



If calling, please ask for Democratic Services

Council

Thursday 16 May 2024, 11.30am

Taumata Kōrero - Council Chamber, Greater Wellington Regional Council, 100 Cuba St, Te Aro, Wellington

Quorum: Seven Councillors

Members

Councillors

Daran Ponter (Chair)

Adrienne Staples (Deputy Chair)

David Bassett

Ros Connelly

Quentin Duthie

Penny Gaylor

Chris Kirk-Burnnand

Ken Laban

David Lee

Thomas Nash

Hikitia Ropata

Yadana Saw

Simon Woolf

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

Council

Thursday 16 May 2024, 11.30am

Taumata Kōrero - Council Chamber, Greater Wellington Regional Council, 100 Cuba St, Te Aro, Wellington

Public Business

No.	Item	Report	Page
1.	Apologies		
2.	Conflict of interest declarations		
3.	Public participation		

Resolution to Exclude the Public

4.	Resolution to Exclude the Public	24.220	3
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Public Excluded Business

5.	Lower North Island Rail Integrated Mobility: Delegation of Authority to Release Request for Procurement to Market	RPE24.185	4
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Public Business

6.	Appointment of members to the Regional Transport Committee	24.186	45
7.	Not Significant Variation to Te Mahere Waka Whenua Tūmatanui o Te Rohe o Pōneke Wellington Regional Public Transport Plan 2021-2031	24.181	49
8.	National Ticketing Solution: Approach to Fares Transition	24.184	68

Council
16 May 2024
Report 24.220



For Decision

RESOLUTION TO EXCLUDE THE PUBLIC

That Council excludes the public from the following parts of the proceedings of this meeting, namely:—

Lower North Island Rail Integrated Mobility: Delegation of Authority to Release Request for Proposal to Market – Report RPE24.185

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

Lower North Island Rail Integrated Mobility: Delegation of Authority to Release Request for Proposal to Market – Report RPE24.185	
<i>Reason for passing this resolution in relation to each matter</i>	<i>Ground(s) under section 48(1) for the passing of this resolution</i>
<p>Certain information contained in this report relates to future rail service procurement and contracting in the Wellington Region. Excluding the public from the proceedings of the meeting is necessary as considering this information in public would be likely to prejudice or disadvantage the ability of Greater Wellington Regional Council (Greater Wellington) to carry out, without prejudice or disadvantage negotiations (section 7(2)(i) of the Act).</p> <p>Greater Wellington has not been able to identify a public interest favouring disclosure of this particular information in public proceedings of the meeting that would override the need to withhold the information.</p>	<p>The public conduct of this part of the meeting is excluded as per section 7(2)(i) to enable any local authority holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations).</p>

This resolution is made in reliance on section 48(1)(a) of the Act and the particular interest or interests protected by section 6 or section 7 of that Act or section 6 or section 7 or section 9 of the Official Information Act 1982, as the case may require, which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public.

Council
16 May 2024
Report 24.186



For Decision

APPOINTMENT OF MEMBERS TO THE REGIONAL TRANSPORT COMMITTEE

Te take mō te pūrongo

Purpose

1. To advise Council of the appointment of members to the Regional Transport Committee (the Committee).

He tūtohu

Recommendations

That Council:

- 1 **Revokes** the appointment of Mayor Martin Connelly, South Wairarapa District Council to the Regional Transport Committee.
- 2 **Appoints** Deputy Mayor Melissa Sadler-Futter to represent South Wairarapa District Council.
- 3 **Appoints** Councillor Aidan Ellims as alternate for South Wairarapa District Council.
- 4 **Appoints** Kesh Keshaboina, Regional Manager Systems Design (Wellington/Top of the South), as alternate member for the NZ Transport Agency – Waka Kotahi on the Regional Transport Committee.

Te tāhū kōrero

Background

2. Following the local government elections in 2022, Council was required by the Land Transport Management Act 2003 (LTMA), to establish a Regional Transport Committee. The Committee is a committee of the Regional Council and consists of members from each territorial authority in the Region, NZ Transport Agency – Waka Kotahi (NZTA), and KiwiRail.
3. When establishing the Committee, Council provides for alternate members, who may attend in place of the appointed member, when the appointed member is unable to attend.
4. Council is responsible for appointing the local authority and NZTA members.
5. In making the appointments in November 2022, South Wairarapa District Council (SWDC) and NZTA advised that there was no alternate to appoint for their respective organisations.

Te tātaritanga

Analysis

South Wairarapa District Council

6. Mayor Connelly took a leave of absence from 4 March to 24 April 2024, with Deputy Mayor Melissa Sadler-Futter acting as mayor during this period.
7. During this period, there was a Committee meeting and workshop. As SWDC did not have an alternate, SWDC was not able to be fully represented at these.
8. SDWC has now reviewed appointments to the Committee and has requested that Council appoints Deputy Mayor Melissa Sadler-Futter as its member, and Councillor Aidan Ellims as alternate.

NZTA appointment

9. NZTA now requests the appointment of an alternate member. NZTA has requested that Kesh Keshaboina be appointed as its alternate member.

Ngā hua ahumoni

Financial implications

10. There are no financial implications arising from this report as members are remunerated by their respective organisations.

Ngā Take e hāngai ana te iwi Māori

Implications for Māori

11. There are no implications for Māori arising from this report and decisions, as these give effect to the LTMA's statutory requirements.

Ngā tikanga whakatau

Decision-making process

12. The matters requiring decision in this report were considered by officers against the decision-making requirements of Part 6 of the Local Government Act 2002.

Te hiranga

Significance

13. Officers considered the significance of these matters, taking into account Council's *Significance and Engagement Policy* and Greater Wellington's *Decision-making Guidelines*. Officers recommend that these matters are of low significance, due to the administrative nature of the decision.

Te whakatūtakitaki

Engagement

14. Community engagement in making this decision was not necessary.

Ngā tūāoma e whai ake nei

Next steps

15. Officers will advise SWDC and NZTA of the appointments, and appointed members will receive notification of scheduled meetings and workshops for the remainder of 2024.

Ngā kaiwaitohu

Signatories

Writer	Lucas Stevenson – Kaitohutohu Ratonga Manapori Democratic Services Advisor
Approvers	Elizabeth Woolcott – Kaiwhakahaere Mana Urugni, Manapori acting Head of Governance and Democracy Luke Troy – Kaiwhakahaere Matua Rautaki Group Manager Strategy

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council's roles or with Committee's terms of reference</i> Council is responsible for making appointments to its committees.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> Making the appointments will enable NZTA and SWDC to be represented at Committee meetings and workshops, should the member not be able to attend.
<i>Internal consultation</i> The Regional Transport function was consulted.
<i>Risks and impacts - legal / health and safety etc.</i> Not making the appointments may damage the relationships between Greater Wellington and NZTA and Greater Wellington and SWDC.

Council
16 May 2024
Report 24.181



For Decision

**PROPOSED NOT SIGNIFICANT VARIATION TO TE MAHERE WAKA WHENUA
TŪMATANUI O TE ROHE O PŌNEKE WELLINGTON REGIONAL PUBLIC
TRANSPORT PLAN 2021-2031**

**Te take mō te pūrongo
Purpose**

1. To adopt a not significant variation to Te Mahere Waka Whenua Tūmatanui o te Rohe o Pōneke Wellington Regional Public Transport Plan 2021-2031 (RPTP 2021-31).

**He tūtohu
Recommendations**

That Council

- 1 **Notes** that section 126 of the Land Transport Management Act 2003 sets out the process for varying a regional public transport plan.
- 2 **Notes** that proposed variations which are not significant require consultation with public transport operators.
- 3 **Notes** that initial consultation with public transport operators has taken place in relation to the variations that are relevant to them.
- 4 **Notes** that the outcome of further consultation with public transport operators will be reported to the Council during consideration of this report.
- 5 **Notes** that in accordance with the Te Mahere Waka Whenua Tūmatanui o te Rohe o Pōneke Wellington Regional Public Transport Plan 2021-31 Significance Policy, the following proposed variations have been deemed not significant:
 - a establish a unit for Tawa On-demand Public Transport
 - b revise the 'Exempt Services' section to reflect the amendment to the Land Transport Management Act 2003
 - c amend the Appendices "Current Route Structure" to:
 - i. reflect bus route changes implemented since the adoption of the current Wellington Regional Public Transport Plan
 - ii. to remove reference to 'After Midnight' Routes N1 to N88.
- 6 **Notes** that there will be a staged replacement of the 'After Midnight' routes with later and earlier services on existing core routes that cover key areas of demand.

