantages	<ul style="list-style-type: none">Nil
Risks and Disadvantages	<ul style="list-style-type: none">Unable to meet statutory timeframesNot eligible for NLTF consideration

7. Conclusion

- 7.1 The RTC is required to prepare, consult on, and lodge the RPTP with Council for approval.
- 7.2 Consultation has been undertaken and hearings held. Officers have amended the final RPTP to reflect the NCC 2021-31 LTP deliberations and recommend Council (via the RTC) approves the RPTP for submission to Waka Kotahi.

8. Next Steps

- 8.1 Waka Kotahi will advise the outcome of Public Transport Funding moderation and NLTP allocation and officers will report back to a future RTC on this matter.

Author: Margaret Parfitt, Manager - Transport and Solid Waste

Attachments

Attachment 1: A2679766 RPTP Previous Deliberations report to April RTC [↓](#)

Attachment 2: A2679732 Final Draft 2121-31 Nelson- Tasman Regional Public Transport Plan [↓](#)

Important considerations for decision making	
1. Fit with Purpose of Local Government	Providing a Regional Public Transport Plan is a requirement of the Land Transport Management Act 2003.
2. Consistency with Community Outcomes and Council Policy	The development of a Regional Public Transport Plan sets the key objectives, measures and activities that contribute to the community outcome "our infrastructure is efficient, cost effective and meets current and future needs", particularly the supporting phrase "the community is proud of the many active transport options available and the effective public transport system".
3. Risk	The changes recommended by the officers affect timing of phased of improvements outlined in the plan. There are risks if Waka Kotahi financial constraints result in the public transport improvements not being subsidised to the anticipated and requested level.
4. Financial impact	Funding to support this plan has been included in the LTP subject to Waka Kotahi and Tasman District Council share of funding being available
5. Degree of significance and level of engagement	This matter is of high significance because it involves the management of the transport network. A Special Consultative Procedure in accordance with section 83 of the Local Government Act 2002 has been undertaken.
6. Climate Impact	The RPTP has a significant role to play in meeting Council's goal (in the RLTP) of reducing transport emissions by 30% by 2030.
7. Inclusion of Māori in the decision-making process	Māori have had the opportunity to provide feedback as part of the consultation process. The summary Statement of Proposal, an invitation to provide feedback and links to relevant documentation were directly emailed to all iwi.
8. Delegations	The Regional Transport Committee has the responsibility for preparing the RPTP in accordance with the requirements of the Land Transport

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Management Act 2003. The Regional Transport Committee has delegations to hear and deliberate on submissions and make recommendations to Council in relation to the Regional Public Transport Plan.

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Regional Transport Committee

21 April 2021

REPORT R24772

Nelson Tasman Regional Public Transport Plan 2021-31 - Deliberations Report

1. Purpose of Report

- 1.1 To provide information to assist the Regional Transport Committee (RTC) in its deliberations on the Draft Nelson Tasman Regional Public Transport Plan 2021-2031 (RPTP).
- 1.2 To request consideration of the revised RPTP by Council as part of the Long-Term Plan (LTP).

2. Summary

- 2.1 The RTC is required to prepare, consult on and lodge the RPTP with Council for approval.
- 2.2 Once approved, the RPTP must usually be submitted to Waka Kotahi NZ Transport Agency (Waka Kotahi) by 30 June 2021. Due to NCC meeting schedules, Waka Kotahi have agreed to a later submission date of 1 July 2021 following Council approval.
- 2.3 The RPTP has been out for consultation and hearings held. Officers recommend changes to the RPTP as below:
 - 2.3.1 Including a commitment to work with the broader Tahunanui community over the next 12 months to determine the future bus routes and service timetables through Tahunanui to Stoke, the Airport and Nayland Rd.
 - 2.3.2 In addition to this Tasman District Council (TDC) have indicated that they will work with their rural communities over the next 12 months regarding staging of service within funding limitations. Any changes will be cost neutral to NCC.
 - 2.3.3 To develop the detail of any broader services, network and timetabling over the next 2 years (2021-2023), including earlier services to accommodate some shift workers.
 - 2.3.4 To develop a policy of allowing dogs on public transport at off peak times provided they are in a suitable carrier.

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- 2.3.5 To amend the RPTP and RLTP to reflect an additional \$54,000 per annum operational budget to ensure bus drivers under the existing contract are paid the living wage to apply until the new contract takes effect noting that this will be a requirement under any new contract in 2022/23. It is anticipated funding will be shared across NCC and TDC with the final split yet to be determined but likely to be 70% NCC and 30% TDC for the existing routes.
- 2.3.6 To amend the RPTP (and RLTP) to bring service frequency increases proposed for stage 2 (2026) into stage 1(2023) at an increased net cost of up to \$670,000.
- 2.4 High level costings for additional service changes in years 1 and 2, requested at the RPTP Hearings, are covered in a confidential report to the 21 April 2021 RTC meeting for consideration.

3. Recommendation

That the Regional Transport Committee

- 1. Receives the report Nelson Tasman Regional Public Transport Plan 2021-31 - Deliberations Report (R24772) and its attachment/s (A2569883, A2617764, A2617627); and***
- 2. Notes that consultation on the Regional Land Transport Plan and the Regional Public Transport Plan occurred simultaneously and that all submissions received have been included in the appropriate deliberations report regardless of which one they submitted to; and***
- 3. Approves lodging the amended Nelson Tasman Regional Public Transport Plan 2021-31 (A2569883 of Report R24772) with Council for consideration, with the following changes:***
 - Including the provision to undertake detailed service route and timetable planning in 2021-2023;***
 - Bring service frequency increases proposed for stage 2 (2026) into stage 1(2023) at an increased net cost of up to \$670,000;***
 - Increase Nelson City Council operational public transport budget by \$38,000 per year***

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from July 2021 to pay drivers living wage rates;

- ***Include the investigation to allow dogs in suitable carrier containers on buses at off peak times; and***

- 4. Advises the Tasman Regional Transport Committee and Waka Kotahi of any amendments to the Regional Public Transport Plan 2021-31 approved by the Nelson Regional Transport Committee; and***
- 5. Notes that any changes made by Tasman District Council to the Nelson Tasman Regional Public Transport Plan 2021-31 will be cost neutral to Nelson City Council.; and***
- 6. Notes that a final Regional Public Transport Plan will be brought to the 29 June 2021 Nelson Regional Transport Committee meeting following Long-Term Plan adoption recommending to Council to lodge with Waka Kotahi.***

Recommendation to Council

That the Council

- 1. Considers making provision for extra funding as outlined in 6.6.4 of report R24772 to the 21 April 2021 Regional Transport Committee in the Long-Term Plan; and***
- 2. Notes that a Regional Public Transport Plan will be brought to Council on 1 July 2021 seeking approval to lodge with Waka Kotahi.***

4. Background

- 4.1** On 16 February 2021, the RTC approved a Statement of Proposal (SOP) for public consultation on both the Regional Land Transport Plan 2021–2031 (RLTP) and the Draft Regional Public Transport Plan 2021–2031 (RPTP). Some submitters made comment on both or submitted to the wrong plan. Officers have sorted submissions and can advise all those who wanted to be heard were provided with the opportunity, and all submissions have all be considered for the appropriate deliberation report
- 4.2** The RLTP is a joint document with Tasman District Council (TDC), Marlborough District Council (MDC) and Waka Kotahi to identify the key

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transport objectives and policies and to provide a joint voice when competing for central government funding for Te Taihupo. Each RTC is hearing submissions and deliberating on their RLTP separately and a separate report will deal with this matter on the 21 April 2021 RTC agenda.

- 4.3 NCC and TDC jointly heard submissions on the Draft RPTP on 9 April 2021, but are dealing with the matter separately at their respective RTCs.
- 4.4 Public consultation, using the Special Consultative Procedure (SCP), was undertaken from 17 February 2021 to 17 March 2021. A summary of the submissions is appended as Attachment 1.
- 4.5 Council is required to submit the draft RPTP to Waka Kotahi by the 30 June 2021 so that activities and projects can be considered for funding from the National Land Transport Fund (NLTF). Due to NCC meeting schedules, Waka Kotahi have agreed to a later submission date of 1 July 2021 following Council approval.
- 4.6 The Land Transport Management Act 2003 (Act) requires the RTC to develop the RLTP and RPTP in line with the Government Policy Statement on Land Transport (GPS). The GPS sets out national land transport objectives and the results the Government wishes to achieve from allocation of the NLTF.

5. Discussion

- 5.1 The Draft GPS was released by central government in March 2020 by central government. That GPS has five key transport outcomes - *Inclusive Access, Healthy and Safe People, Economic Prosperity, Environment Sustainability and Reliance & Security and four strategic priorities - Safety, Better Travel Options, Climate Change and Improving Freight Connections.*
- 5.2 The draft RLTP and RPTP, taking into account the above, has the following five priorities - *Mode Choice, Safety, Network Management, Economic Prosperity, Resilience and Environmental Outcomes.*
- 5.3 An amended RPTP with tracked changes highlighted is included as Attachment 2. This attachment reflects officer recommendations detailed in this report. At the time of writing this report TDC are editing the regional routes component. It is noted that any changes to those will be cost neutral to NCC. Some graphics will require further updating if Council support phasing changes.
- 5.4 Following NCC LTP deliberations, and discussion with TDC a final RPTP will be prepared for the 29 June 2021 RTC meeting which will recommend approval of Council to lodge with the Plan Waka Kotahi on 1 July 2021.

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Submissions

- 5.5 A total of 144 submissions were received on the RPTP. Submissions to the joint RPTP were shared across the Nelson and Tasman Councils. 18 submitters spoke at a joint hearing held on 9 April 2021.
- 5.6 The key issues raised in the feedback are broadly summarised in the following table and discussed in this report.

RPTP Feedback – key issues	Responses
General support for the overall proposal	36
Routes 1 and 2 – frequency and speed	31
Route 2 – change from Muritai St to Tahunanui Drive	20
Storage and transfer of e-bikes and bikes	10
Proposed timing of the three stages	27
Earlier morning and later evening bus services	13
Accessibility	3
Extra routes	17
Weekend bus services	7
Drivers' attitudes	5
Route 4: Airport to the Brook	51
Dogs on buses	2
Superstops and other bus stops	24
Transit app	5
Bus design features	8
Tasman routes	30
Park and Ride	9
Fares	28
Low emission buses	16
Frequency of buses	18
Funding and relative priority of public transport investment	6
Support/comments on the proposed routes as a whole	9

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Route 3: Atawhai to Hospital	3
Car parking needs to be addressed	5
Promotion/communications ideas	19
Stoke link service	2
Topics outside the scope of the plan	14
Other aspects of the plan	12

6. Feedback on key issues**Overview**

- 6.1 Almost all submitters expressed support for the overall plan (with 36 submitters explicitly stating their support for the overall plan), with many referring to the positive contribution that improved public transport services can make to responding to the climate emergency. None of the written submissions were opposed to the plan.
- 6.2 Other submissions focused on making suggestions for modifications and improvements to the plan including to route opportunities. It is difficult to review each option individually as all aspects of the plan (route options, timetabling and level of investment) are interrelated and interdependent. Officers propose to work through these opportunities as the routes and timetables are developed over the next 12 months.

Proposed timing of the three stages

- 6.3 The proposed timing allows officers time to take into consideration the ideas and submissions made as part of this consultation, to develop the timetables and details of the new services, write and tender the new contract, and to be able to procure low emission buses, all of which is unlikely to be achievable prior to July 2023.
- 6.4 Any earlier changes to the existing contract would add additional operational costs to Years 1 and 2 of the NCC draft LTP a key consideration of this council. The high-level costings for the requested changes are covered in an accompanying confidential report to this committee.
- 6.5 27 submitters requested to bring forward the proposals included in Stage 2. Some submitters suggested bringing forward particular actions from both Stages 2 and 3, with increasing the frequency of services being of most value (together with the introduction of the rural services in TDC). Stage Two of the RPTP from Year 2026 includes a standard 7am -7pm 30-minute frequency for all routes. Over 20 submissions specifically requested the improved service frequency proposed for 2026 should be brought forward to 2023 noting that 2026 is considered to be too late

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given the need for modal shift and the feedback that the frequency of bus services was one of the biggest barriers to increased usage.

- 6.6 The current proposal in the RPTP includes three stages, in 2023, 2026 and 2029, with:
- 6.6.1 a significant increase in the frequency on Routes 3 and 4 from 2023, compared to currently,
 - 6.6.2 weekday 30-minute peak hour services and hourly off-peak services from 2023,
 - 6.6.3 no increase in weekday frequency on Routes 1 and 2 until 2026, however officers note that on routes 1 and 2 where there is overlap the 15-minute peak frequency (between 7am- 9am and 3pm- 6pm) is retained between Nelson and Richmond. Due to route changes some sections in Stoke and Richmond are reduced to 30-minute frequency but the route provides better spatial coverage. This is illustrated on a map shown as Attachment 3
 - 6.6.4 increased frequency to hourly services is proposed on all routes at weekends from 2023.

Officer comment - Officers support bringing forward elements of Stage 2 and 3 to 2023, particularly frequency and extended hours of operation as demand, funding, or resources increase. Increasing frequency and introducing bus priority are the most effective measures that can be taken to align with local and national strategic goals to encourage mode shift and decrease carbon emissions. The proposals in the RPTP are designed to be flexible and build on each other as each stage is implemented. The RPTP includes the opportunity for officers to review the current services and network and introduce improvements that can be achieved with available funding and contract constraints, and to review the plan as the situation evolves. Should future funding opportunities emerge these timeframes will be further reviewed.

Bringing the increased frequency and extended hours forward to 2023 will add a net cost of up to \$670,000 to NCC (assumes Waka Kotahi subsidy and TDC matching contribution) and will require a change to the LTP. This equates to an addition to rates of 0.8% from 2023.

Routes 1 and 2 – frequency and speed

- 6.7 The RPTP includes introducing 7 days a week, 7am to 7pm services on the Routes 3 and 4, whilst maintaining the existing weekday services on Routes 1 and 2 (but enhancing the weekend frequency). 31 submissions expressed support for maintaining the existing 15-minute peak hour frequency and current timetable on Routes 1 and 2 (between Nelson and Richmond). The current proposals change Route 2 to via Nayland Road, maintaining the 15-minute frequency on most of the current routes. There is a section of Annesbrook Drive between Wakatu Drive and Waimea Rd where this frequency will be reduced to 30 minutes (peak

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hour) as result of these changes. There will be a similar reduction in frequency on Salisbury Road in Richmond due to diverting Route 1 in order to provide coverage to the growth area of Hill Street. These changes in routes and the effect on frequency are shown in Attachment 3

Officer comment: *Officers support retaining the 15-minute end to end frequency on Routes 1 and 2.*

- 6.8 Concerns were expressed about Routes 1 and 2 services being caught up in the regular traffic, making a bus trip slower than travelling by car, and therefore reducing the incentive to choose the bus. Bus priority measures were supported. However, several submitters (including the Tahunanui Business & Citizens Association, residents, and an affected local business) were opposed to establishing bus priority lanes on Tahunanui Drive due to the impact on businesses and St Stephens church attendees.