- 7 **Adopts** the Proposed not significant variation to Te Mahere Waka Whenua Tūmatanui o te Rohe o Pōneke Wellington Regional Public Transport Plan 2021-31 as set out in Attachment 1 to this report.

Te horopaki

Context

2. RPTP 2021-31 was adopted by Council on 29 June 2021 (Adoption of Te Mahere Waka Whenua Tūmatanui o Te Rohe o Pōneke Wellington Regional Public Transport Plan 2021-2031 – Report 21.168).
3. The RPTP 2021-31 is primarily a policy document that sets out our approach to achieving the objectives for public transport set out in the Wellington Regional Land Transport Plan, the Government Policy Statement on Land Transport, and the Greater Wellington Regional Council (Greater Wellington) Long Term Plan.
4. The RPTP 2021-31 is currently under review with public consultation on a new Regional Public Transport Plan to commence in September 2024. There are a number of amendments officers wish to make to the current RPTP 2021-31 prior to adoption of the new RPTP. These are:
 - a To establish a unit for Tawa On-demand Public Transport (ODPT) as per Transport Committee resolution on 4 April 2024 (Public Transport On-demand Trial: Proposed Six Month Extension – Report 24.122)
 - b To revise the ‘Exempt Services’ section to reflect a Land Transport Management Act 2003 (LTMA) amendment removing the automatic exemption on inter-regional services (i.e. Capital Connection), and to remove/add current or new exempt services in line with LTMA.
 - c To vary the RPTP 2021-31 Appendices to reflect bus route changes implementing the Council endorsed actions of the Wellington City Bus Network Review (Bus Network Review Findings – Wellington City – Report 19.501) and Rest of Region Bus Network Review (Report 20.260 Bus Network Review)
 - d To amend the RPTP 2021-31 APPENDICES TO REMOVE ‘AFTER MIDNIGHT’ ROUTES N1 TO N88 WITH A RECOMMENDATION FOR A STAGED REPLACEMENT WITH LATER/earlier services on regular core Metlink services.
5. The appropriate means of making these minor ‘not significant’ amendments is through a formal variation as per section 126 of the LTMA.

Varying a Regional Public Transport Plan

6. The LTMA provides the statutory context for varying a Regional Public Transport Plan (RPTP). ‘Variation’ is used to keep aspects of a RPTP ‘current’ prior to any ‘significant’ changes that might require higher degrees of stakeholder engagement and public consultation. A variation forms part of the plan it varies.
7. The consultation requirements for a variation depends on the ‘significance’ of proposed changes. Determination of significance is set by the Significance Policy in each Council’s RPTP.

8. The RPTP 2021-31 Significance Policy usually considers the following variations as 'not significant':
 - a Those that have recently been consulted on, including the addition, removal or amendment of any matter on which there has already been consultation in accordance with the special consultative procedure
 - b Minor changes to service descriptions after a service review, for example changes to the frequency and hours of a service that result in the same, or a better, level of service
 - c Changes to the descriptions of services or service groupings as a result of an area-wide service review, as long as there is no significant increase in cost.
9. The RPTP Significance Policy guides the scope of 'targeted consultation' required for a variation.
10. Officers have determined that the scope of this variation is 'not significant', and that targeted consultation will only be required with relevant operators, impacted territorial authorities, and Horizons Regional Council.

Te tātaritanga Analysis

Establishing a unit for Tawa On-Demand Public Transport

11. The RPTP 2021-31 contains the high-level goal that Metlink "will improve access to public transport by tailoring services to meet community needs including through demand responsive services". This goal is part of Metlink's response to the RPTP 2021-31's 'Mode Shift' Strategic Priority.
12. The RPTP 2021-31 commits to exploring the provision of ODPT to complement or replace some public transport services or to provide services in areas not currently served by public transport.
13. The Land Transport Management (Regulation of Public Transport) Amendment Act 2023 (the Amendment Act) was passed by Parliament just before the 2023 election. The Amendment Act expanded the definition of public transport to include unscheduled (on-demand) public transport services and shuttle services.
14. Greater Wellington officers have been working with NZ Transport Agency Waka Kotahi (NZTA) to develop policy frameworks for implementation of the changes the Amendment Act introduced including the ability to plan, procure and fund on-demand services as part of public transport networks.
15. Current draft NZTA policy relating to ODPT is that an ODPT scheme must:
 - a address a suitable use case and represent good value for money
 - b be identified as an integral service in a RPTP and be allocated into a unit
 - c comply with relevant NZTA policies and procurement rules.
16. The current Tawa on-demand service is being run on a trial basis until December 2024. Officers consider it expedient to establish a unit to cover the Tawa on-demand service

as a reserve measure to support upcoming Council decision-making on the future of the service.

17. As per Transport Committee resolution on 4 April 2024 (Public Transport On-demand Trial: Proposed Six Month Extension – Report 24.122), the RTP Variation 2024 would establish this unit.
18. Establishing this unit at this time does not impact future Council decision-making or procurement processes in regard to future contracting for the Tawa on-demand service.
19. Establishing this unit will assist officers in securing National Land Transport Fund (NLTF) assistance for the pilot service.
20. Previous discussions between officers and the current operator about how the ODPT could be contracted in the future have focused on a stand-alone contract being created that is not part of an existing unit (e.g. unit 8 or 18) and will need to be bid on again. However, these discussions had not specifically outlined the possibility of stand-alone unit being created.
21. Officials have since clarified with the operator that OPDT is being considered as stand-alone unit (subject to final decisions by Council).

Revise Exempt Services listings

22. It is an LTMA requirement for public transport authorities (PTAs) that they maintain a current register of all 'exempt services' and that this register is made available to the public (LTMA sections 131 and 132). Prior to the Amendment Act's assent, exempt services under the LTMA included:
 - a Inter-regional services
 - b Non-integral services that operate without a subsidy
 - c Integral services that commenced operating before they were identified as integral services and that are operating without a subsidy.
23. The Amendment Act changed the way NZTA and PTAs should treat exempt services particularly in relation to the type and coverage of services that were required to go through a registration process under the LTMA (a prime aim of the Amendment Act was to ensure taxi and shuttle services did not have to go through a regional council registration process to operate; these services are covered by the Land Transport Act 1998 and a range of NZTA Land Transport Rules).
24. The Amendment Act removed from legislation the automatic exemption on inter-regional services and has introduced measures that reform the requirements relating to exempt service registration. Greater Wellington officers have worked with NZTA on the new guidance policy on exempt services.
25. In relation to exempt services, the proposed Variation:
 - a Removes reference to exempt bus services '80' (Wainuiomata commuter), '970' (Papakowhai to Chilton) and exempt ferry service 'Harbour Explorer Excursion' due to these services having ceased operation.
 - b Removes reference to the Capital Connection rail service due to the removal of the automatic exemption on inter-regional services.

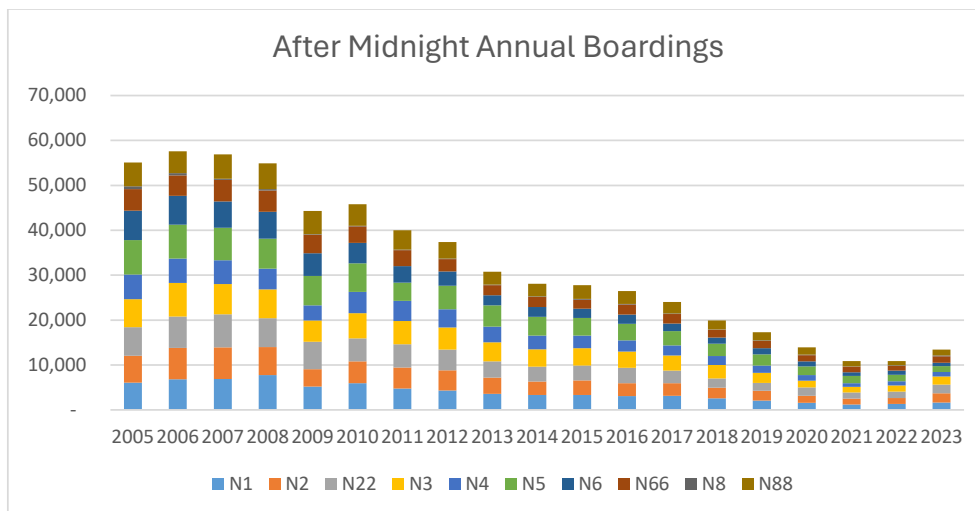
- 26. The Variation adds a new unit 21 for the Manawatu Line (Wellington – Palmerston North) as a ‘placeholder’ to assist future Council decision-making.
- 27. The reviewed RTPP will list the Palmerston North to Wellington rail line as ‘integral to the public transport network’ in the Wellington Region. Corresponding wording will be agreed with Horizons Regional Council for its RTPP.

Vary the RTPP 2021-2031 Appendices to reflect bus route changes implemented since 2021

- 28. In December 2019 Council adopted the Bus Network Review (BNR) (Bus Network Review Findings – Wellington City - Report 19.501), which included a set of actions to be implemented to address identified issues with the Wellington City bus network introduced in 2018.
- 29. The adopted Action Plan included short, medium and long term actions which were successively implemented, with the final actions implemented on 28 January 2024. With the completion of these actions, the “Current Route Structure” Appendix of the RTPP requires amendment to reflect the route network resulting from the 2019 adopted Action Plan.
- 30. The Rest of Region Bus Network Review (Bus Network Review – Report 20.260), presented to the Transport Committee in August 2020, recommended the addition of a new bus service to Tirohanga and Harbourview; route 149 has been added to the “Current Route Structure” to reflect the new bus service to Tirohanga and Harbourview introduced from 9 October 2023.

‘After Midnight’ services

- 31. A network of 10 ‘After Midnight’ routes covering Wellington City, Hutt Valley and Porirua currently operate on Saturday and Sunday mornings between the hours of 1:00am and 4:30am.
- 32. Since 2006 usage has declined by 76%, from 57,571 to 13,458 passenger boardings per year.



33. Usage of many After Midnight services falls below RPTP 2021-2031 Metlink Service Delivery Thresholds for Sufficient Demand, which provides: "Minimum regular use of 4+ passengers per trip and at least 20% cost recovery."
34. Average subsidy per passenger for 22/23 was \$58 per boarding and overall cost recovery 11%. Note, we have seen a slight increase in boardings to date in 2023/24. However, services are still only averaging 6.2 passengers per bus.
35. Given long term declining usage, in mid-2021 the Metlink Customer Experience team led a review of the after-midnight services which included working with Pōneke Promise - safer CBD, looking at late night transport options.
36. Metlink Customer Experience Team undertook a number of engagements as part of its review. Findings from talking with customers, community groups and the Public Transport Advisory Group workshop were:
 - a Very low awareness of the service
 - b Positive feedback about the concept
 - c The special fares were a major barrier to using the bus.
 - d Routes and numbering are not easy to understand.
37. In addition, customer insight from talking with customers is that customers want earlier and later services that follow regular routes with times better suited to workers as well as night entertainment patrons.
38. As a result of the above findings, the following actions were undertaken to promote the After Midnight routes and address the special fare barrier to use:
 - a From June 2021 posters were put up at Golden Mile bus stops promoting the routes.
 - b In July 2021 there was a marketing push about the midnight services.
 - c In April 2022 the special fare (\$7 Zone 1-3 and \$14 zone 4+) was replaced with regular zone fares that coincided with the Public Transport Fares 50 percent reduction resulting in significant fare reductions (from \$7 to a maximum \$2.02 for Zone 3 and from \$14 to a maximum \$3.98 to Zone 7 for an adult using Snapper; with further reductions for Tertiary, Accessible, Connect and Child fares).
 - d In November 2022 another marketing push was undertaken timed for holiday celebrations and summer.
39. Since these initiatives, usage of the 'After Midnight' routes has stabilised to pre-Covid levels but not shown any recovery to historic levels of usage.
40. Based on feedback received and given relatively poor usage, poor cost recovery and high subsidy per passenger an alternative approach is recommended, as follows: The current 'After Midnight' services will be replaced over time with services extended (later and earlier) on existing routes.
41. Consultation is underway with the relevant operators and will be completed before this paper is considered by the Transport Committee.

Ngā hua ahumoni

Financial implications

42. Establishing a unit for the Tawa on demand service will assist officers secure National Land Transport Fund (NLTF) assistance for the pilot service. Subject to further Council decision-making, there may be financial implications from any future procurement associated with this unit.
43. There are no known financial implications from the decision to amend the exempt services list in RPTP 2021-31.
44. 'After Midnight' routes, a phased approach to replace with later and earlier buses on core Metlink services, would redeploy existing bus resources, noting current low usage means we anticipate changes will lead to better overall service utilisation and cost recovery.

Ngā Take e hāngai ana te iwi Māori

Implications for Māori

45. Reliable and affordable public transport is essential for connectivity to places such as employment, social services, education facilities, marae and community events.
46. For communities already experiencing transport challenges, it is important to understand any negative impacts, in particular meeting unmet needs of whānau Māori, in connecting to community services. For many communities in the Region, reduced services will have the potential to impact household living costs.
47. Environmental advantages of public transport align with sustainability goals of our mana whenua partners, exploring opportunities to work together on public transport initiatives is in progress.

Te huritao ki te huringa o te āhuarangi

Consideration of climate change

48. The issues raised in this report were considered by officers in accordance with the process set out in Greater Wellington's Climate Change Consideration Guide.

Ngā tikanga whakatau

Decision-making process

49. The matters requiring decision in this report have been considered by officers against the requirements of Part 6 of the Local Government Act 2002, section 126 of the Land Transport Management Act 2003, and the Significance Policy set out in the RPTP.

Te hiranga

Significance

50. Part 6 of the Local Government Act 2002 (LGA) requires Greater Wellington to consider the significance of the decision. The term ‘significance’ has a statutory definition set out in the LGA.
51. Officers have considered the significance of the matter, taking the Council's *Significance And Engagement Policy* and Greater Wellington's *Decision-Making Guidelines* into account. Officers recommend that the matter be considered to have low significance.
52. As set out in paragraphs 6-8 of this report, the variation to the RPTP also needs to be considered in relation to section 126 of the Land Transport Management Act 2003 and the significance policy of the RPTP.
53. Given the changes proposed meet the ‘not significant’ threshold in the RPTP's Significance Policy, officers consider it appropriate to process the variation as a not-significant variation under the Land Transport Management Act 2003 and RPTP.

Te whakatūtakitaki

Engagement

54. Engagements undertaken in the development of this report are set out in the body of this report.

Ngā tūāoma e whai ake nei

Next steps

55. Greater Wellington will publish the RPTP Variation 2024 on adoption.

Ngā āpitihanga

Attachment

Number	Title
1	Proposed RPTP Variation 2024

Ngā kaiwaitohu

Signatories

Writers	Scott Walker – Senior Policy Advisor, Metlink Emmet McElhatton – Manager Policy, Metlink Alex Campbell – Principal Advisor Network Design
Approvers	Bonnie Parfitt – Senior Manager, Network & Customer, Metlink Tim Shackleton – Senior Manager, Commercial, Strategy & Investments, Metlink Samantha Gain – Kaiwhakahaere Mauta, Waka-ā-atea Group Manager, Metlink

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council's roles or with Committee's terms of reference</i> Regional councils are required to develop and maintain a Regional Public Transport Plan under section 119 of the Land Transport Management Act 2003.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> The variation in this report is to a statutory document, the Wellington Regional Public Transport Plan, that regional councils are required to develop and maintain under section 119 of the Land Transport Management Act 2003.
<i>Internal consultation</i> Metlink has consulted within its functions.
<i>Risks and impacts - legal / health and safety etc.</i> There are no known risks and impacts from the activities aside from those covered in this report.

Variation to the Wellington Regional Public Transport Plan 2021-2031 Te Mahere Waka Whenua Tūmatanui o te Rohe o Pōneke

[Cover image]

Proposed

[include GW and Metlink branding]

He Kupu nā te Tiamana Chair's Message

Since the Wellington Regional Public Transport Plan was adopted by Greater Wellington in June 2021, we have delivered many exciting new innovations on the public transport network in our region. The new Airport Express established in 2021 continues to go from strength to strength giving locals and visitors alike a fast, reliable, cost-effective and low-carbon means of getting to and from the Airport. The roll-out of Snapper to rail in 2022 delivered electronic ticketing across the network and set us up for the National Ticketing Solution.

We have successfully trialled on-demand public transport, embarked on an asset control plan with work towards new bus depot assets, commenced procurement of the new Lower North Island trains and rolled out a range of fares changes including the introduction of Community Connect which is delivering low-price fares to thousands of local residents.

Our public transport network continues to grow, and servicing existing demand while continuing to grow patronage across public transport modes will be a focus of the Wellington RPTP 2025-35.

[Signature and headshot]

Nga mihi

Daran Ponter,
Greater Wellington Regional Council Chair

He Kupu nā te Tiamana o te Komiti Waka Transport Committee Chair's Message

Greater Wellington's Transport Committee continues to focus on delivering the RPTP 2021-31's strategic priority of an efficient, accessible and low carbon public transport network.