Officer comment: *Priority lanes are seen as essential to a public transport system that encourages modal shift, but no specific commitment to establishing these in any particular area is discussed in the draft plan. This is because the process, timing and placement of priority lanes is subject to the Nelson Future Access Project business Case (NFAP). It is expected that the requirement for bus priority on Routes 1 and 2 between Wakatu Drive and Champion Rd will be identified in the next 3 years and included in the next RPTP review and NCC 2024-34 Long-Term Plan (LTP). TDC as part of the Richmond Business Case, are investigating bus priority lanes within Richmond from 2024 onwards.*

Officers support incorporating bus priority lanes and other priority measures (potentially as part of the NFA and RPBC) into the RLTP as soon as financially possible due to the crucial part they play in developing a public transport plan that incentivises bus travel over private car use.

*Officers note that **priority lanes** or **clearways** refer to a lane specifically reserved for use by buses (and potentially trade and freight vehicles), while an **express** route is one that makes use of the priority lanes and clearways, but also does not stop as frequently as the standard service.*

- 6.9 Some submitters noted that linking these routes too closely with the rural services could result in delays in these bus services. In addition, the Nelson Tasman Community Transport Board was concerned that tacking the Tasman regional routes onto Routes 1 and 2 would make travelling by bus an unattractive option for Motueka and Wakefield residents, who don't want the delays of stopping and starting through Stoke. The Trust suggests using smaller buses (up to 20 seats) on these rural routes.

Officer comment - *The interaction of the urban and rural routes will be reviewed as part of the development of the detailed schedules over the 12 months. This work will include consideration of an express service from Richmond.*

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Report

Route 2 – Change from Muritai Street to Tahunanui Drive

- 6.10 Currently Route 2 buses travel down Muritai Street. The proposal is to relocate this route to Tahunanui Drive.
- 6.11 Eighteen submissions strongly opposed this proposed route change, including MP for Nelson, Rachel Boyack, the Principal of Tahunanui School, the Tahunanui Business & Citizens Association and Grey Power.
- 6.12 The main issues cited were safety and accessibility for Tahunanui residents. Almost all submitters who were opposed to this change were concerned about the safety of crossing Tahunanui Drive to access the bus stop (particularly for children, the elderly and people with mobility or sight issues) given this is a very busy State Highway, with a high number of trucks travelling on it.
- 6.13 Grey Power, Tahunanui School and many other submitters pointed out that Tahunanui residents (including school children) are much more able to access the bus along Muritai Street, than walking to Tahunanui Drive, which is mainly motels, businesses and tennis courts, and very few residents.
- 6.14 The Tahunanui Business & Citizens Association also pointed out that many students attending Nayland schools already use a privately funded service, and that the need for a Nayland College service will diminish in future as the school is introducing an enrolment zone.
- 6.15 Pascoe Auto expressed significant safety concerns related to buses travelling along Pascoe Street as this is already a dangerous, busy industrial environment, with lots of trucks and private vehicles making use of this route. Some submitters said this safety issue also applied to Parkers Road and Quarantine Road.
- 6.16 There was significant support, 48 submitters, for a service to the Airport, including from Tasman. This support included recognition that timetabling the new airport service (Route 4) to run on alternative half hours to Route 2 would effectively bring the 30-minute Tahunanui frequency forward from 2026 to 2023. There were, however, questions regarding running an Airport service to Stoke and Tasman, and whether the route to the airport should go over the Port Hills. These opportunities will be included in the development of the routes and services over the next 2 years, subject to funding.

Officer comment - Officers recognise the submitters concerns and agree Route 2 should stay on Muritai Street. Officers will work with the broader community over the next 12 months to determine the 2023 routes regarding Route 2, the Airport, Annesbrook Drive, Pascoe Street and Nayland Road. Refer also Para 7.7 below.

Storage and transfer of e-bikes and bikes

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- 6.17 Currently two bikes can be stored on the front of buses (including some e-bikes) There is currently no option to securely lock up a bike at key bus stops or either the Nelson or Tasman terminus.
- 6.18 10 submissions pointed out the value of secure, covered storage of e-bikes and bikes at bus stops (particularly superstops). This would enable people who live further than walking distance to the bus stop to make use of the bus service, as not everyone will need to also take their bikes with them on the bus to their destination.
- 6.19 However, some submitters also noted the value of increasing the carrying capacity of future buses to take bikes, such as six more on the back of buses, including e-bikes, with bike trailers might be necessary for the rural buses.
- 6.20 Some submitters also noted that any future Park and Ride facilities should provide for parking of bikes and e-bikes as well as cars.

Officer comment - Officers support, and have budgeted for, providing covered and secure e-bikes and bikes storage at superstop facilities to extend the range of access to bus services, and to provide more opportunities for combined active and public transport. Options to increase bike carrying capacity on the proposed buses will be included in the bus procurement assessment. It is proposed to include good bike storage at the superstops. Any larger scale Park and Ride facility developed in Tasman will include similar supportive infrastructure.

Earlier morning and later evening bus services

- 6.21 The proposal includes a 7-7-7 framework, which includes bus services beginning at 7am and finishing at 7pm each day.
- 6.22 12 submitters requested an earlier start and/or later finish time to allow for transport to Richmond by 7.30, and earlier (e.g. from 6am) to provide public transport for shift workers. Submitters noted that a later finish time (9pm or 10pm) would enable people to take part in after-work activities and still be able to use the bus. Several submitters noted this would contribute to a livelier CBD in the evenings.

Officer comment – Extending service hours has cost implications that have not been included in the current proposed budgets. High order costings of these timetable extensions are being gathered at the time of report writing and will be tabled at the deliberations meeting. Officers support further investigation to identify timetables that provide for extended hours that suit commuters and shift workers, school schedules and evening socializing/events. Further work is proposed over the next 12 months to optimise timetables with a view to identifying the cost and opportunities for extended hours beyond those currently proposed.

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7. Further suggestions to extend or enhance existing proposals

Accessibility

- 7.1 Three submissions commented on the need for buses to be accessible to all. The Nelson Branch of Blind Citizens NZ provided several suggestions and considerations in its submission.

Officer comment - Officers support working directly with Blind Citizens NZ to factor these matters into the future procurement of the buses.

Extra routes

- 7.2 17 submissions requested extra routes. For Nelson this included a request for a bus out to Hira, including Rachel Boyack's submission, representing constituents.
- 7.3 Based on Statistics NZ data and the direction outlined in the Future Development Strategy (favouring intensification over urban expansion for North Nelson), and the dispersed nature of households in this area, it is not expected that a commuter bus from Hira to the Nelson City Centre will be viable in the short term.

Officer comment - Officers consider a more informal, community-run mini-bus sharing scheme is likely to be a better option in this area which lacks the current urban density required to support public transport. The development of this community service is scheduled for 2023.

Investigation into future opportunities for extending the Atawhai route in the future is included in the RPTP. Officers are currently investigating if extending the existing Atawhai route to Todd Bush in year 1 and 2 is viable and this is covered in the confidential report.

Weekend bus services

- 7.4 Seven submissions supported or commented on weekend bus services. Nelson Youth Councillors pointed out the value of weekend buses for students, as public transport is often their only transport option. Many of the submitters requested more regular services on weekends, earlier than provided for in the Draft Plan.

Officer comment - Improved weekend services are proposed in Stage 1 for 2023 with added frequency in 2026. If funding, resources or demand increase, the timetabling for weekend services will be reassessed.

Bus drivers

- 7.5 Five submissions commented on inconsistent attitudes perceived inappropriate behaviour of the bus drivers. This included submissions from Nelson Youth Councilors and from Blind Citizens NZ (Nelson Branch).

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Officer comment - Driver behavior is paramount and any reports made to council in this matter are addressed by officers with the bus operators. Complaints are logged in the council service request system and can be made in person, via email, letter, telephone or use of the Antenno app. This and the ability to respond to future concerns, will be a focus in the new contract for 2023 onwards.

- 7.6 One submission (First Union) asked the NCC and TDC allocate funding in the upcoming budget to move the city's bus drivers wage rate up to at least the living wage to recognise that this is important, skilled, and challenging work.

Officer comment:

- The current bus provider pays all their staff 55c/hour above the minimum wage effective 1 April 2021. In line with Council's preference that all service providers will pay their staff at least the Living Wage, officers support paying bus drivers the living wage, recognizing the important role they play in the success of the public transport services;
- *There is not provision in the current budget for the additional costs to the existing contract which expires in 2023. An estimated \$54,000 p.a is required and officers are currently working with TDC to determine cost split. If a 70/30 split is settled on, and assuming Waka Kotahi subsidy will be applied the cost to NCC will be \$18,000. This will impact rates by 0.022%;*
- *Officers are working with other councils and Waka Kotahi to pursue consistent application of this and develop the transition for this change'*
- *For the future contract the living wage adjustment is expected to increase costs by roughly 5%. The living wage version of the calculation for each stage sits comfortably within the cost projections used within the RPTP.*

Route 4: Airport to the Brook

- 7.7 48 submissions supported Route 4, directly connecting the airport and the Brook, and many of these submissions suggested capitalising on this link to promote the Brook Waimarama Sanctuary as a destination for visitors and residents. Submissions suggested including imagery related to the sanctuary on the bus, and renaming the route as the 'Airport to Brook Waimarama Sanctuary'.

Officer comment - The existing Brook bus route currently terminates at the Brook Holiday Park. There are no proposals to extend the route through the campground to the Sanctuary itself. Officers do not support the inclusion of Brook Waimarama Sanctuary permanent imagery on the Route 4 bus, due to the restrictions it places on bus fleet operational flexibility but will explore other ways bus signage can heighten the

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visibility of the transport service to key destinations. Refer also para 6.14 above.

Dogs on buses

- 7.8 Two submissions requested that dogs be permitted to travel on buses. This issue was also raised at the Dog Control Policy and Bylaw consultation process in 2020 and has come through service requests in the past.

Officer comment - Officers support following the approach of other councils which have successfully introduced a policy of allowing dogs on public transport at off peak times provided they are in a suitable carrier – including Wellington and Hawkes Bay. The current operator has indicated support for progression of this initiative.

Superstops and other bus stops

- 7.9 24 submissions made suggestions on how to enhance the appeal of superstops and other bus stops as a 'place', including covered seating, accessibility, bike storage, real time travel information and the ability to buy refreshments.

Officer comment - Officers support making the superstops attractive places, and the other bus stops (particularly those which are used often) more comfortable places to wait. Budgets are included to design and construct some and services provided at these will be developed over the next two years.

Transit app

- 7.10 4 submitters recommended enhanced information about bus services, including additional promotion of the existing Transit app to make it easier for people to access timetable and route information.

Officer comment - Officers support promoting and enhancing this app to make bus user information easier to access as part of the existing promotions budgets

Bus design features

- 7.11 8 submitters requested that buses be designed for people doing their shopping or travelling with luggage.

Officer comment - Officers support factoring these suggestions into future procurement of buses.

Fares

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- 7.12 All of the 28 submissions on this topic were strongly in support of cheaper bus fares. Most of the submitters supported the flat fee of \$2 per zone, and the revised three zone system. Seven submissions requested even lower fares for young people (up to 18 years old), and Blind Citizens NZ (Nelson Branch) requested that Total Mobility card holders have the same discount as Gold Card holders on buses, including free travel between 9am and 3pm.

Officer comment- the RPTP, Section 10.1, provides for a revised Fares Policy to be developed when the Waka Kotahi draft guidelines are confirmed. These issues will be addressed as part of the development of that policy. The provision of a flat fare (such as \$2) has been included in the future budgets from 2023.

Further Total Mobility card holder concessions for bus travel will be investigated but are unlikely under the interim electronic ticket solution of BEE card. This could be considered as part of the national roll out of electronic ticketing known as Project Next.

- 7.13 Blind Citizens NZ (Nelson Branch) appreciated the increased \$15 subsidy cap for the total mobility service but said this was still at the minimal level of support, as in other regions the cap could be as much as \$40. They recommended considering different subsidy caps based on a zoning area system:
- Zone one: Nelson to Stoke
 - Zone two: Nelson to Richmond
 - Zone three or four: Nelson to Motueka.

Officer comment – this will be included in the Fare Policy review.

Low emission buses

Of the 16 submissions on this topic, 13 were in support of low emission or electric buses. Three submissions were neutral or opposed to this. The Business for Climate Action submission noted that while zero-emissions buses were desirable, it was important to start the changes with the available fleet, which could be upgraded to zero-emissions over time. Two submission commented on the emissions created during the manufacture of electric vehicles. One of these submitters asked how the Councils intended to mitigate the impact of lithium mining (associated with electric buses), the cost of replacing the batteries at the end of their life, and how the Councils would dispose of these batteries.

Officer comment- NCC and TDC are working with other Councils nationally to develop a roadmap for decarbonising the bus fleets to address these issues. The government has announced a national package of \$50M to assist in decarbonising the public transport fleet however it is noted that an electric bus costs approximately \$1M so this fund will be highly contested.

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Funding and relative priority of public transport investment

- 7.14 Six submissions commented on public transport investment. One submission noted that the Southern Link should be prioritised above other transport projects. Two supported the proposed level of investment. The Automobile Association also supported the proposal, provided this was not at the expense of diluting levels of service for general traffic. One submitter said it would be helpful to be able to see how the budgeted revenue from public transport services fitted in with the overall costs.

Officer comment – Bus revenue is included in the overall cost of running the public transport service. Public transport forms a key part of the overall transport network in Nelson and Tasman and this RPTP has been formulated to enable mode shift and provide transport options to the wider community

Route 3: Atawhai to Hospital

- 7.15 Four of the five submissions on this topic supported this route. Two of the submissions requested more details on the schedule and specific roads to be used for this route.

Officer comment – more details will be developed over the next 12 months and will be socialised with the community.

Car parking needs to be addressed

- 7.16 Six submissions pointed out that public transport would become a more attractive option if car parking was more expensive and less available in Richmond and Nelson. Several submitters suggested a combined Nelson–Richmond approach to this issue.

Officer comment – The matter of parking fees is included in the Parking Strategy review currently underway. The draft Tasman LTP contains budget to install parking meters in Richmond off- street carparks in Year 3 in line with improved public transport.

Promotion/communications ideas

- 7.17 Nineteen submissions commented on the need to carry out ambitious promotional campaigns about the public transport service to achieve change.

Officer comment – The new services will be the subject of a targeted promotional campaign to be developed by NCC and TDC staff prior to the launch of the new services and routes in 2023.

Stoke link service

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- 7.18 One submission was in favour of this service, and one was opposed. Nelson Marlborough Health noted requested further clarification on a "demand-responsive" service especially in relation to pricing including details on how people, especially older people, would be able to access this service. The Tahunanui Business & Citizens Association said that on-demand services were tantamount to a taxi service and it questioned the viability of such a service in competition with existing providers.

Officer comment – Officers will carry out further work to assess current usage patterns for the off peak Stoke loop service and appropriateness of a demand responsive service for Stoke as a potential future option.

Other aspects of the plan

- 7.19 Eleven submissions made comments on other aspects of the plan, including the following points:
- Blind Citizens New Zealand (Nelson Branch) asked that as plans were developed further that the planning group consider how new developments would be available and accessible to blind and low vision citizens. For example, at the moment there were some routes that were designated 'Hail and Ride Services' but how would blind and low vision bus passengers know when, or if, a bus was approaching and which vehicle to wave down?
 - Blind Citizens New Zealand (Nelson Branch) also expressed support to have one person with oversight and management of the entire public transport service on behalf of both Council's.
 - One submitter sought more flexibility contracts for bus services to allow for expansion and adjustment of the routes and timetables according to community needs, rather than being constrained by a fixed contract.

8. Tasman routes

- 8.1 For completeness a summary of submissions on TDC routes is provided below. No comment is proposed on these matters as these are for the TDC to consider and fund.
- 8.2 30 submissions supported adding Tasman routes extending out to Wakefield and Motueka. Many of these submissions were also seeking more services, sooner, particularly daytime services for the Wakefield and Motueka routes.
- 8.3 The Nelson Tasman Community Transport Trust Board requested smaller (20 seat) buses travelling between Wakefield/Motueka and Richmond then taking an express route via Whakatu Drive, with no further stops until Nelson junction, the Hospital, Collingwood St, and Bridge Street. The Trust Board pointed out that this would be a quicker trip than adding these Tasman routes to the proposed Routes 1 and 2 between Nelson and Richmond. This express bus would also be more attractive to

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Richmond commuters who don't want the delays of stopping and starting through Stoke.

Nelson Marlborough Health requested ongoing support for the community transport schemes for Motueka, Golden Bay, Wakefield and Hira.

Park and Ride

- 8.4 Nine submissions commented on the provision of park and ride facilities, with eight in support of these. Nelson Marlborough Health recommended that security cameras, covered bike parks and toilets be provided at these sites.
- 8.5 While many submitters supported a Park and Ride facility in Richmond (and wanted to see this happening sooner), the Nelson Transport Strategy Group was less enthusiastic about this option because by the time people are in Richmond they have already made much of their journey to Nelson. The Group considered Park and Ride facilities to be more valuable in Wakefield and Motueka (including roofed bike and e-bike parking).

Other matters

- 8.6 The Nelson Tasman Community Transport Trust Board requested financial support to maintain existing community bus services (the Wakefield Community Bus and Motueka Community Bus/Coastal Corridor, which was in the pipeline). The Trust Board understands that this funding would not be continued once the regular day-time services from Wakefield and Motueka began.
- 8.7 The Chair of the Motueka Community Board said the benefits for the period 2021-2026 were negligible for the Motueka community. Therefore, a targeted rate on the areas of benefit should be applied until at least a minimum of three return trips per day were being offered to Motueka residents.

9. Further engagement requested

- 9.1 The following people and organisations have requested further engagement:
- 9.1.1 Rachel Boyack, MP for Nelson – is keen to discuss the options for purchasing low emissions/zero emissions buses and has indicated may be able to help Nelson-Tasman speed up the transition to low emissions buses with government assistance.
- Officer comment – *Officers will explore this further with the MP*
- 9.1.2 Nelson Marlborough District Health Board – want to discuss the location of the superstops at the hospital, particularly if it is to

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cover any NMDHB land – to ensure there is no conflict with future access to the emergency department.

Officer comment - *Officers will explore this further with the DHB.*

- 9.1.3 Ministry of Education – want to understand the implications of the Stage 1 routes for school students.

Officer comment - *Officers support meeting with the Ministry of Education to discuss the differences between the current and proposed routes, to address any issues arising for school students, and to assist with communications to students about upcoming changes. In addition officers will engage directly with relevant schools.*

- 9.1.4 Blind Citizens NZ – wish to discuss future planning considerations

Officer comment - *Officers will explore this further with the society and with the Accessibility For All (A4A) forum to work on meeting the needs of low vision, blind and other less abled members of the community,*

- 9.1.5 Many submitters provided excellent suggestions about additional ways to enhance the service and to promote use of public transport.

Officer comment - *Officers support the development of a reference group for ongoing ideas and advice, and feedback on the current and future services, from people in the community with a passion for enhancing and promoting public transport in Nelson and Tasman.*

10. Options

- 10.1 The Committee has two options. Officers support option 1.

Option 1: Request consideration of updated RPTP by Council as part of Long-Term Plan deliberations

Advantages

- Allows consideration of public transport cost increases as part of the LTP deliberation
- Assists in meeting statutory timeline for submission of RPTP to Waka Kotahi by 1 July 2021 to provide eligibility for national funding (NLTF).
- Demonstrates consideration of submissions

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Risks and Disadvantages	<ul style="list-style-type: none"> • Nil
Option 2: Seek approval to lodge RPTP with Council without consideration of updates based on consultation	
Advantages	<ul style="list-style-type: none"> • Nil
Risks and Disadvantages	<ul style="list-style-type: none"> • Submissions will not have been considered for inclusion on final updated RPTP • No provision will be considered for earlier public transport improvements.

11. Conclusion

11.1 The RTC is required to prepare, consult on and lodge the RPTP with both NCC and TDC for approval.

11.2 Consultation has been undertaken and hearings held. Officers recommend the following changes to the draft RPTP following public consultation:

11.2.1 To work with the broader Tahunanui community over the next 2 years to determine the future bus routes and service timetables through Tahunanui to Stoke, the Airport and Nayland Rd,

11.2.2 In addition to this Tasman District Council (TDC) have indicated that they will work with their rural communities over the next 12 months regarding staging of service within funding limitations. Any changes will be cost neutral to NCC.

11.2.3 To develop the detail of the broader urban and rural services, network and timetable over the next 2 years 2021-2023, taking into account submissions made,

11.2.4 To develop a policy that will allow dogs on public transport at off peak times,

11.2.5 Amend the RPTP and RLTP to reflect additional \$54,000 per annum required to pay drivers the living wage until 2023 and include this in the new contract in 2022/23.

11.2.6 Amend the RPTP and RLTP to reflect bringing service frequency increases proposed for stage 2 (2026) into stage 1(2023) at an increased net cost of up to \$670,000

12. Next Steps

12.1 Subject to approval, the Council will consider recommendations of the RTC as a consequence of consultation as part of the LTP deliberations.

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- 12.2 Following LTP deliberation a final RPTP will be brought to the 29 June 2021 RTC meeting recommending to Council approval to lodge with Waka Kotahi on 1 July 2021.
- 12.3 Staff will reflect the decisions of the RTC (subject to approval from the Council) in responses to submitters.
- 12.4 The RPTP will be lodged with Waka Kotahi on 1 July 2021.

Author: Margaret Parfitt, Manager - Transport and Solid Waste

Attachments

- Attachment 1: A2569883 RPTP Working document with tracked changes
- Attachment 2: A2617764 Summary of Submissions
- Attachment 3: A2617628 Existing and proposed R1 and R2 network - effect on frequency

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Important considerations for decision making
<p>1. Fit with Purpose of Local Government</p> <p>Providing a Regional Public Transport Plan is a requirement of the Land Transport Management Act 2003.</p>
<p>2. Consistency with Community Outcomes and Council Policy</p> <p>The development of a Regional Public Transport Plan sets the key objectives, measures and activities that contribute to the community outcome "our infrastructure is efficient, cost effective and meets current and future needs", particularly the supporting phrase "the community is proud of the many active transport options available and the effective public transport system".</p>
<p>3. Risk</p> <p>The changes recommended by the officers affect timing of phased of improvements outlined in the plan. There are risks if Waka Kotahi financial constraints result in the public transport improvements not being subsidised to the anticipated and requested level.</p>
<p>4. Financial impact</p> <p>The changes recommended by the officers affect timing of phased improvements in the plan and require consideration as part of the LTP.</p> <p>Inclusion of Living wage payments to bus drivers will affect rates by 0.022% in years 1 and 2 of the LTP</p> <p>If there is support for additional service improvements outside those outlined in the Plan there will be an impact on rates and no certainty that Waka Kotahi will be able to co-fund.</p>
<p>5. Degree of significance and level of engagement</p> <p>This matter is of high significance because it involves the management of the transport network. A Special Consultative Procedure in accordance with section 83 of the Local Government Act 2002 has been undertaken.</p>
<p>6. Climate Impact</p> <p>The RPTP has a significant role to play in meeting Council's goal (in the RLTP) of reducing transport emissions by 30% by 2030.</p>
<p>7. Inclusion of Māori in the decision-making process</p> <p>Māori have had the opportunity to provide feedback as part of the consultation process. The summary Statement of Proposal, an invitation to</p>

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provide feedback and links to relevant documentation were directly emailed to all iwi.
<p>8. Delegations</p> <p>The Regional Transport Committee has the responsibility for preparing the RPTP in accordance with the requirements of the Land Transport Management Act 2003. The Regional Transport Committee has delegations to hear and deliberate on submissions and make recommendations to Council in relation to the Regional Public Transport Plan.</p>

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A2569A883 – Draft Regional Public Transport Plan 2021-2031

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1. Summary

This Regional Public Transport Plan (RPTP) details the investment programme required to increase the role public transport (PT) plays in the delivery of a multimodal sustainable transport future for the Nelson Tasman region. This, combined with other key strategies, will contribute to achieving the mode shift and 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, with significant increases in frequency and greater geographic coverage for all users and areas.

This programme of investment has been developed recognising both:

1. Very strong community support for increased service frequency, introduced as early as possible. Feedback through the consultation process has resulted, subject to funding, in the frequency and service improvements originally proposed for introduction in 2026 to be brought forward for introduction with a new contract in 2023,
2. The extent of mode shift required to fulfil the outcomes of the Nelson Future Access Study (NFA) and the Richmond Business Case (RBC). Mode shift is an essential aspect of the overall packages of works to achieve the outcomes of these two projects critical to the management of the future travel requirements of our growing communities across Te Taihū. The NFA has identified specific public transport use targets within the overall package of projects and targets, similarly the RBC includes public transport improvements in the key packages of work required. The investment in frequency and service improvements proposed in this RPTP form a fundamental part of the delivery of the outcomes sought by these two programmes of work.

It 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.

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 all the health, choice, access and wellbeing benefits that transport choices provide.

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

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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 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, which together will deliver an overall viable travel alternative to the use of private vehicles reducing both carbon emissions and the number of vehicle kilometres travelled.

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).

The focus in this programme is to deliver a more frequent service as early as possible. The review undertaken, including the submissions made on the draft of this plan, have highlighted the existing user, broader community and political support for a more frequent public transport service, providing significant increases in frequency, timetable and geographic coverage from Stage 1 in 2023 when a new Public Transport Contract will be in place.

This aligns strongly with the Land Transport Benefits Framework and Management Approach Guidelines August 2020 for impact on Mode Choice benefits (Benefits No:10.2.2 to 10.2.9) and with the recent Ministry of Transport draft discussion paper Emissions Pathways to Net Zero 2050 theme *Changing the Way we Travel* which strongly supports investment in public transport.

Stage 1:

- Single urban fare zone,
- Simplification of urban route network
- All day 30 minute frequency on all urban routes, 7am – 7pm, 7 days a week, , routes 1 and 2 will continue to operate earlier than 7am,
- Introduction of regional commuter service from Motueka and Wakefield to Richmond, connecting to Nelson running as express services between Richmond and Nelson,
- On demand local Stoke service, to replace the existing loop services
- Community transport support for Golden Bay, and Hira,
- Bus stop improvement programme started
- Shorter term bus priority measures, with the inclusion of any priority measures from the Nelson Future Access Project and Richmond Programme Business Case,
- low emission buses,
- Estimated net cost \$4.95m (excludes bus priority measures)

Stage 2: - implementation will follow a review of the Stage 1 initiatives and timing will be adjusted as required, additional routes and any route changes will be identified in the 3 and 6 year RPTP reviews. There is potential for the 2029 frequency improvements to be brought forward to 2026:

- Bus stop improvement programme continued,

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- Additional weekend bus services on regional routes,
- Park and ride facility in Richmond,
- Estimated net cost \$4.5m (excludes bus priority measures)

Stage 3: - implementation will follow a review of the Stage 2 initiatives and timing will be adjusted as required, additional routes and any route changes will be identified in the 3 and 6 year RPTP reviews:

- Increased peak hour frequencies on key urban routes,
- Estimated net cost \$5.73m (excludes bus priority measures)

Maximising the benefits from investment in the frequency, 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. Both the NFA and the RBC have included bus priority measures in the short-term programme priorities 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, and particularly in the first 3 years, will provide more affordable, frequent, 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.

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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. It takes into account all relevant national and local policies, and the public transport funding from Waka Kotahi likely to be available to the Councils, as well as potential new sources of funding that may become available in the next two years

Government have signalled very clearly the need to improve the investment in mode shift incentives. This plan strongly aligns with Government advice and focusses on improving the frequency, network and timetable of the public transport network. These have been planned to coordinate with the development of walking and cycling strategies to provide integration.

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,
- Special Consultative Procedure consultation during February and March 2021

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3. Purpose of the RTP

The Land Transport Management Act 2003 (LTMA) states that the purpose of an RTP 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 RTP has been prepared in accordance with the LTMA requirements.

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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:

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

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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.

This RPTP also 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.