The increasing demand for public transport services along with recent amendments to Land Transport Management Act 2003 have made it necessary for us to issue this variation to the RPTP.

This variation makes changes to appendices section of the plan to address the new services we have introduced to deal with increased demand alongside changes need to meet legislative obligations introduced through the Land Transport Management (regulation of Public Transport) Amendment Act 2023.

This variation will remain in place until we complete a full review of the current plan and issue a new RPTP in 2025.

[Signature and headshot]

Nga mihi

Thomas Nash
Chair, Transport Committee

He aha te RPTP me tōna pūtake? - What is the RPTP and why is it needed?

The Wellington Regional Public Transport Plan (RPTP) guides the design and delivery of public transport services, information and infrastructure in the Wellington region.

The RPTP describes:

- What we want our public transport system to achieve (our long-term goals and objectives)
- How we propose to get there (our strategic focus areas, policies and actions that will help us achieve our goals)
- The Metlink public transport services we are proposing to provide, including our Total Mobility scheme providers.

The RPTP has a ten-year strategic focus, with particular attention to the coming three-yearly operational cycle. This RPTP focuses on the period from mid-2021 to 2031.

RPTPs are statutory documents; that is, they are required by legislation. Under the Land Transport Management Act 2003, regional councils like Greater Wellington who provide or fund public transport must adopt a RPTP.

What changes does this variation make to the RPTP?

This variation makes the following changes to the current RPTP:

- Removes the night buses (After Mid-Night Routes) from targeted services definition table and the current unit structure table in Appendix 1
- Adds On-Demand/Fixed routes into the targeted services definition table in Appendix 1
- Adds to the unit structure table in Appendix 1:
 - Route 4 (Mairangi – Kelburn – Wellington – Newtown – Strathmore Park) as a core service
 - Route 149 (Tirohanga – Melling - Lower Hutt – Waterloo) as a targeted service
 - On-Demand Public Transport Tawa (Unit 22) as a targeted service
- Removes from the unit structure table in Appendix 1:
 - Route 12 (Newtown - Kilbirnie - Strathmore Park) – as service is now provided by Route 4
 - The following After-Midnight routes (targeted services)

N1	After Midnight (Wellington - Island Bay - Houghton Bay - Lyall Bay)
N2	After Midnight (Wellington - Miramar - Strathmore Park - Seatoun)
N22	After Midnight (Wellington - Naenae - Stokes Valley - Upper Hutt)
N3	After Midnight (Wellington - Kelburn - Karori - Northland)
N4	After Midnight (Wellington - Wadestown - Ngaio - Khandallah)
N5	After Midnight (Wellington - Newlands - Churton Park - Johnsonville)
N6	After Midnight (Wellington - Porirua - Whitby - Plimmerton)
N66	After Midnight (Wellington - Lower Hutt - Waterloo - Wainuiomata)
N8	After Midnight (Lower Hutt - Petone - Wellington)
N88	After Midnight (Wellington - Petone - Lower Hutt - Eastbourne)

- Amends Routes 22 (Wellington - Kelburn - Mairangi – Johnsonville) and 113 (Upper Hutt - Riverstone Terraces) from local services to targeted services in the unit structure table in Appendix 1
- Splits Route 290 into two parts, Route 290 (Otaki – Waikanae) and Route 281 (Waikanae Town) – both of these services are targeted services

Attachment 1 to Report 24.181

- Removes the core designation for part of the of Route 21 (Courtenay Place - Kelburn - Karori (Wrights Hill) between Wellington Station and Kelburn and Route 22 (Wellington - Kelburn - Mairangi – Johnsonville) between Courtenay Place and Kelburn

Amend the long name of Route 20 from “Courtenay Place - Mt Victoria - Kilbirnie Local” to “Wellington Station - Mt Victoria - Kilbirnie Local” in the unit structure table in Appendix 1

- Change the route number for the Wellington Harbour Ferry (Queens Wharf - Days Bay) service from “WHF” to “QDF” in the unit structure table in Appendix 1
- Add a new Unit 21 Manawatu Line to the unit structure table in Appendix 1
- Remove the following services from the exempt services table in Appendix 2:

Bus	80	Wainuiomata commuter to Wellington City Centre via Petone
School	970	Papakowhai - Chilton
Rail	Capital Connection	Inter-regional service
Ferry	Harbour Explorer Excursion	Primarily a tourist excursion trip

- Amend the operator names for the following services in the allocation of services to units table in Appendix 3:

2 - East-West Spine	Kinetic*	Direct Appointment	15 July 2018
8 - Newlands	Mana Coach Services	Direct Appointment	15 July 2018
18 - Tawa Mana	Mana Coach Services	Direct Appointment	15 July 2018
20 - Wellington Airport Service	Mana Coach Services	Tender	1 July 2022
21 - Manawatu Line (Wellington - Palmerston North)	TBC	TBC	TBC
22 - On-Demand Public Transport Tawa	Mana Coach Services	TBC	TBC

*NZ Bus changed its name to Kinetic for Units 3, 5, 6 and 12.

Tāpirihanga

Appendices

Tāpiri 1: Ko ngā ratonga matua o Te Pane Matua Taiao mō ngā waka whenua tūmatanui

Appendix 1: Services integral to the Greater Wellington public transport network

<p>Core Bus Core bus routes provide high capacity, frequent, all-day services within urban areas. These meet all-day travel demand. They operate at least every 15 minutes during the day, and often more frequently during busy periods.</p>	<p>Targeted services Targeted services provide services to areas or link destinations where there is not enough demand to justify core or local routes, or where normal services cannot meet the peak demand. Targeted services include:</p> <ul style="list-style-type: none"> • Targeted Rail and Ferry services: these are services that don't currently justify core or local levels of service • Peak-only services: commuter services that provide additional capacity at peak times. They may provide increased capacity on a section of an existing route, or the only public transport service to an area where there is not enough demand to justify a service at other times of the day • School services: bus services in urban areas to schools not served by regular bus routes, or where capacity on those routes cannot meet demand • Night services: services for after-midnight travel on weekends • Special event services: services deployed when additional demand caused by, for example, major public events, concerts, festivals and sport events, would exceed the capacity of regular services • Community services: services that include discounted taxi services for people who are transport disadvantaged, demand-responsive and shopper services, and services to outlying urban and rural areas where scheduled core or local services are not viable.
<p>Core Rail Core rail routes provide high capacity, long-distance, time competitive commuter services connecting key urban areas across the region.</p>	
<p>Local Bus Local routes include all-day medium- to low-frequency services connecting town and activity centres along the lower-demand corridors, providing local access to town and activity centres within the suburban areas. These routes complement the core network by covering areas it does not serve and by collecting and distributing passengers to and from it.</p>	

Network Layer	Bus Core	Bus Local	Rail Core	Targeted
Key Features and hours	All day frequent direct services Weekday 6am – 11pm	All day local coverage and access. Weekday 7am-9pm	All day rapid direct Services Weekdays 5.00am – Midnight	School buses provide specialised routes during term times. Other services

Attachment 1 to Report 24.181

	Saturday 7am – 11pm Sunday 7am – 9pm	Saturday 8am – 7pm Sunday 9am – 6pm	Saturday 6am – 1am Sunday 7am - Midnight	according to demand. Fixed and On-demand routes
Frequency	Daytime every 10-15 minutes (more frequent in peaks depending on demand)	Daytime 20-60 minutes (more frequent in peaks depending on demand)	Daytime Every 20-30 minutes (more frequent in peaks depending on demand)	Subject to demand and term times.
Destinations	Connecting key town and activity centres along higher demand corridors	Provide local access and coverage to town and activity centres along the lower-demand corridors	Connecting key town and activity centres along the regional and inter-regional rail network	As required to meet targeted demand including schools town centres and medical facilities

The units set out below are integral to the public transport network.