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 on Transport 2020 (GPS)	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.
Climate Commission Report 2021	This RPTP aligns with the draft Climate Change Commissions recommendation to increase public transport patronage by 120% by 2030.
Land Transport Benefits Framework August 2020	This document provides a framework to assess the Benefits and Measures of projects to achieve the GPS targets. This RPTP is aligned with measures 10.2.2 to 10.2.9.
Ministry of Transport Emissions Pathways to net zero by 2050 (Discussion document) 2021	Identifies Government actions in relation to transport emissions. This RPTP aligns with the <i>Changing the way we travel</i> theme.
Te Taihū 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 Taihū 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.

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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 and includes PT priority measures. The RPTP includes PT improvements in Richmond and regional Tasman which support the RBC programme of investment.
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

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	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.
Zero Carbon Act	Recognises PT must respond to the environmental priorities set by government

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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

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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) 60min (9:00am-3:00pm) 30min (3:00pm-6:00pm) 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) 45-60min (8:45am-3:15pm) 30min (3:15pm-5:45pm) 45min (5:45pm-6:30pm)	120min (9:00am-5:00pm) 105min (5:00pm-6:45pm)
Route 3	Nelson to Atawhai	30min (7:15am-8:15am) 45-60min (8:15am-4:00pm) 30min (4:00pm-6:00pm)	Saturday only: 60-70min (9:30am-12:40pm) 30min (12:40pm-1:10pm) 60min (1:10pm-2:10pm)
Route 4	Nelson to The Brook	30min (7:15am-8:15am) 55-75min (8:15am-3:30pm) 30-35min (3:30pm-6:05pm)	Saturday only: 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) 45-70min (8:15am-4:00pm) 30min (4:00pm-6:00pm)	Saturday only: 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) 120min (11:15am-1:15pm) 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: 85-120min (7:45am-2:40pm)
Late Late Bus	Late night bus between Nelson and Richmond	Friday night only: 60-120min (9:55pm-3:10am)	Saturday night only: 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

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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 Zealand¹, 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.

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FARES AND ZONES			
The fare table below applies to NBus services around town and between Nelson and Richmond.			
ZONES	1	2	3
Child/Student/CS card cash	\$1.50	\$2.00	\$2.50
Adult cash	\$2.50	\$3.00	\$3.50
Late Late Bus (flat fare)	\$4.00	\$4.00	\$4.00
Child/Student/CS with Bee Card	\$1.35	\$1.80	\$2.25
Adult with Bee Card	\$2.00	\$2.40	\$2.80
Late Late Bus (flat fare)	\$4.00	\$4.00	\$4.00

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.

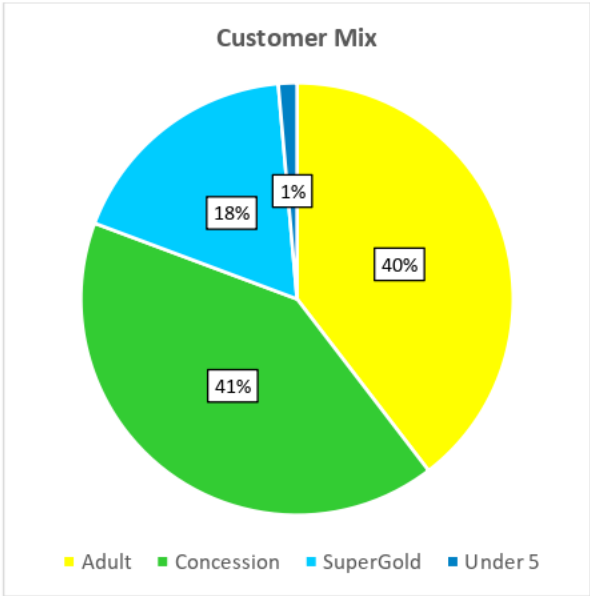


Figure 6-3: Customer Mix

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

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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.

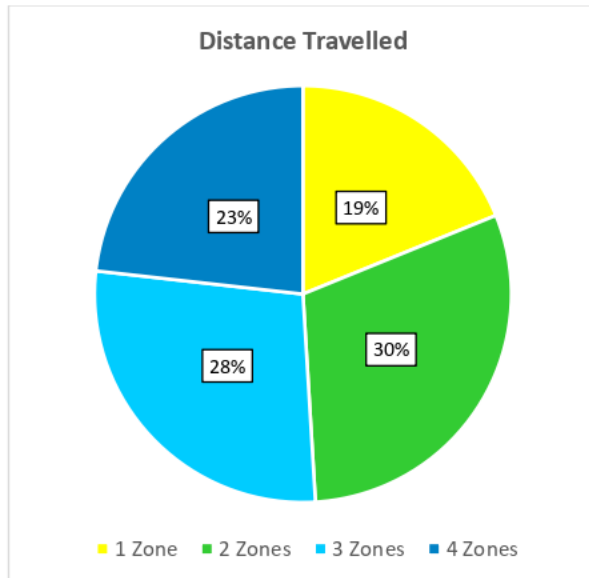


Figure 6-4: Distance Travelled

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 through 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

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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, increasing the subsidy to \$15.

6.5 Regional Transport Priorities and Planning Context

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 recognise 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 regional plans, and is discussed further in Sections 6.5.1 – 6.5.4 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.

6.5.1 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 Taihū (Top of the South) region.

The RLTP for the period 2021-2027 set out objectives that are consistent with the GPS. Public transport is directly related to all 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.

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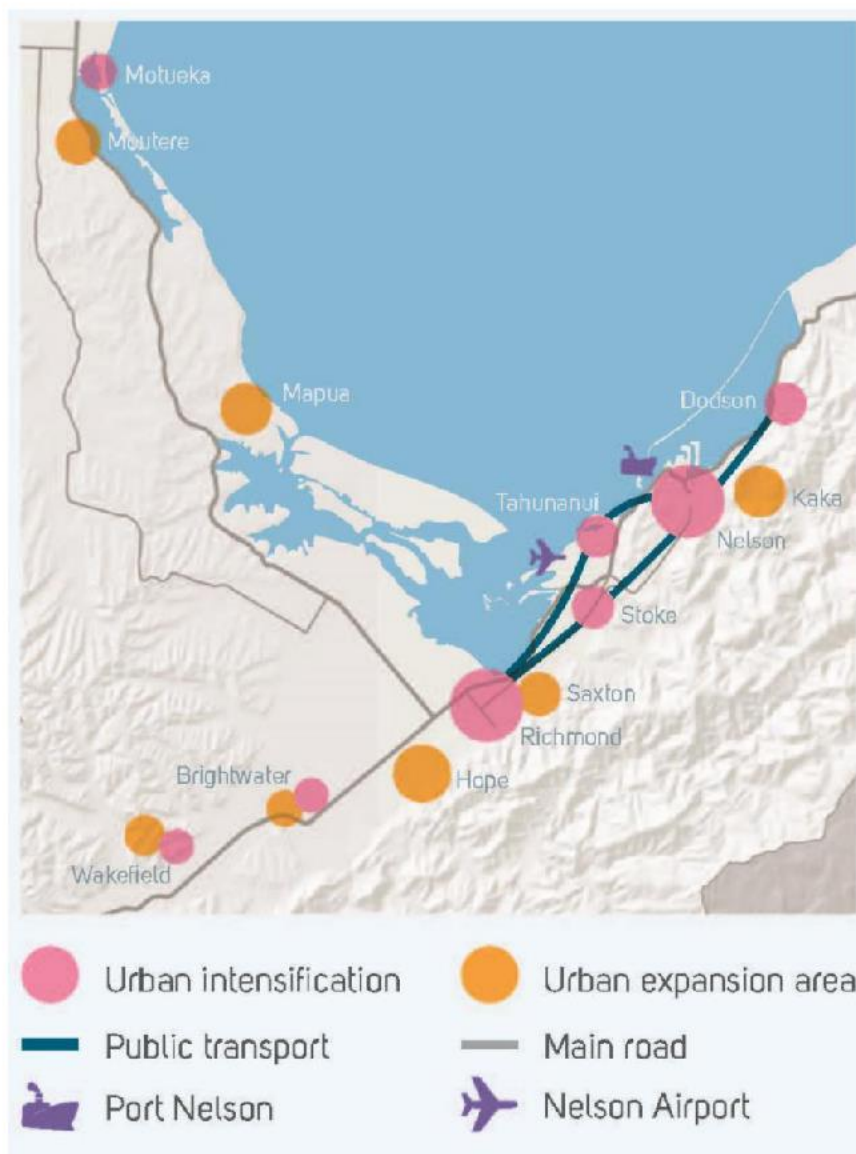


Figure 6-5: Growth Areas Anticipated by the FDS

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.

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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 and Richmond Business Case

The **Nelson Future Access Study (NFA)** is led by Waka Kotahi, working with NCC and local Iwi. NFA will help plan a transport system that works for Nelson by identifying an investment programme supporting 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 NFA 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 significant investment in public transport services and infrastructure, including intersection bus priority, with one package proposing future investment in priority lanes on the Waimea Road and State Highway 6 corridors. Further community engagement is currently underway (June 2021).

The **Richmond Programme Business Case (RPBC)** is currently underway and is expected to be completed in late 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 resulting from growth, and delays caused by traffic congestion. The implementation stage of the Richmond Transport Project may include upgrading intersections with bus optimisation, creating localised priority lanes, and building park and ride facilities by 2024. These changes would accelerate the ability to provide express routes, bus priority lanes, and park and ride facilities in the Tasman district by 2024, as well as potentially impacting routes and timetabling.

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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 June 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.

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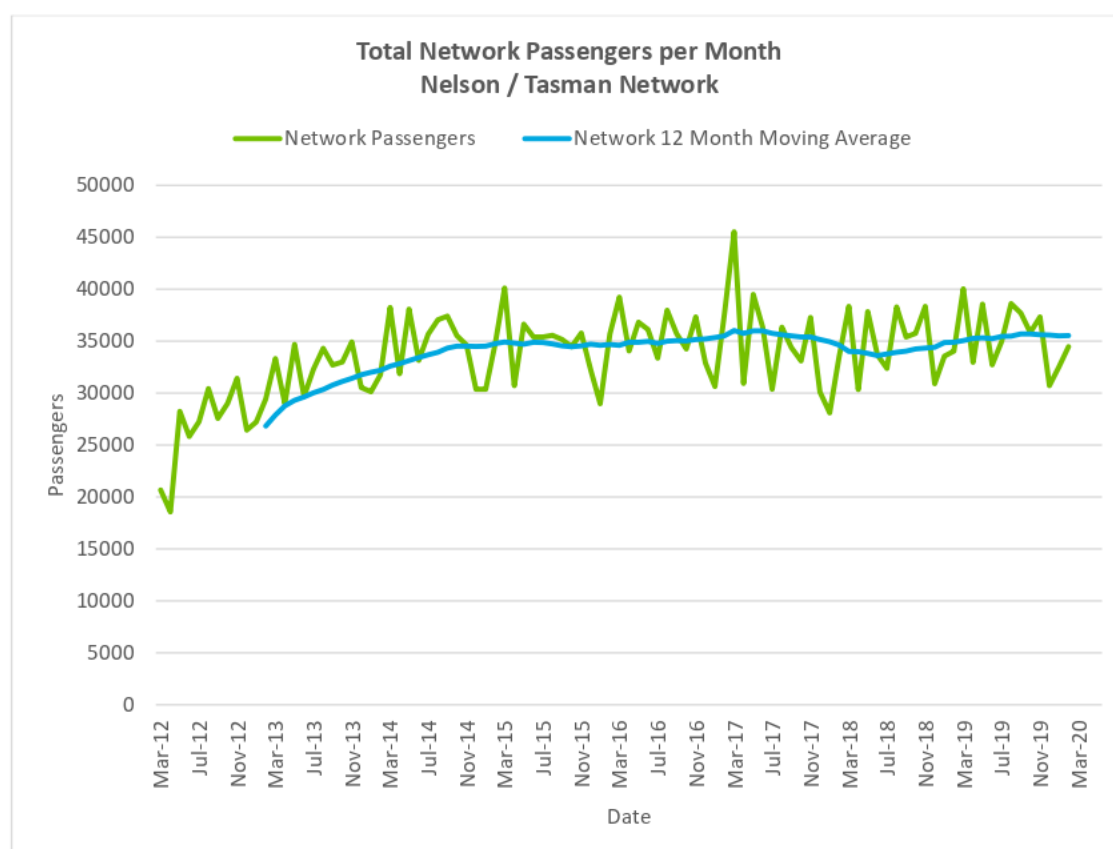


Figure 7-1: Total Monthly Patronage on the Bus Network

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

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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.

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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.

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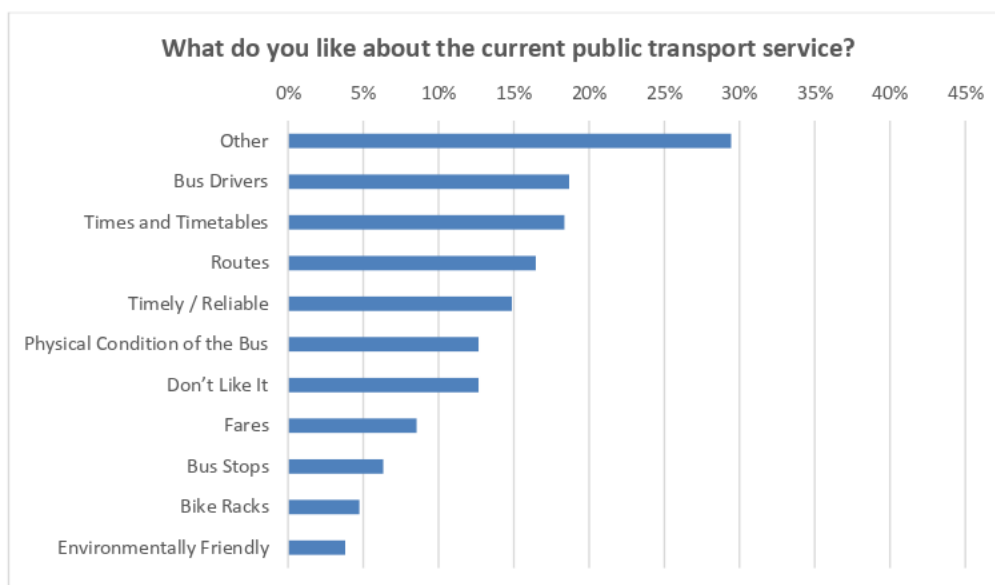


Figure 7.1: What Survey Respondents Like About the Network

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.

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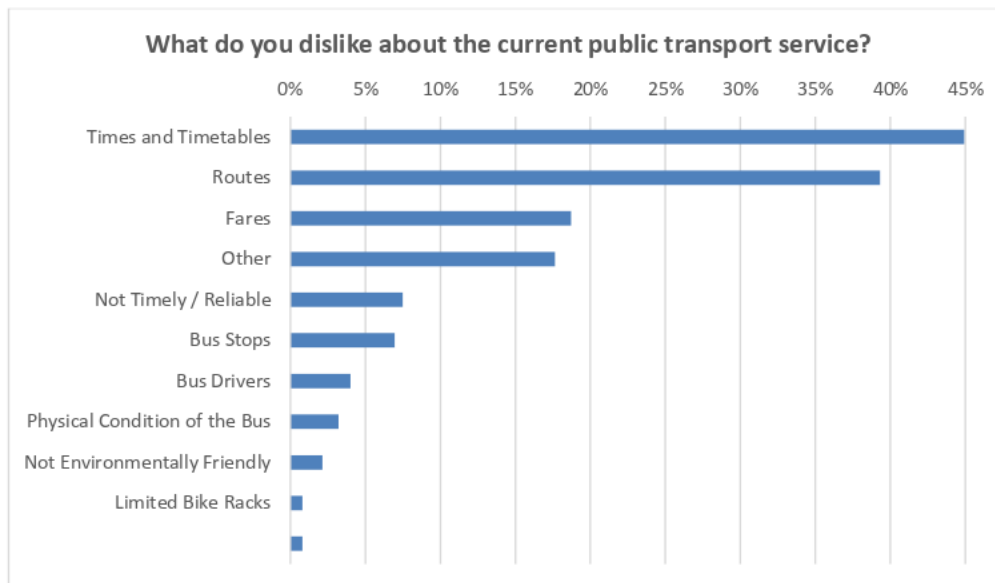


Figure 7-2: What Survey Respondents Dislike About the Network

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.

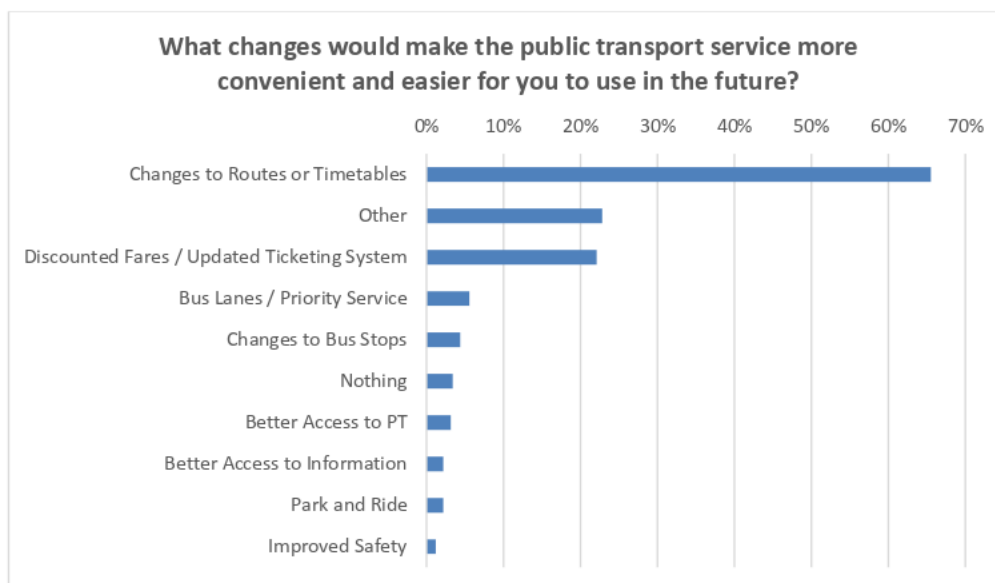


Figure 7-3: Changes Respondents Would Make to the Network

Responses to the last question were generally aligned with what respondents did not like about public transport services, with improvements to frequency, 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

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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 and 2021 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 Consultation on Draft Regional Public Transport Plan - February/March 2021

A full Special Consultative procedure consultation was undertaken in early 2021 with hearings and deliberation in April/May 2021.

144 submissions were received between NCC and TDC, generally supporting the increased investment in public transport but requesting:

- Introducing the stages sooner,
- Increasing the frequency of the services,
- Route changes,
- Extension of hours of operation beyond those proposed,

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- Bus branding,
- Priority lanes,
- Express routes, and
- Improved timetables.

The final RPTP has taken these submissions into account and, as a result, has been amended to respond to this public feedback.

7.6 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. A key element in this is frequency, supported by bus priority,
- 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

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8. Proposed Improvement Investment Programme

The proposed programme is based on a medium change programme option. It has been selected as the programme that focuses on significant improvements in frequency and a reconfiguration of routes to improve geographic coverage. It includes the identified range 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/frequency
- 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. 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.

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- July 2023	Stage 2 - 2026 (Reviewed in 2024 RPTP)	Stage 3 -2029 (Reviewed in 2027 RPTP)
<ul style="list-style-type: none"> • a new simplified urban route network, which will operate seven days a week with improved service levels, • all day 30-minute frequencies on all urban routes, 7 days, • a new demand responsive service to replace the current loop routes in Stoke, • new weekday regional commuter services from Motueka and Wakefield to Richmond (and onwards to Nelson as express services), • supporting community transport in Golden Bay, 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, • information improvements • new branding 	<ul style="list-style-type: none"> • Tasman Park and ride facilities • The addition of weekend bus services on regional routes • Review of urban development and intensification proposals to target any new PT opportunities 	<ul style="list-style-type: none"> • increased peak frequencies on urban routes • Review of urban development and intensification proposals to target any new PT opportunities

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<ul style="list-style-type: none"> • rights for advertising on the buses to be retained by Council, (This may need a Council policy.) • 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: 2021 -2023		
<ul style="list-style-type: none"> • Improvements that can be achieved within 2021-2023 including <ul style="list-style-type: none"> - Negotiations with the current provider (SBL) to make minor improvements to routes and timetables within the current budget prior to 2023. - discussions with NMIT regarding student travel and increasing bus options for school aged student • bus stop infrastructure and information improvements to build and improve convenience and broaden public awareness of the current services, • Bus priority investment • Urban Interchange development • Review of fare concession categories • Review of role public transport can contribute to emission reduction and climate change • Promote and enhance bus apps. • Supporting community transport to Wakefield and Motueka 		

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.

To plan for this step change in 2023 the following programme of work will be required in the 2021-2023 timeframe:

- Work with the broader community to plan the bus routes through Tahunanui, Stoke, Annesbrook and potentially Victory,
- Working with community to establish Community transport in Golden Bay and Hira,
- Develop a Fares Policy,
- Develop a Policy for Dogs on buses,
- Work with various community representatives and the Ministry of Education,
- Investigate the development of a Public Transport reference group for ongoing ideas and advice
- Preliminary Identification of Tasman Park and Ride sites

8.1 Stage 1- 2023

Stage 1 will include the most significant improvements of the programme, particularly increasing frequency across all urban routes, and introducing regional routes. It will be implemented (subject to funding) 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
- Increased frequency to all urban routes to every 30 min, from 7 am to 7pm. 7 days a week. Maintenance of the current hours of operation on Routes 1 and 2.
- a new demand responsive service to supplement the main routes in Stoke

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- new regional commuter services from Motueka and Wakefield to Richmond (and express onwards to Nelson), providing four return trips to Motueka and six return trips to Wakefield per weekday.
- formalised community transport in Golden Bay, 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 increased frequency, 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.

Stage 1 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. It will be the final planned improvement in off-peak services.

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.

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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 via Waimea Road):** will follow the existing Route 1 with routing changes in Richmond to travel via Champion Rd, Hill St, and Queen St to improve PT access for these growing residential areas.
- **Route 2 (Nelson-Richmond 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 Muritai St, Parkers Rd (potentially 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.
- **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

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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'). This will improve service levels on all routes by providing:

- Higher frequency on all urban routes
- longer weekday hours of service to many areas
- longer weekend hours of service to all areas
- higher weekend frequency to many areas, and a 30 minute Sunday service on all routes

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. There will be less overlap between these routes in the future. Consequently whilst there will be less opportunity to take advantage of this frequency, 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

Regional Commuter and express services

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Stage 1 will establish formalised public transport in regional areas. This will include the introduction of peak commuter and all day express services and formalised community transport services.

Two new regional services will be established:

- Route M departing Motueka travelling via Tasman, Ruby Bay, and Mapua in each direction; and
- Route W departing Wakefield travelling via Brightwater in each direction.

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

These routes will operate as a stopping service into Richmond and then as express routes between Nelson and Richmond. The express section of the route will be from the Richmond terminus to the Nelson terminus, follow Wakatu Drive, rather than Main Road Stoke, and stop only at either the Nelson Hospital (RM) or the Tahunanui super stop (RW) before arriving in Nelson.

Their limited stop express pattern between Richmond and Nelson will reduce regional customers' 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 areas. The associated capacity increase will be particularly useful at peak periods because these new routes will not replace, but will supplement the services provided by the established R1 and R2 buses, increasing peak hour frequency.

As these services will only stop once between Richmond and Nelson, they will offer a viable travel alternative to private vehicles both in terms of the travel time, arrival/departure location in the centre of both Richmond and Nelson (reducing walking time to destinations), and reduced requirement to find all day parking in the centres.

The timetabling for these regional-express routes will be determined prior to the 2023 launch of Stage 1, and will look to increase frequency to facilitate greater commuter patronage, ensure smooth connections at super stops, and deliver minimal wait times between route connections

Whilst the timing is yet to be determined, the intent is to enable 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.

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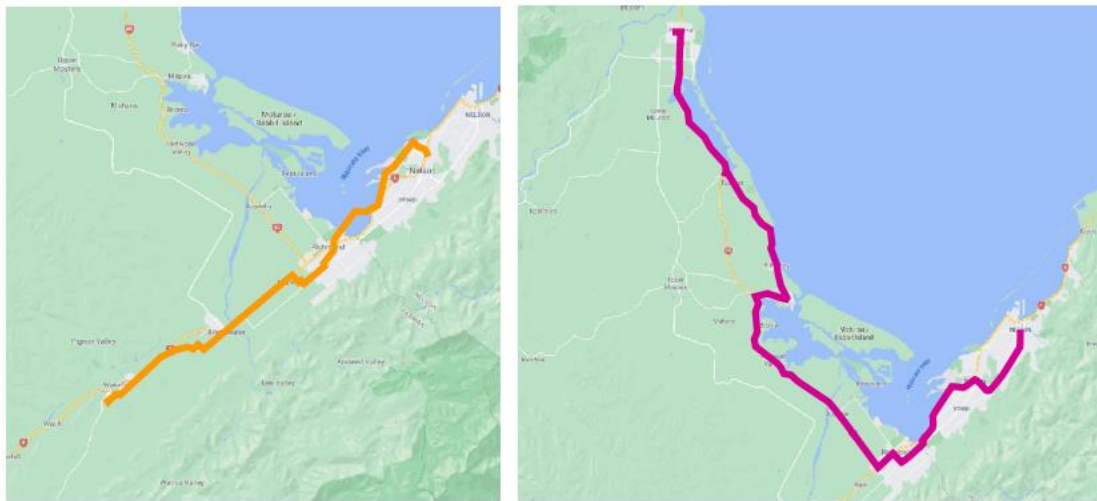


Figure 8-4: Proposed Regional Bus Routes. A large scale plan is attached in Appendix D

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 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

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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 are being 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.

There is, however, some risk of delivery of electric buses in 2023 due to world supply and demand issues.

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.

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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

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, changed or delayed if the review finds that the patronage response has been slower than expected.

The Stage 2 package will include:

- introduction of park and ride facilities in Tasman,
- introduction of weekend services on the regional routes,

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- review of urban development and intensification proposals to target any new PT opportunities,
- Ongoing upgrading of bus stops around the network.

8.2.1 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 2 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.

8.2.2 Facilities and Vehicles

Stage 2 will also see the introduction of trial park and ride facilities in Tasman. 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

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
- 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.

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8.3.2 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, and some revisions/additions to the network maybe be required should growth justify it. 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;

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- 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

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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	1,121	1,121	1,121	1,121	1,121	1,121	1,292	1,292
Regional (000)	0	0	203	203	295	295	295	295	295	295
Network (000)	493	493	1,324	1,324	1,416	1,416	1,416	1,416	1,587	1,587

Table 9-2 shows projected network patronage demand over the decade, including that resulting from the impact of the 2023 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	1,043	1,135	1,189	1,250	1,340	1,400	1,1460	1,540

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 on Routes 1 and 2 until Stage 3 in 2029.

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 region³, 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>).

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9.2 Costs

Operating costs form the bulk of costs, totalling \$36.4m over the decade (including existing costs shows that net operating costs⁴ 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	\$1,830	\$1,778	\$1,686	\$1,695	\$1,668	\$1,639	\$2,054	\$2,022
Tasman DC (\$k)	\$122	\$123	\$593	\$573	\$536	\$624	\$610	\$593	\$677	\$664
Waka Kotahi (\$k)	\$712	\$716	\$2,522	\$2,448	\$2,313	\$2,413	\$2,371	\$2,324	\$2,843	\$2,795
Total (\$k)	\$1,396	\$1,404	\$4,945	\$4,799	\$4,535	\$4,732	\$4,649	\$4,556	\$5,574	\$5,481

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.

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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,

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- 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 Taihū 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.

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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;

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- 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 all buses as a minimum.

These will be further developed over 2021-2022 for the new contract

- Require bike racks on all routes,
- Wifi,
- 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-thirds⁵ 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,

⁵ The exact discount will be influenced by the necessary rounding

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- The SuperGold Card scheme providing free off-peak travel⁶ 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),
- 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 Policy⁷,
- 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,

⁶ For travel between 9am and 3.00pm weekdays, and on Saturdays, Sundays and public holidays

⁷ This policy is re-produced in Appendix E

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- Look to improve bus-stop facilities including providing shelters and easy access to the stops for those in wheelchairs.