Current Unit Structure

Route number	Unit number	Long Name	Type
1	Unit 01	Island Bay - Johnsonville West/Churton Park/Grenada Village	Core*
2	Unit 02	Miramar/Seatoun - Hataitai - Wellington - Karori	Core*
3	Unit 06	Wellington - Newtown - Kilbirnie - Lyall Bay/Rongotai	Core*
4	Unit 02	Mairangi – Kelburn – Wellington – Newtown – Strathmore Park	Core
7	Unit 07	Wellington - Brooklyn - Kingston	Core
12e	Unit 02e	Wellington - Hataitai - Kilbirnie - Strathmore Park	Targeted
13	Unit 03	Brandon Street - Glenmore Street - Mairangi	Targeted
14	Unit 05	Kilbirnie - Hataitai - Roseneath - Wellington - Wilton	Local
17	Unit 07	Wellington - Brooklyn - Kowhai Park	Local
18	Unit 02	Karori - Kelburn - Newtown - Miramar	Targeted
19	Unit 01	Johnsonville - Churton Park - Johnsonville	Local
19e	Unit 01	Johnsonville - Churton Park - Johnsonville (Wellington extension)	Targeted
20	Unit 03	Wellington - Mt Victoria - Kilbirnie Local	Local
21	Unit 03	Courtenay Place - Kelburn - Karori (Wrights Hill)	Local
22	Unit 03	Wellington - Kelburn - Mairangi - Johnsonville	Targeted
23	Unit 01	Wellington - Newtown - Houghton Bay	Local
24	Unit 04	Miramar Heights - Wellington - Broadmeadows - Johnsonville	Local
25	Unit 04	Highbury - Aro Valley - Wellington - Khandallah	Local
26	Unit 04	Brandon Street - Ngaio - Khandallah	Targeted
27	Unit 01	Wellington - Vogeltown	Local
28	Unit 02	Strathmore Park Shops - Beacon Hill	Targeted
29	Unit 07	Wellington - Newtown - Southgate - Island Bay - Owhiro Bay - Brooklyn	Local
30x	Unit 02	Wellington - Scorching Bay/Moa Point (Express)	Targeted
31x	Unit 02	Wellington - Miramar North (Express)	Targeted
32x	Unit 01	Wellington - Berhampore - Island Bay - Houghton Bay (Express)	Targeted
33	Unit 02	Brandon Street - Karori South	Targeted

Attachment 1 to Report 24.181

34	Unit 02	Brandon Street - Karori West	Targeted
35	Unit 02	Wellington - Hataitai	Targeted
36	Unit 06	Wellington - Hataitai - Kilbirnie - Lyall Bay	Targeted
37	Unit 03	Brandon Street - Kelburn - Karori (Wrights Hill) (via The Terrace)	Targeted
39	Unit 07	Wellington - Brooklyn - Owhiro Bay - Island Bay	Targeted
52	Unit 08	Wellington - Newlands - Johnsonville	Local
56	Unit 08	Wellington - Paparangi - Johnsonville	Targeted
57	Unit 08	Wellington - Woodridge	Targeted
58	Unit 08	Wellington - Newlands	Targeted
60	Unit 18	Johnsonville - Tawa - Porirua	Local
60e	Unit 18	Wellington - Johnsonville - Tawa - Porirua	Targeted
81	Unit 12	Wellington - Petone - Eastbourne	Targeted
83	Unit 12	Wellington - Petone - Lower Hutt - Eastbourne	Local
84	Unit 12	Wellington - Petone - Gracefield - Eastbourne	Targeted
85x	Unit 12	Wellington - Eastbourne (Express)	Targeted
110	Unit 10	Petone - Lower Hutt - Upper Hutt - Emerald Hill	Core****
111	Unit 10	Upper Hutt - Totara Park - Upper Hutt	Local
112	Unit 10	Upper Hutt - Maoribank - Timberlea - Te Marua	Local
113	Unit 10	Upper Hutt - Riverstone Terraces	Targeted
114	Unit 10	Upper Hutt - Elderslea - Trentham	Local
115	Unit 10	Upper Hutt - Pinehaven - Upper Hutt	Local
120	Unit 09	Lower Hutt - Epuni - Taita - Stokes Valley	Core
121	Unit 09	Seaview - Lower Hutt - Naenae - Stokes Valley Heights	Local
130	Unit 09	Petone - Lower Hutt - Waterloo - Naenae	Core
145	Unit 09	Lower Hutt - Melling - Belmont - Waterloo	Targeted
149	Unit 09	Tirohanga – Melling - Lower Hutt - Waterloo	Targeted
150	Unit 09	Petone - Maungaraki - Lower Hutt - Kelson	Local
154	Unit 09	Petone - Korokoro - Petone	Targeted
160	Unit 11	Lower Hutt - Waterloo - Wainuiomata North	Local
170	Unit 11	Lower Hutt - Wainuiomata South - Lower Hutt	Local
200	Unit 15	Martinborough - Featherston - Greytown - Masterton	Targeted
201-203 & 206	Unit 15	Masterton Town	Targeted
204	Unit 15	Woodside Station - Greytown	Targeted
210	Unit 13	Porirua - Titahi Bay	Local
220	Unit 13	Ascot Park - Porirua - Titahi Bay	Core*****
226	Unit 13	Sievers Grove - Elsdon - Sievers Grove	Local
230	Unit 13	Porirua - Aotea - Whitby (The Crowsnest)	Local
236	Unit 13	Porirua - Papakowhai - Paremata - Whitby (Navigation Drive)	Local
250	Unit 14	Paraparaumu - Raumati South - Paraparaumu	Local
251	Unit 14	Kāpiti Health Centre - Paraparaumu - Paekākāriki	Targeted
260-262	Unit 14	Paraparaumu - Paraparaumu Beach	Local
264	Unit 14	Kāpiti Health Centre - Paraparaumu - Paraparaumu East	Targeted
280	Unit 14	Waikanae - Waikanae Beach - Waikanae	Local
281	Unit 14	Waikanae Town	Targeted
290	Unit 14	Otaki - Waikanae	Targeted
291	Unit 19	Levin – Waikanae	Targeted
300	Unit 13	Titahi Bay - Porirua - Whenua Tapu Cemetery	Targeted
309-315	Unit 15	Wairarapa school buses	Targeted
400-499	Unit 13 & 18	Porirua and Tawa Schools Targeted	Targeted
500-599	Unit 14	Kāpiti school buses	Targeted
600-799	Unit 1-8	Wellington school buses	Targeted
800-999	Unit 9-11	Hutt Valley school buses	Targeted

Attachment 1 to Report 24.181

AX	Unit 20	Wellington Station to Wellington Airport	Core
QDF	Unit 17	Wellington Harbour Ferry (Queens Wharf - Days Bay)	Targeted
HVL	Unit 16	Hutt Valley Line (Wellington - Upper Hutt)	Core
JVL	Unit 16	Johnsonville Line (Wellington - Johnsonville)	Core
KPL	Unit 16	Kāpiti Line (Wellington - Waikanae)	Core
MEL	Unit 16	Melling Line (Wellington - Melling)	Targeted
WRL	Unit 16	Wairarapa Line (Wellington - Masterton)	Targeted
MUL	Unit 21	Manawatu Line (Wellington - Palmerston North)	Targeted
N/A	Unit 22	On-Demand Public Transport Tawa	Targeted

* Local on branches

**** Local between Upper Hutt and Emerald Hill

***** Local between Titahi Bay and Porirua

1 The portion of the service from the southern boundary to and from Waikanae is included in the Wellington Regional Public Transport Plan.

The portion of the service from the southern boundary to and from Levin is included in the Horizons Regional Public Transport Plan.

Te Hunga Whaikaha Total Mobility Services

The following taxi and shuttle operators provide Te Hunga Whaikaha Total Mobility services for people with disabilities.

Company Name	Area where this service is available
Driving Miss Daisy	Whole of region
Freedom Companion Drivers	Kāpiti Coast Wellington City – Porirua Lower Hutt and Upper Hutt
Golden Oldies	Upper Hutt
Hutt & City Taxis	Lower Hutt and Upper Hutt
Kiwi Cabs	Wellington City
Masterton Radio Taxis	Wairarapa
Masterton Shuttles	Wairarapa
Paraparaumu Taxis	Kāpiti Coast
Porirua Taxis	Porirua
Wellington Combined Taxis	Wellington City – Porirua

This list is kept up to date on our website, at <https://www.metlink.org.nz/getting-around/accessibility-guide/total-mobility/>

Tāpiri 2: Ko ngā ratonga whakawātea

Appendix 2: Exempt services

These services are existing commercial services that are exempt from the need operate under contract to Metlink. This is not intended to be a complete list of existing commercial services that do not form part of the Metlink network.

Route Type	Route name	Route Description
School	971	Hutt Valley Schools
School	973	Hutt Valley Schools
Funicular	Wellington Cable Car	Lambton Quay to Botanic Gardens via Victoria University

Any exempt service to be replaced by a unit, is to be deregistered by the date on which the relevant unit is to start operating.