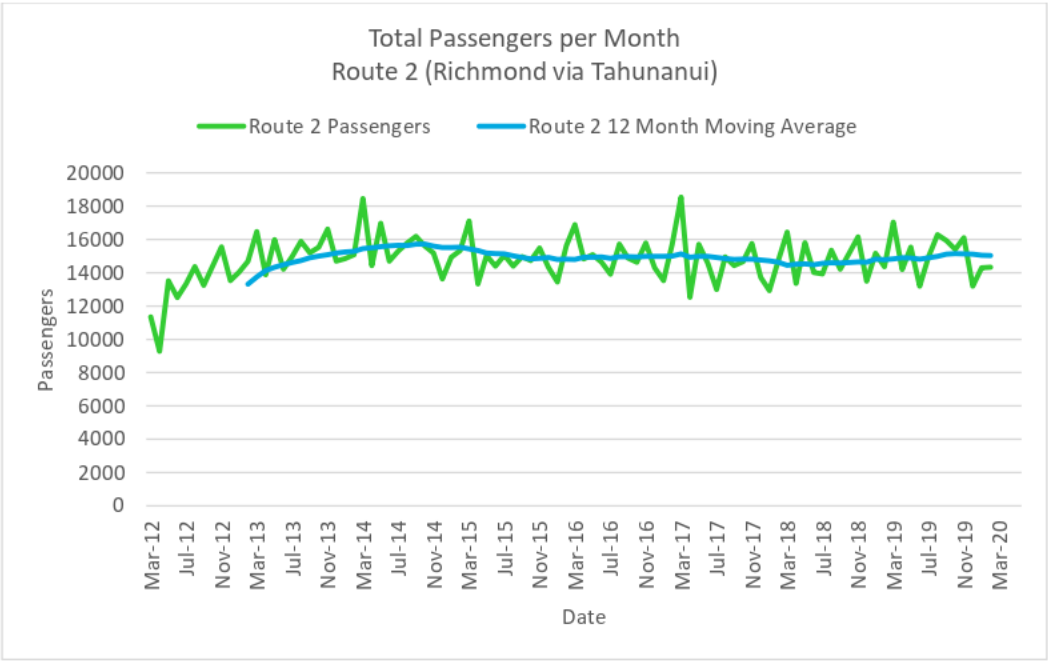
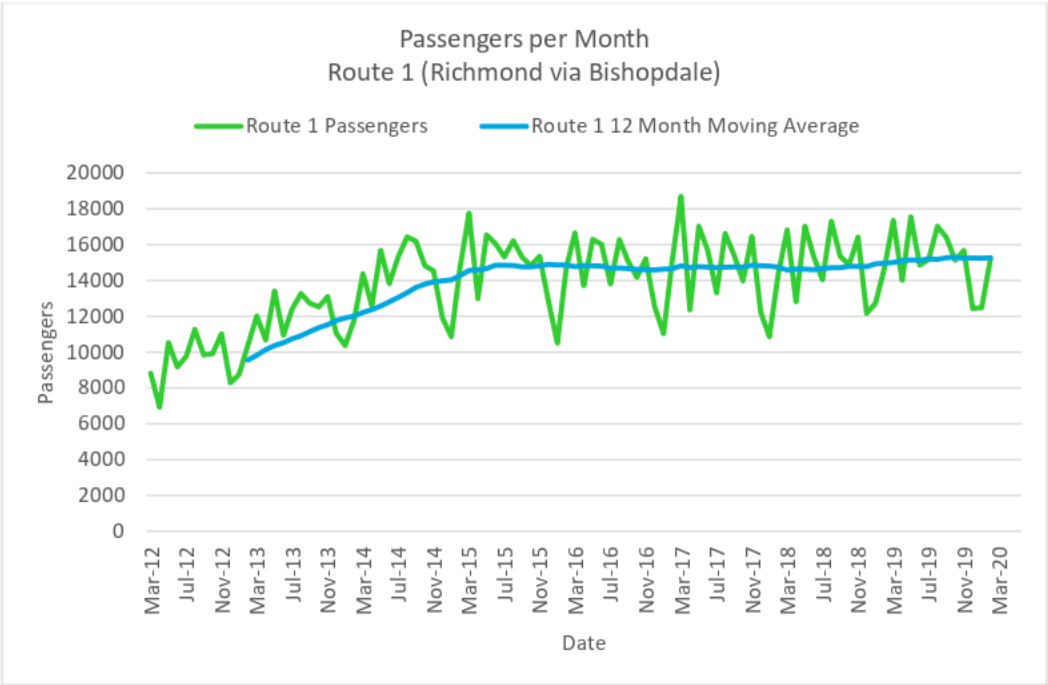
Integration with other transport modes

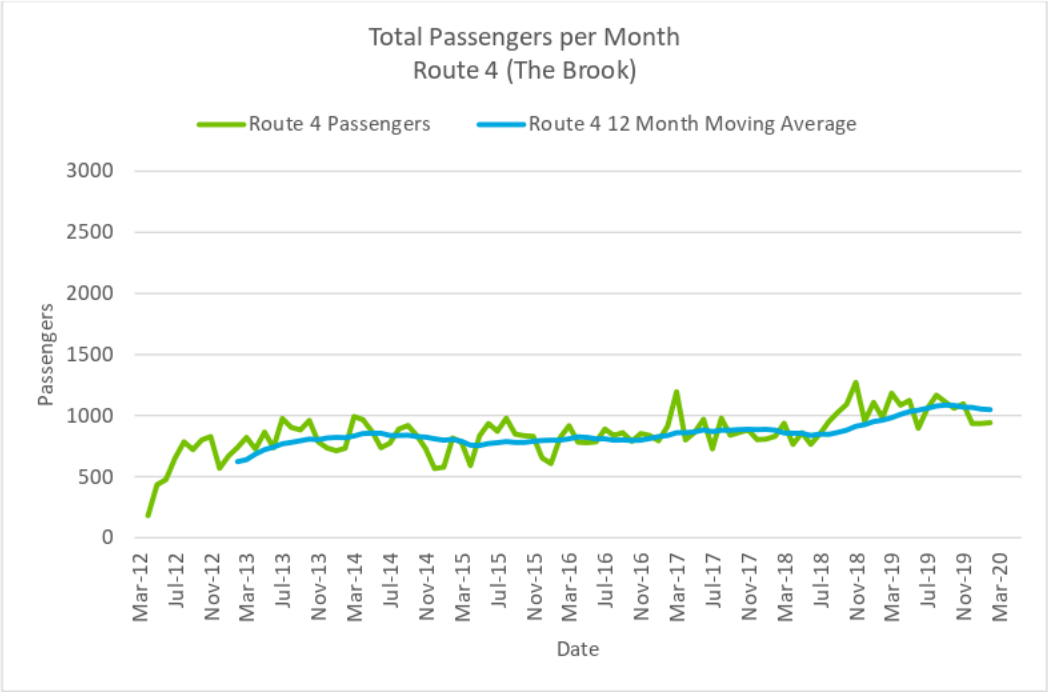
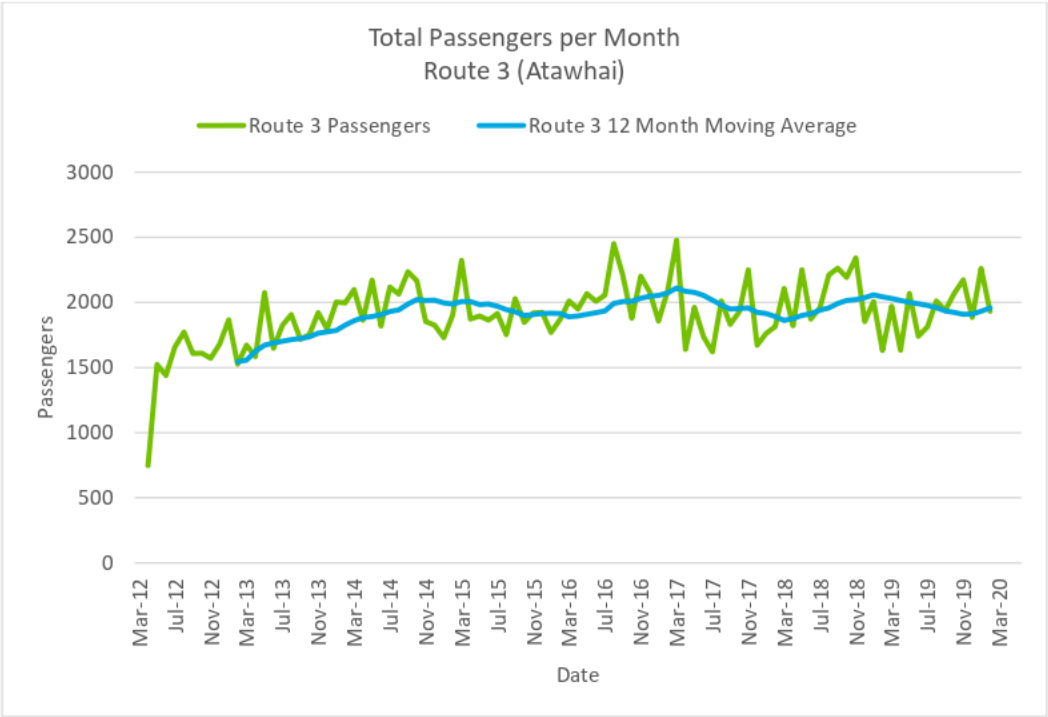
- Actively deliver public transport investment as part of the sustainable 10-year transport vision for the region,
- Encourage further integration between the buses and walking and cycling through promotion, infrastructure, and specific facilities, including road crossing safety, safety for vulnerable users accessing bus stops, public transport access around schools, NMIT, nodes of employment, shopping, recreation and activity centres
- Require bike racks on all bus routes,
- Consider buses when addressing car-parking availability and charging,
- Ensure bus-stops are conveniently located, high quality and easily accessible.

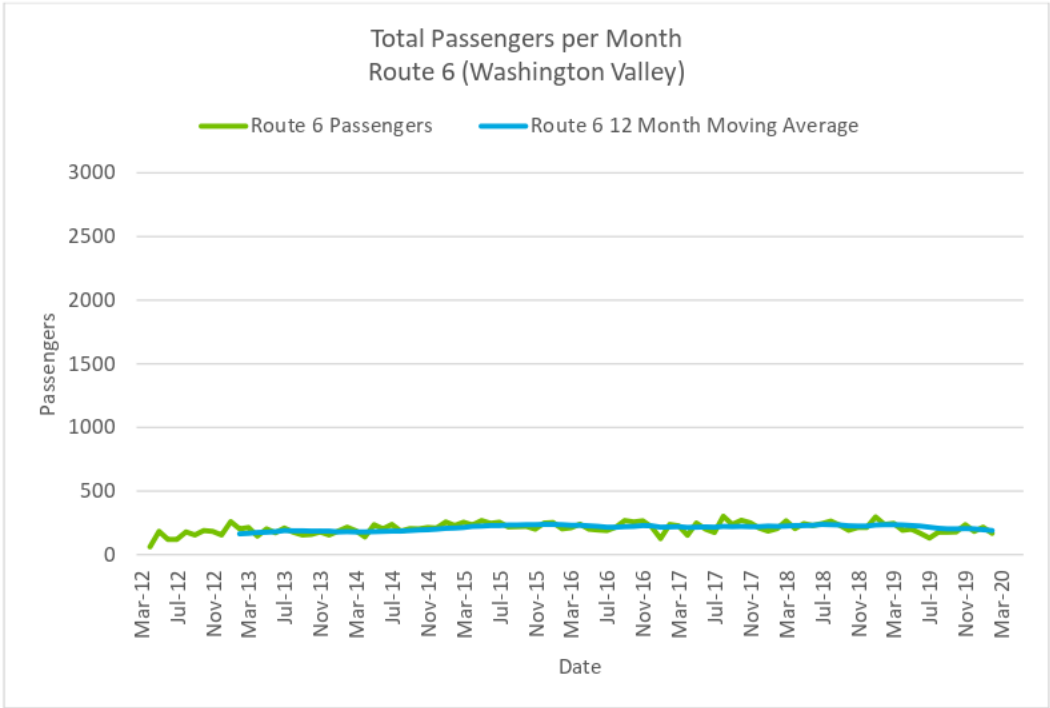
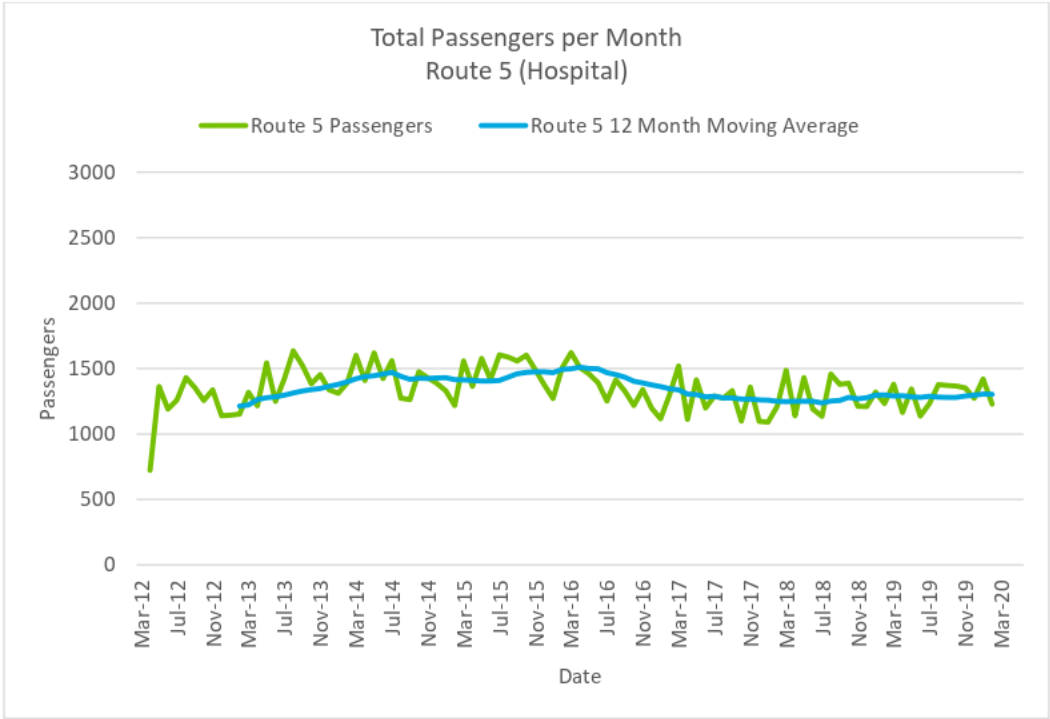
Promotion and advertising