Proposed

Tāpiri 3: Ko te tohatoha o ngā ratonga ki ngā rōpū

Appendix 3: Allocation of services to units

Unit	Operator	Method	Commencement date
1 - North-South Spine	Tranzit Group	Tender	15 July 2018
2 - East-West Spine	Kinetic	Direct Appointment	15 July 2018
3 - University	Kinetic	Direct Appointment	15 July 2018
4 - Khandallah/Aro	Tranzit Group	Tender	15 July 2018
5 - Central	Kinetic	Direct Appointment	15 July 2018
6 - Taranaki	Kinetic	Direct Appointment	15 July 2018
7 - Brooklyn/Owhiro	Tranzit Group	Tender	15 July 2018
8 - Newlands	Mana Coach Services	Direct Appointment	15 July 2018
9 - Lower Hutt	Tranzit Group	Tender	17 June 2018
10 - Upper Hutt	Tranzit Group	Tender	17 June 2018
11 - Wainuiomata	Tranzit Group	Tender	17 June 2018
12 - Eastbourne	Kinetic	Direct Appointment	17 June 2018
13 - Porirua	Tranzit Group	Tender	15 July 2018
14 - Kāpiti	Madge Coachlines (t/a Uzabus)	Tender	15 July 2018
15 - Wairarapa	Tranzit Group	Tender	29 April 2018
16 - Rail	Transdev Wellington	Tender	1 July 2017
17 - Wellington Harbour Ferry	East by West Ferries	Direct Appointment	1 July 2019
18 - Tawa Mana	Mana Coach Services	Direct Appointment	15 July 2018
19 - Levin-Waikanae	Uzabus	Tender	7 March 2017
20 - Wellington Airport Service	Mana Coach Services	Tender	1 July 2022
21 - Manawatu Line (Wellington - Palmerston North)	TBC	TBC	TBC
22 - On-Demand Public Transport Tawa	Mana Coach Services	TBC	TBC

Council
16 May 2023
Report 24.184



For Decision

NATIONAL TICKETING SOLUTION: APPROACH TO FARES TRANSITION

Te take mō te pūrongo

Purpose

1. To seek Council decision on the following matters related to implementation of fare changes from the commencement of the National ticketing Solution (NTS) in the region:
 - a Approach to implementation of integrated fares and capping scheme and removal of existing fare products; and
 - b The transition approach to the discontinuation of cash payments onboard Metlink services.

He tūtohu

Recommendation

That Council:

- 1 **Notes** that as part of the ongoing programme of work to implement integrated fares and ticketing with the National Ticketing Solution (NTS) in the region, officers have finalised the fares approach as agreed by Council as part of its resolutions on the Future Fares Direction Strategy.
- 2 **Agrees** to adopt the following fares changes to coincide with the NTS implementation in the region:
 - a Continue with the current concentric zones fare structure, with the fares charged based on the number of zones travelled through on a journey, including the zones where the journey starts and ends.
 - b Integrate fares across bus and rail journey combinations in the region to remove the additional costs associated with transfers between services within the same zone.
 - c Continue with the current 50% off-peak discount.
 - d Extend the number of fare zones using existing zonal pricings methodology to account for the longer multi-modal, or cross-line journeys that will be possible when fares and ticketing will be integrated under the NTS.
 - e Implement a journey-based 7-Day Cap, with a pricing approach that encourages greater use of public transport and off-peak travel while balancing user contribution with public funding.

- f Implement a journey-based Daily Cap, with a pricing approach in line with the 7-Day Cap.
 - g Remove existing multi-trip and period passes (which will be replaced with the proposed capping scheme).
- 3 **Notes** that the pricing, level of discount and the number of journeys for fare capping will be determined taking an approach that is intended to balance: the fare impacts on existing users; fare revenue received by Greater Wellington; and network capacity considerations. This will be reported to Council for decision through the Annual Fares Review process prior to NTS implementation.
- 4 **Agrees** to adopt the following transition approach relating to cash payments:
- a Phase out cash on board trains once the NTS rail ticket vending machines are fully operational in the region.
 - b Progressively phase out cash on board buses on a route-by-route basis once an agreed set of criteria is developed through the Wellington Regional Public Transport Plan.
 - c Ensure the phase out strategy will provide for the needs of the cash reliant community through appropriate measures including targeted customer engagement, review of the retail network coverage and on the ground promotion of alternative payment and ticketing solutions.
 - d Where cash continues to be able to be used, continue with the current pricing approach for cash-based fares, as follows:
 - i Cash-based fares will continue to be set 25% higher than the equivalent contactless fares and rounded up to the nearest 50 cents.
 - ii No discounts or concessions will apply when fares are paid with cash, with the exception of the Child Concession.
 - iii Separate fares will be charged for each trip of a journey when fares are paid using cash.
- 5 **Notes** that Council’s decisions on the proposed approach will guide the development of a detailed technical and operational specifications for delivery of the adopted approach as part of the region’s requirements for the NTS solution design process.

Te tāhū kōrero

Background

Previous direction from Council – fare structure and capping

- 2. In 2022, Future Fares Direction initiatives were developed to help achieve the strategic objectives set out in Te Mahere Waka Whenua Tūmatanui o te Rohe o Pōneke Wellington Regional Public Transport Plan 2021-2031 (RPTP) of an “efficient, accessible and low-carbon public transport network” by providing greater choice and flexibility for journey planning, fares and fare payment options.
- 3. The initiatives were designed to achieve four key outcomes which align with policies outlined in the RPTP:

- a Affordability – with an emphasis of targeting those who may need it most
 - b Modeshift – encouraging greater public transport uptake, with a focus on growth outside peak travel periods
 - c Fairness – price an individual pays relative to distance travelled
 - d Simplicity – making fares easier to use and understand.
4. The Future Fares Direction initiatives were publicly consulted on in accordance with the Special Consultative Procedure.
 5. Following consultation, on 25 August 2022 Council (refer Report 22.398), as part of its adoption of Future Fares Direction Initiatives, Council resolved (among other resolutions) to:
 - a Agree in principle that Metlink move toward a fare capping approach, in the context of account-based ticketing in the National Ticketing Solution (NTS).
 - b Agree in principle to develop and introduce an initial fare capping discount.
 - c Agree in principle to introduce a distance based Integrated Fare Structure.
 - d Note that more detailed modelling, design and proposal analysis will be brought to Council and/or its Committees for further decision-making in the next triennium.

Policy approach to cash payment – as set out in the Regional Public Transport Plan

6. The policy approach to cash payment as set out in the current RPTP is to:
 - a encourage behaviour change away from cash payment on board services by promoting increased use of contactless fare payment.
 - a maximise use of electronic ticketing and minimise use of cash fares (as part of the Revenue Protection Strategy).

Removal of cash payment on board from certain bus services

7. On 25 March 2021, the Transport Committee was advised that Metlink was to trial removing cash payment on peak express bus services (Report 21.87).
8. On 16 June 2022, the Transport Committee received an update on the successful completion of the trial of making express peak services (30x, 31x, 32x, 85x) cashless (Report 22.215).
9. Following the success of the trial, the express peak services, as set out above (noting that the 85x is currently not in operation), have remained cashless.

Integrated fares and ticketing programme

10. Following the Council's directions set out above, Greater Wellington has been progressing a programme of work to deliver a network-wide integrated fares and ticketing system through implementation of the NTS in the region.
11. As part of this programme of work, Greater Wellington needs to confirm its core design specifications and transition requirements for the Region's desired fare system (fares structure and fares capping), which will be implemented through NTS.

12. Design specifications for the future fare system are primarily contingent on the approach to:
 - a Transitioning customers and fare media (means of payment, including transitioning from Snapper to NTS),
 - b NTS's capability to configure Greater Wellington's fares specifications, and
 - c Managing inter-regional travel and differences in fare policies across regions.
13. Officers are currently progressing the matters set out above (paragraph 12) with the supplier of NTS and NZ Transport Agency Waka Kotahi (NZTA).

Te tātaritanga Analysis

Proposed transition and delivery approach

14. Further to the Council resolution at its meeting on 25 August 2022 (refer resolution 14 set out above at paragraph 5), officers have undertaken further analyses of the Council's in principle decisions to establish the proposed transition and delivery approach for the following key elements of the future fare system:
 - a Fare structure
 - b Fare integration
 - c Fare capping
 - d Cash payment
15. The proposed approach for each element (as further outlined below in this report) has been based on an evaluation of transition and delivery options against the following key considerations; the ability to:
 - a Deliver a seamless customer experience during the transition, including managing reputational risk and balancing impact on users.
 - b Deliver solutions consistently and fairly.
 - c Manage implementation risk and operational impact by avoiding complexity for Metlink, Greater Wellington and operators.
 - d Balance costs and benefits to achieve Value for Money, with the aim of delivering to budget and timeline.
16. The following paragraphs outline the results of the review of the key elements of the future fare system.