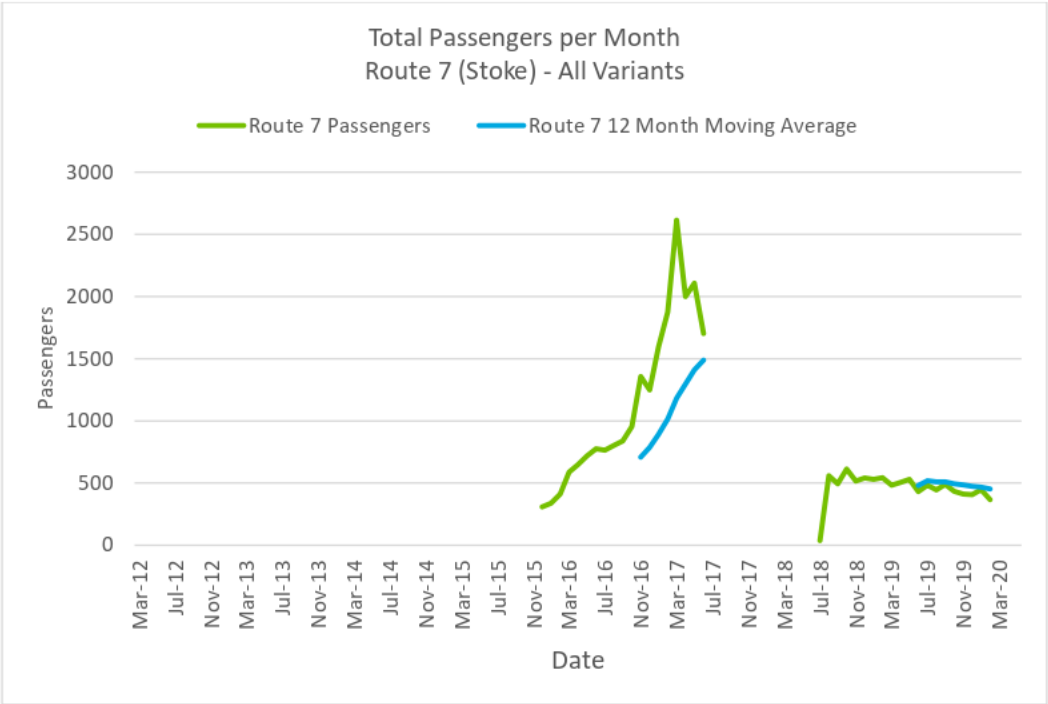
- Undertake an innovative and enhanced promotion campaign to increase the attractiveness of PT to the wider community, to identify how everyone can benefit and gain by increased PT use, to promote opportunities to improve health, well-being , urban spaces and amenity, whilst contributing to achieving 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.

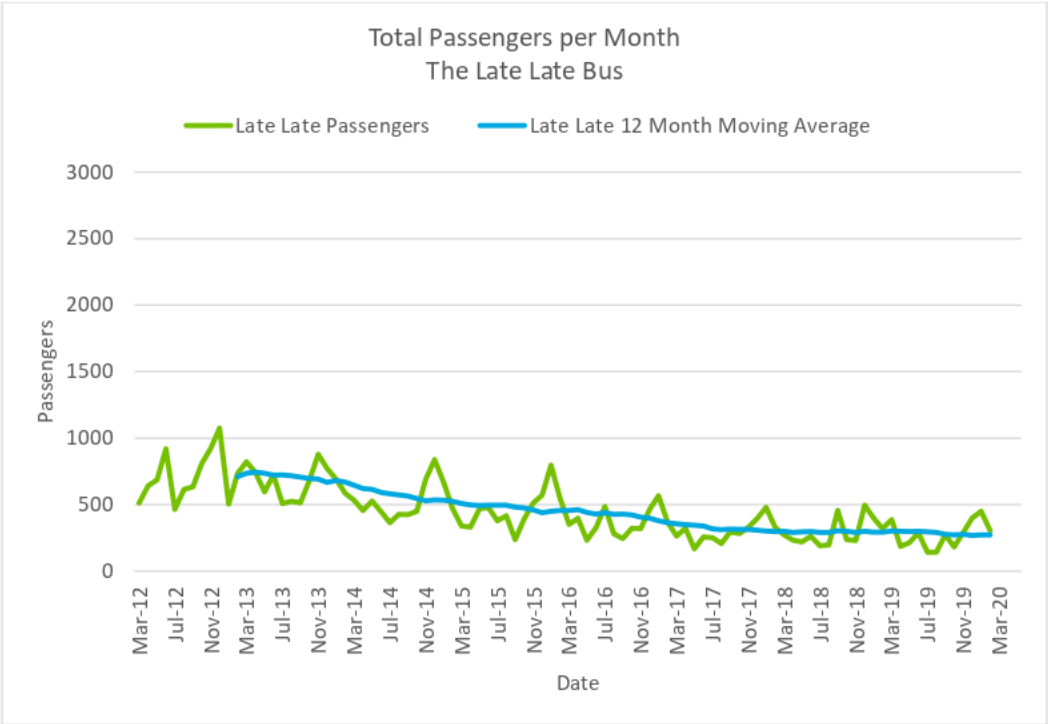
APPENDIX A - Service use graphs











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.

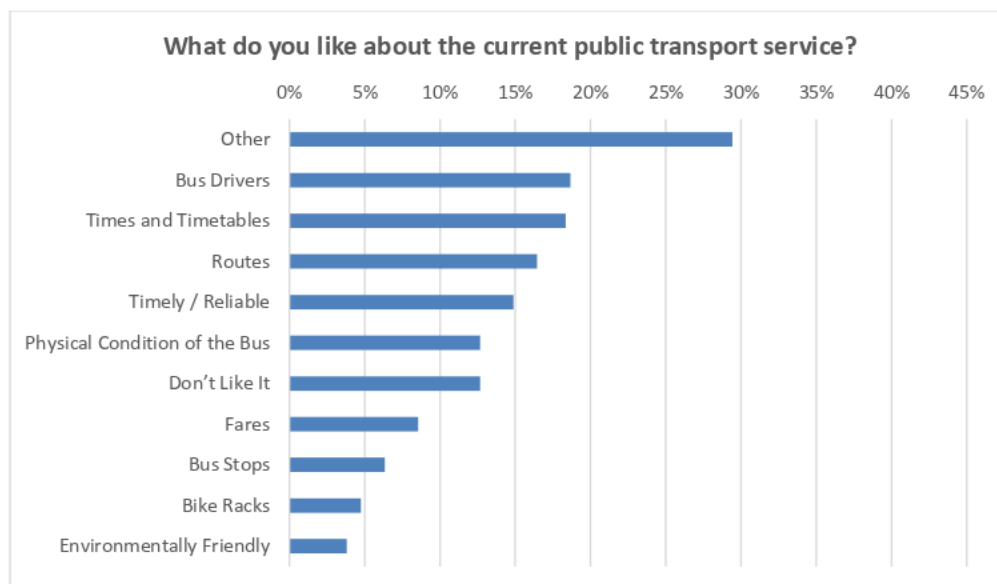


Figure 0-2: What Survey Respondents like about the Network

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.

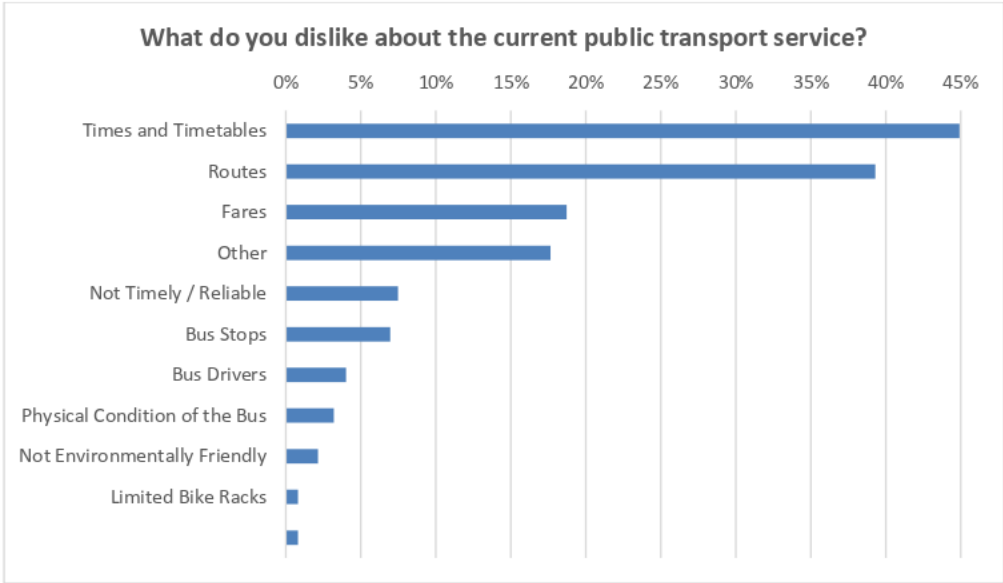


Figure 0-3: What Survey Respondents dislike about the Network

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

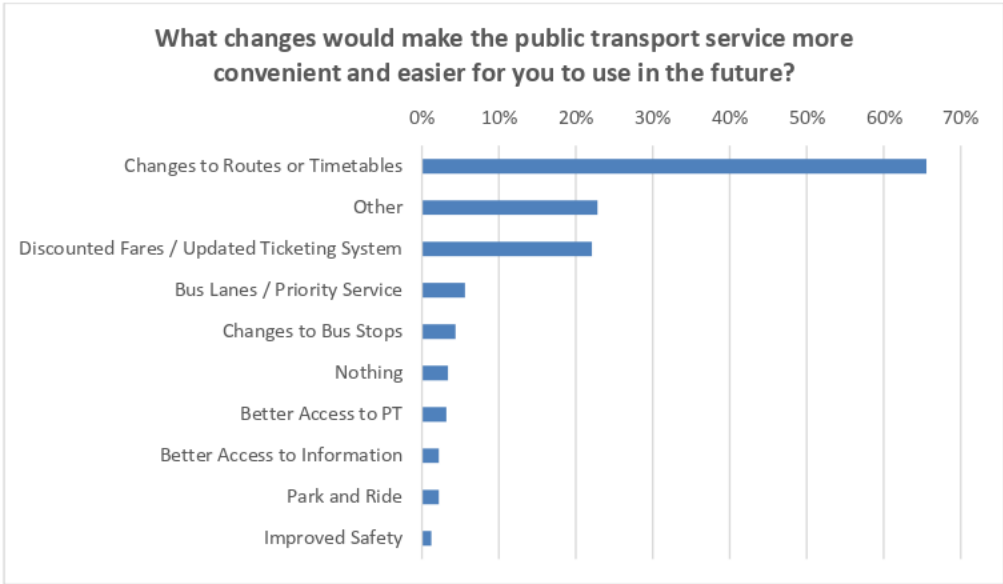


Figure 0-4: Changes Respondents would make to the Network

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 Table 1

Table 01: 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 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) 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 However, there are some gaps – particularly to employment destinations and the airport 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. Routes 1 and 2 could be extended to provide better services in greenfields areas Routes 3 and 4 are also relatively linear and provide a good basis for improvement or extension. 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,

		<p>making timetables quite unintuitive and unnecessarily complex.</p> <p>Many service timings appear to be driven by operational considerations like driver breaks (which reduce cost) rather than from a customer perspective.</p> <p>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.</p> <p>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.</p> <p>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.</p> <p>Frequencies of 60 minutes or less are generally regarded as only providing very basic access.</p> <p>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.</p> <p>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.</p>
	Days and hours of service	<p>Only routes 1 and 2 operate seven days a week.</p> <p>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.</p> <p>Evening services are essentially non-existent on all routes, which prohibits travel at a time of day when many social activities take place.</p>
	Travel time	<p>Running times are generally acceptable, but roughly double that for car – they need to be more competitive to support mode shift.</p> <p>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.</p> <p>Connections between routes are poor at many times and locations (e.g. someone travelling from Atawhai</p>

		to the hospital during off-peak periods has a 33-minute wait in Nelson).
	Reliability	<p>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.</p> <p>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.</p>
Facilities	Bus stops and interchanges	<p>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.</p> <p>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.</p> <p>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.</p> <p>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.</p> <p>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.</p>
	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	<p>Full-sized buses of a good standard are used on Routes 1 and 2.</p> <p>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.</p> <p>The emissions standards of the vehicles are unknown but are likely to be much lower standard</p>

		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. 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. 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. However, public feedback suggests that many people do not know where to find information and the profile of the overall service could be improved. The relevant web pages are somewhat buried on both councils' web sites. The lack of bus stops (and associated branding and timetable information) is likely to contribute to the lack of public knowledge of the service. 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. 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 and working with the broader community to confirm routes, particularly Routes 2 and 4 through Tahunanui and Route 3 in Victory):**

- Route 1 (Nelson-Richmond 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 travel via Champion Rd, Hill St, Queen St, where a temporary public transport hub will be located in the vicinity of the current Richmond terminus, 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 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 Muritai St Parkers Rd, (potentially) Pascoe St, Quarantine Rd, Nayland Rd and Songer St,
 - routing changes in Richmond – to initially travel via Salisbury Rd, and Queen St, where a temporary public transport hub will be located in the vicinity of the current Richmond terminus, 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 link⁸, 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

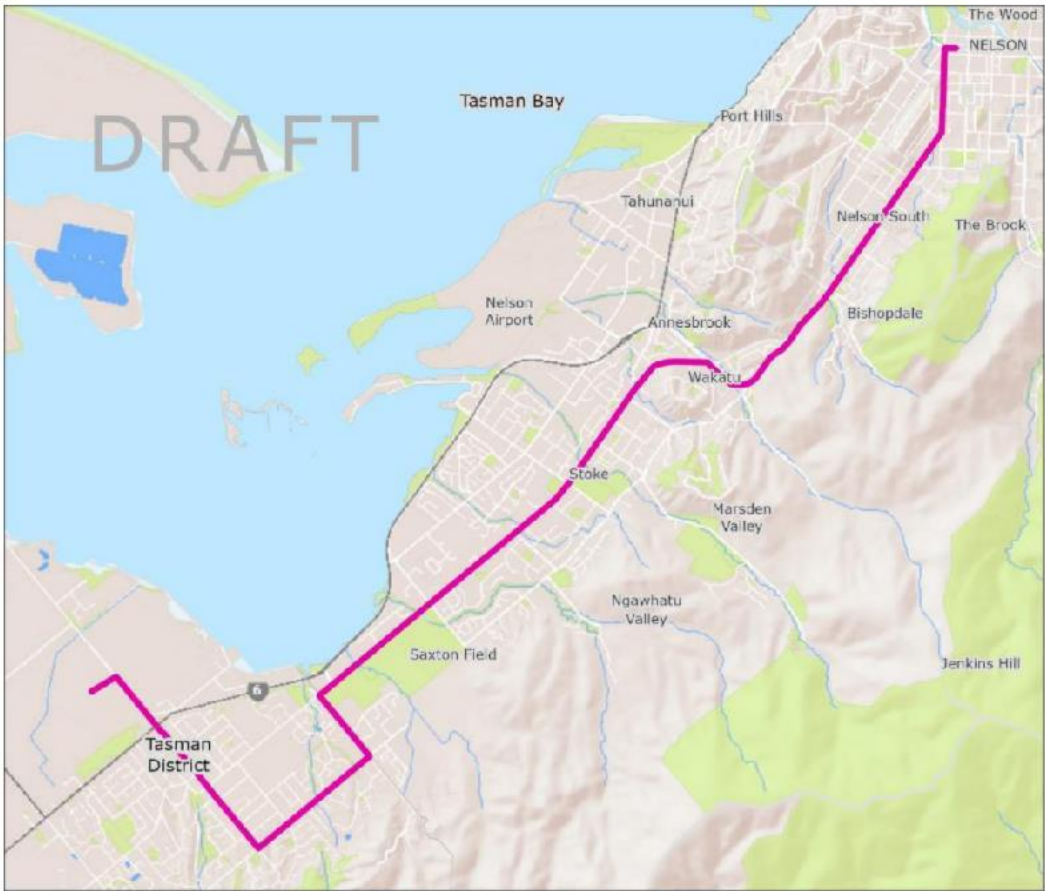
⁸ This roading link is yet to be constructed, but is planned and will enable the route to provide significantly better service through this developing area

- Route 4 (The Brook-Airport) will follow the routing of the existing routes 4 and 6 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 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 are 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 M) 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.

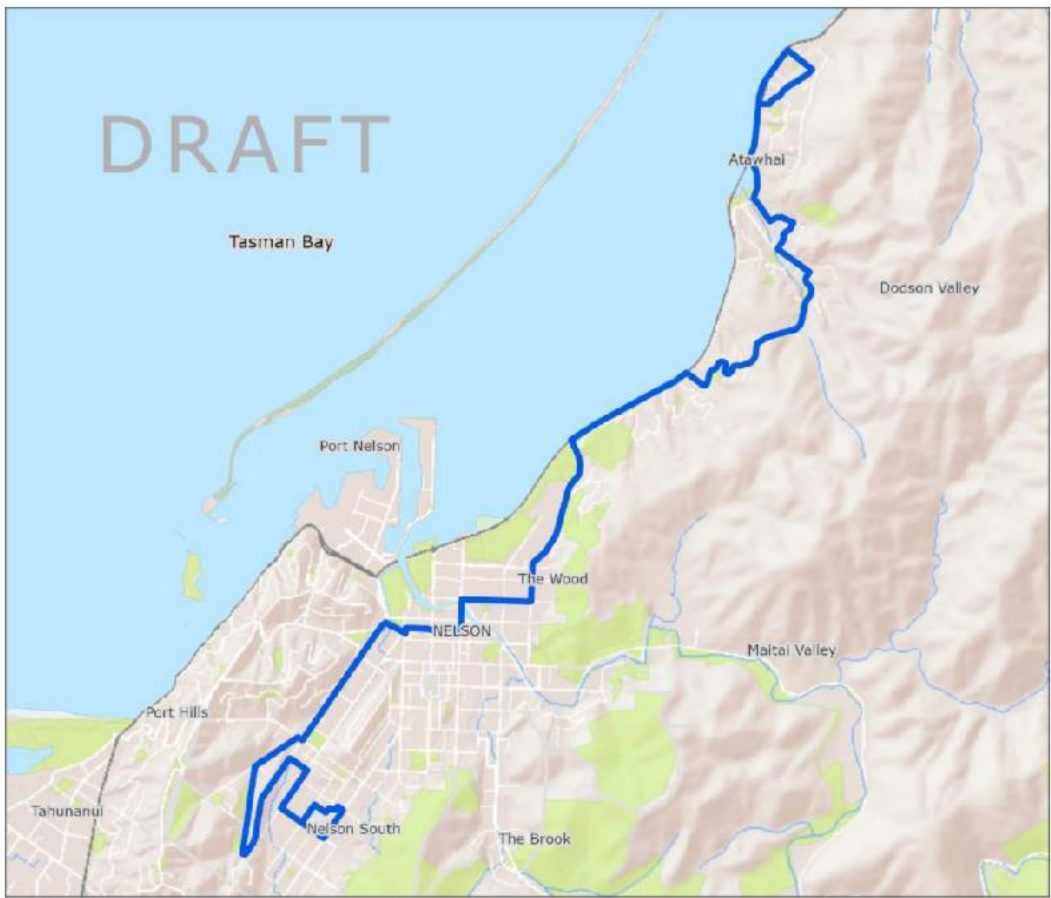




Route 1



Route 2



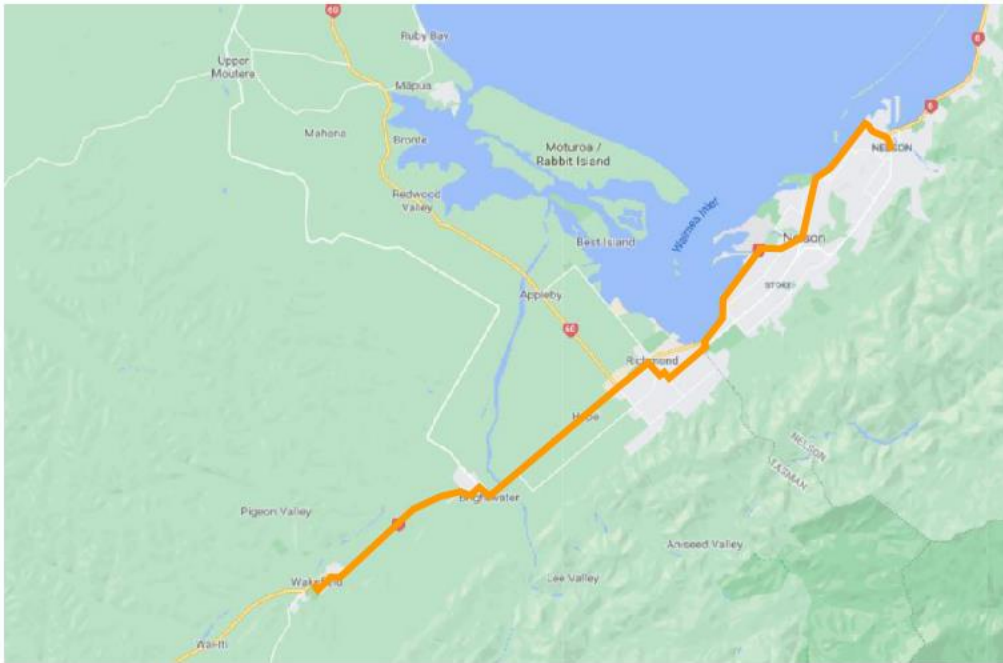
Route 3



Route 4



Route M



Route W

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 LTMA¹⁴;
- ☐ 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

Waka Kotahi Update

1. Purpose of Report

- 1.1 To provide the Committee with the Waka Kotahi update on various items.

2. Recommendation

That the Regional Transport Committee

- 1. Receives the report Waka Kotahi Update (R22668) and its attachment (A2686516)***

3. Background

- 3.1 This report provides an update from Waka Kotahi on a variety of issues (refer to Attachment 1).
- 3.2 Waka Kotahi representatives will be in attendance at the meeting to answer any questions and to provide any update further to their report.

Author: Margaret Parfitt, Manager - Transport and Solid Waste

Attachments

Attachment 1: A2686516 - Nelson RTC Update June 2021 [↓](#)

Regional Transport Committee

Nelson

29 June 2021

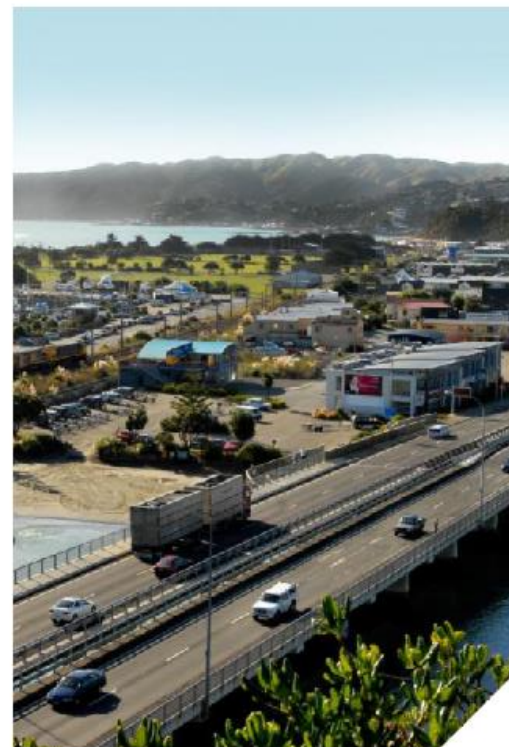
 **WAKA KOTAHI**
NZ TRANSPORT
AGENCY

New Zealand Government

A2686516

2021-24 National Land Transport Programme

- Investment in New Zealand's land transport system during 2021-24 is expected to increase to \$21.1 billion – this includes Crown, NLTF and local share funding
- Bids received for continuous programmes for the 2021-24 NLTP are significantly higher than what was allocated in the 2018-21 NLTP
- In the constrained funding environment, we are focussed on maintaining levels of service and completing commitments from the 2018-21 NLTP
- The deadline for final RLTPs is 30 June
- The final 2021-24 NLTP will go to the Waka Kotahi Board for approval in August



Setting of Speed Limits 2021

- We are seeking feedback on a new approach to speed management planning for New Zealand roads
- The proposed Rule introduces a new speed management framework and mandates lower speed limits around schools
- More information can be found on our website



Road to Zero video resources

- We've developed a series of Road to Zero videos to help different audiences understand the part they play in reducing deaths and serious injuries
- The videos are aimed at:
 - people in road management and design
 - transport planners
 - people in road safety promotion
 - communities
 - and key decision makers.
- The videos are available on our website:
<https://nzta.govt.nz/safety/safety-resources/road-to-zero-resources/>



New Road to Zero icon

- Available for use without the need to request it
- Signifies association with what the Road to Zero strategy is working to achieve
- The icon files and guidelines are available on the Waka Kotahi website.



The Safe System in action

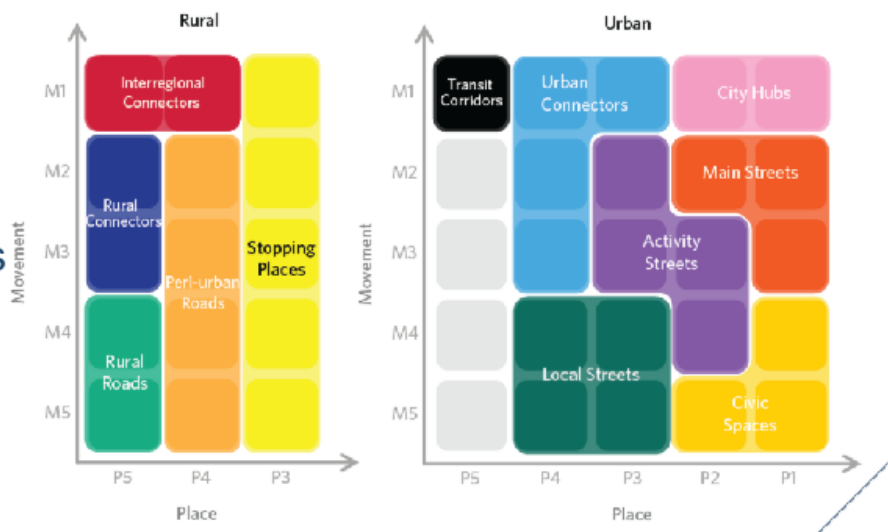
- We have launched a showcase of road safety improvements undertaken by Waka Kotahi and other agencies
- It includes case studies from across New Zealand
- The safety improvements are part of Road to Zero
- You can view the case studies on our website:
www.nzta.govt.nz



Update to Rightcar website

- The Rightcar website has been updated to encourage people to buy the safest and cleanest cars they can afford
- Safety ratings also now include 'Driver Safety' scores as well as 'Overall Safety'
- The Waka Kotahi Safe Vehicles team will be attending Fieldays in June to engage with the public and promote the updated site.





Shift for transport and ‘place’

- The new One Network Framework acknowledges the transport network also has a ‘place’ function
- Shared, integrated planning approaches between transport and land-use planners will result in better outcomes
- Initial implementation for NLTP 2024/27 has started
- Integration over the next 6 to 12 months includes speed management planning and street design

Asset Management Data Standard

- The standard will be a method of defining and describing land transport assets
- The standard will be implemented in July 2022
- Subject matter experts from the construction industry are working with us on the standard
- We will be hosting engagement sessions later this year



Nelson Updates

June 2021



Nelson Future Access Project - Summary

- Community engagement extended 1 week and closed 18 June 2021
- Key themes from the engagement will follow this update
- Next steps
 - Refine the Preferred Proposal with information gathered from both the community and technical reviews
 - Seek endorsement of the Business cases Recommended Proposal from both Council and the Waka Kotahi Board through the last quarter of 2021

Nelson Regional Update

Activity	2018 – 21 NLTP	Key date(s)	Progress	Council(s) impacted	Commentary
Nelson / Tasman State highway maintenance, operations and renewals	\$34.82M	Ongoing	Green	Nelson CC Tasman DC	<ul style="list-style-type: none"> Ongoing maintenance and operations Planning for next years reseals - <ul style="list-style-type: none"> Haven Rd & Rocks Rd (after NCC undertake SW improvements) Whakatu Drive remedial shape correction
Richmond PBC	tba			Nelson CC Tasman DC	<ul style="list-style-type: none"> Planning for wider community engagement on emerging staged programme in early July 2021. We have completed two workshops with elected members, road user groups and community advocacy groups Intending to complete the PBC within the fourth quarter of 2021

Nelson Project Updates – Speed & Safety

Activity	Key date(s)	Progress	Council(s) impacted	Commentary
SH6 Richmond Deviation median barrier	June/July 2021		Nelson CC Tasman DC	<ul style="list-style-type: none">A central barrier is planned to be installed to improve safety and reduce head on collision severity