Fare structure

17. Fare structure defines how fares will vary by distance, mode, service or time.
18. The choice of fare structure is critical to the fare system and provides for the Council's policy intention to improve and balance equity with complexity and cost recovery by strengthening the relationship between fare levels and distance travelled.

19. Council's direction to move to a distance (km)-based fare structure was primarily intended to address the current inequities and inefficiencies caused by the current zone-based fare charging – specifically those posed by the zone boundaries and the arrangement and penalization for public transport users having to use indirect journeys (i.e. that cross a large number of fare zones).

Potential impacts of moving to distance (km)-based fare structure

20. Moving to a distance (km)-based fare structure at the same time as other planned changes to the ticketing systems, products and processes would have significant customer, financial and operational implications.
21. The unintended impacts of moving to a distance-base fare structure at the same time as other major changes to fares and ticketing are expected to be more significant than the extent of disparity caused by the current fare structure.

Proposed transition approach to fare structure from the start of the NTS in the Region

22. The proposed approach is to retain the current zone-based structure at the start of the NTS, with the intention to move to a distance-based structure when the NTS is established in the Region, and travel patterns are better understood. With this approach:
 - a The current zone-based pricing structure would be retained for the bus and rail network.
 - b The current fixed fares would be retained for the harbour ferry, Airport Express buses and on-demand services; fares for these services would be reviewed when the NTS is established in the Region, and travel patterns are better understood.
 - c Fares for bus and rail journeys would be determined by counting the number of zones travelled through during a journey including the origin and destination zones (noting that some journeys may involve more than one trip with transfers).
 - d The zone-based system would apply to all means of contactless payment (debit and credit cards, NTS transit card and smartphones or devices) as well as when fares are paid with cash.
 - e The current 50% off-peak discount would continue and apply to all fares paid using NTS contactless media (means of payment) on buses and trains.
 - f As is the case currently, the 50% off-peak discount would not apply to harbour ferry, Airport Express and on-demand services, nor would they apply when fares are paid with cash (physical currency) or cash-based tickets.

Potential impacts of proposed approach to fare structure

23. The proposed approach to fare structure would provide the following positive outcomes for customers, Greater Wellington and NTS programme partners:
 - a Reduced impact on users, patronage, and consequently on fare revenue.
 - b Making customer, equipment and fare media transition manageable.
 - c Avoided risk of customer confusion and perception of inequity.

- d Enabling informed decision on a distance-based structure using travel data and combined effect of integrated fares, capping, and any changes to cash payment.

24. There is no additional cost for implementing the NTS by retaining zone-based structure.

Fare integration

- 25. Fare integration enables customers who need to transfer between services to complete a journey pay the same fare that would have otherwise been charged if the equivalent journey could be made on one vehicle as a single trip. Integration of fares is intended to reduce the cost of multi-modal journeys relative to an unintegrated system.
- 26. The current fare system is not integrated between modes. This means that when fares are paid using the credit balance on Snapper cards, customer journeys that involve more than one mode are treated as separate journeys on each mode.
- 27. Fare integration within modes is currently achieved by applying a journey-based fare approach. However, different sets of rules apply to the bus and rail network, and fares are not integrated when a journey involves transferring between buses and trains, or to/from Airport Express buses or on-demand services.
- 28. A limited number of current 30-Day passes and Metlink Explorer Day passes allow unlimited travel on buses and trains within the limits of the pass.
- 29. Cash-paid paper tickets are only valid for a single trip journey.
- 30. The free bus-to-bus and rail-to-rail transfers across the network reduce the fare paid for journeys that involve more than one trip, relative to if the total fare was calculated by adding the fare charged for each trip of the journey.
- 31. The availability of free transfers through journey-based fare charging is a key part of an integrated fare structure.

Proposed transition approach to fare integration from the start of the NTS in the Region

- 32. It is proposed to integrate fares across all Metlink buses and trains – excluding Airport Express and on-demand bus services at this stage, to reduce complexity and enable a seamless transition for customers given the current flat fare structure on those services.
- 33. Harbour ferry services would be added at a later stage after the start of the NTS in the region – subject to completion of contractual arrangements.
- 34. Fare tables would be extended to include fares for travel of more than 14 zones to account for the longer multi-modal, or cross-line journeys that will be possible when fares and ticketing are integrated under the NTS.
- 35. A universal set of rules and conditions for journey-based fares would apply consistently across the eligible modes and services as follows:

Proposed transfer conditions

- 36. The current transfer window (i.e. allowed transfer time between services through a journey) for bus would consistently apply to all bus and rail journeys and increase from 30 minutes to 60 minutes.
- 37. This will ensure that customers are not penalised for multi modal travel, taking into account the longer service times for rail that will require a longer transfer time between

buses and trains. In addition, this will ensure that customers will not be penalised if a service is cancelled or delayed.

38. A maximum journey duration of four hours would apply consistently across bus and rail network to allow for consideration of both rail and bus users under the integrated fares.
39. The four-hour journey duration accounts for:
 - a the new types of journeys that will be available under integrated fares
 - b the longer journeys for rail and bus
 - c lower service frequency during weekend, and
 - d the current timetables that are not fully integrated.
40. A journey would allow for an unlimited number of transfers within the maximum journey timeframe to ensure a conservative and equal introduction of integrated fares across all modes of transport. This approach ensures that customers will not be penalised if their journey requires more transfers when moving from rail to bus than allowed for under the current policies.
41. Tagging on and off would be required for all trips within a journey.
42. Current rules and conditions that determine 'default fares' charged in the absence of a tag off would continue from the start of the NTS in the Region.

Potential impacts of proposed approach to fare integration

43. The proposed approach to fare integration would enable a seamless transition with low risk of disruption to customers and network operations.
44. While the harbour ferry services would not be part of integrated fares from the start of NTS, the impact of this on users is expected to be minimal; harbour ferry users will have the same products as they do currently.
45. Implementing integrated fares for harbour ferries at a later date will not result in increased costs for the implementation of NTS, as the system will already be set up to provide integrated fares across modes.
46. There will be some revenue impact of fare integration through loss of revenue from current rail users who connect to / from a bus now receiving a free zone transfer (i.e. allowed transfer time between services through a journey).
47. There is also a small impact expected from the increasing of the transfer window which would enable some users who currently are being charged for two separate journeys within 60 mins, now having the journeys treated as one.
48. These effects are estimated to reduce revenue by \$1 million to \$1.2 million per annum.
49. Any adjustments to fares required to offset revenue loss as a result of fare integration will be reported to Council for decision through the Annual Fares Review process.

Impact on capacity at Wellington Station

50. Integrated fares across buses and trains would reduce the cost of journeys that involve connections between trains and buses. The reduced cost could potentially discourage active mode of travel to or from the Wellington Station within Wellington City Centre.

Specifically, rail commuters who currently walk to or from Wellington Station may be encouraged to take a bus instead if there were no additional cost to this part of their journey.

51. Currently, approximately 7,000 rail journeys arrive at Wellington Station on a typical weekday within an hour between 8am and 9am. Approximately 10% of the 7,000 rail passengers are currently estimated to be using buses that serve key destinations within zones 2 and 3 (including bus routes 3, 4, 22 and 23). The remaining 90% are currently using other modes (predominately walking) to reach their destination.
52. Initial analysis of the travel data at Wellington Station suggests that during the peak of the morning peak, fare integration may increase capacity pressure on a number of outbound buses that depart from or stop at Wellington Station bus exchange.
53. Officers will develop a monitoring plan to identify and manage any adverse impact of fare integration at Wellington Station bus exchange during peak hours as part of the rollout of the integrated fares / NTS strategy.

Fare capping

54. Fare capping is a pricing approach that sets a threshold for either a certain number of journeys, or certain cost, after which travel is free or discounted.
55. The current pre-paid Metlink Explorer Day passes and 30-Day period passes provide discounted travel for commuters or occasional users. These products, however, are limited to certain areas or services and require upfront payment in return for an unlimited number of journeys within the specified period and services.
56. Customer feedback received through consultation on the Future Fares Direction indicated that free travel after the cap (100% discount) would likely be easier to communicate and for customers to understand than a 'discounted cap' only (e.g. the cheapest journey in a week receives a 35% discount). Customers tended to perceive the latter as discounts rather than a cap.
57. Considering the changes to travel habits, customer feedback during consultation on Future Fares Direction indicated that the strongest preference was for a weekly or equivalent capped product, based on its ability to provide an achievable, desirable, and usable reward for frequent public transport use. Weekly caps were seen as providing for a range of journeys, including those at off-peak times.

Proposed transition approach to apply from start of the NTS in the Region

58. Based on the Future Fares Direction customer feedback, officers have reviewed the Council's direction on capping against the key considerations (as set out in paragraph [15](#) above).
59. Officers propose a fare capping scheme composed of the following two approaches to capping for implementation from start of the NTS in the region:
 - a A 7-Day cap, and
 - b A daily cap.
60. The proposed fare capping approach will replace the existing time-based passes (Metlink Explorer Day passes and 30-Day passes).

61. Note that capability to retain the existing time-based passes (Metlink Explorer Day passes and 30-Day passes) for an interim period will be available on NTS.

Purpose of proposed fare capping schemes

7-Day cap

62. The primary purpose of the proposed 7-Day fare cap is to:
- a Incentivise and reward frequent use of public transport services; and
 - b Encourage off-peak travel (e.g. weekends) when there is capacity in the network.
63. The capping scheme is also intended to consistently provide for a range of travel patterns, including those who may not work a typical 'Monday to Friday' calendar week.

Daily cap

64. The primary purpose of the proposed daily fare cap is to:
- a Target the occasional users of public transport services (including visitors from outside the region); and
 - b Encourage inter-peak or off-peak travel when there is capacity in the network.

Proposed fare capping scheme - 7-Day cap

65. A 7-Day capping scheme would replace current 30-Day passes, as follows:
- a Journeys, rather than trips, would be capped. A 'journey' is travel between an origin and a destination, and can involve more than one trip on more than one vehicle or mode of transport. A 'trip' is direct travel on one vehicle between two locations.
 - b To provide a broad-based loyalty scheme, all passenger groups would be entitled to capped fares, including concession holders and passengers who travel free at all times. For those who are entitled to free travel at some times (e.g. SuperGold card holders), all journeys within the 7-Day period would count towards the total number of journeys required to reach the given cap.
 - c Customers would receive the best aggregated fare for the period, taking into account interaction with integrated fares, off-peak discount, and concession entitlements.
 - d Single use tickets with cash-based pricing would not be eligible for capping.
 - e To reduce complexity, the Airport Express, on-demand and ferry services would be excluded at the NTS go live and will be added at a later stage after the NTS go live.
 - f Journeys on the routes or services excluded from capping would not contribute to either the daily or weekly cap (e.g. Airport Express).
66. The pricing of the 7-day capping scheme (number of journeys and aggregation method) would consider the benefits that the current 30-Day passes currently provide to the users of those passes, against the revenue implications. recommended pricing for the capping scheme will be provided for Council consideration through the next Annual Fares Review.

67. An appropriate level of the 7-Day cap would require balancing:
- a The average travel pattern across a 7-day period.
 - b The impact on customers currently using 30-Day passes.
 - c The ability of customers to meet the specified cap and receive an associated benefit. For example, a cap of 10 journeys per 7-day period may not provide the benefits for some commuters who regularly work from home.
 - d Financial implications of a lower or higher cap.
 - e Settings which would best mitigate potential misuse of the system.

Proposed fare capping scheme - Daily cap

68. Officers propose a journey-based daily fare capping scheme with conditions similar to the 7-Day capping scheme applying to an operational day (as opposed to a rolling 7-day time period).
69. The daily cap will be available for all customers and will not require registration.

Proposed approach to cash payment

70. Currently, cash payment makes up only 4% (3% on bus, 6% on rail) of all payments. Cash use has decreased since COVID-19 in 2020 and the introduction of Snapper of Rail from November 2022.
71. However, cash use is relatively higher in some areas of the region and on some services. An estimated 1-2% of customers overall consistently pay with cash. However, in some communities this could be as high as 5%.
72. On-board cash payment continues to be a major safety concern for the front-line staff, with a higher rate of cash related incidents reported on buses recently.
73. While usage has been declining, the fixed operating cost associated with maintaining cash payment on-board services continues and increases in line with inflation.
74. The operating costs that are required to maintain on-board cash payment include cash handling, staff time on rail, maintaining cash collection and banking charges, cash box reconciliation, as well as costs associated with responding to incidents.
75. Based the current level of cash use and in line with Council's current policy direction, officers propose the following approach:
- a Cash payment on board trains would be phased out once rail ticket vending machines are fully operational across the rail network.
 - b Cash payment onboard buses would be progressively phased out on a route-by-route basis once an agreed set of criteria is developed (e.g. % of cash use).
 - c The phasing out of cash would have a strategy to provide for the needs of the cash reliant community through appropriate measures including targeted customer engagement, review of the retail network coverage and on the ground promotion of alternative payment and ticketing solutions.

- d Until the complete phase out of cash payment on all bus and rail services has occurred, the current pricing approach for cash-based fares would continue, as follows:
 - i Cash-based fares would continue to be set 25% higher than the equivalent contactless fares and rounded up to the nearest 50 cents.
 - ii No discount, capping or concession will apply when fares are paid with cash, with the exception of the Child Concession.
 - iii Separate fares will be charged for each trip of a journey when fares are paid using cash.

Ngā hua ahumoni Financial implications

- 76. The proposed approach to fare structure will not have any material financial impact.
- 77. Forecast fare revenue is approximately \$82 million (by the end of the current financial year 2023/24). Fare integration between buses and trains is estimated to reduce revenue by \$1.2 million.
- 78. Estimating revenue impact of the proposed 7-Day and daily capping requires further analyses as part of determining the pricing and number of journeys for each cap. This will be reported to Council as part of the Annual Fares Review.

Ngā Take e hāngai ana te iwi Māori Implications for Māori

- 79. Affordable and reliable public transport is essential for connectivity to places such as employment, social services, education facilities, marae and community events.
- 80. Public Transport allows Māori to travel affordably to places such as employment, social services, education, and culturally significant events.
- 81. Public Transport also aims to decrease the amount of greenhouse gas emissions in the environment which appeals to the protection of the environment which is important in te ao Māori given a special connection to the whenua (land).
- 82. The planned improvements to fares and ticketing are expected to make public transport more accessible and affordable for many communities in the region, including Māori and those already experiencing transport challenges.

Te huritao ki te huringa o te āhuarangi Consideration of climate change

- 83. The issues raised in this report were considered by officers in accordance with the process set out in Greater Wellington's Climate Change Consideration Guide.
- 84. The proposals in this report neither significantly contributes to nor is at odds with Council's and Greater Wellington's policies and commitments relating to climate change and therefore do not require an approach to reduce them.
- 85. Climate change impacts will not have any direct effect upon the proposed changes.

Ngā tikanga whakatau Decision-making process

86. The matters requiring decision in this report have been considered by officers against the requirements of the Local Government Act 2002.

Te hiranga Significance

87. Part 6 of the Local Government Act 2002 (LGA) requires Greater Wellington to consider the significance of the decision. The term 'significance' has a statutory definition set out in the LGA.
88. Officers have considered the significance of the matter, taking the Council's *Significance And Engagement Policy* and Greater Wellington's *Decision-Making Guidelines* into account. Officers note that the proposals in this report incorporate matters which have been the subject of previous consultation through both the Future Fares Direction and the Regional Public Transport Plan. As a result, it is recommended that the matter be considered to have low significance.

Te whakatūtakitaki Engagement

89. The proposals in this report have been developed through engagement with the following groups:
- a Internal focus groups within Metlink facilitated by Deloitte.
 - b Public Transport Advisory Group (PTAG) – Officers conducted an online survey in March 2024 at the request of the Transport Committee to understand the sentiment relating to the approaches for removing cash. The results have been considered in developing the proposed approach for the phase out of cash payment (in particular, the development of the approach to progressively phase out cash payment on board buses over a prolonged period).
 - c Operators – engagement with the operators of Metlink services have been part of the development of the approach for the phase out of cash payment.
90. The proposals also were informed by the feedback received through the previous public consultation on the Future Fares Direction in 2022.

Ngā tūāoma e whai ake nei Next steps

91. Following Council's decision on a proposed approach, officers will:
- a Advise requirements to NTS.
 - b Undertake further analyses and modelling to set the pricing for fare caps and identify revenue implications.

- c Report back the results of the analyses and pricing to Council through the next Annual Fares Review.
- d Implement the proposed approach including setting up engagement and communication plans for customers and stakeholders.

Ngā kaiwaitohu

Signatories

Writers	Anske Janssen – Manager Integrated Fares and Ticketing, Metlink
Approvers	Tim Shackleton – Senior Manager Commercial, Strategy & Investments, Metlink Bonnie Parfitt – Senior Manager Network & Customer, Metlink Samantha Gain – Kaiwhakahaere Mauta, Waka-ā-atea Group Manager, Metlink

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council's roles or with Committee's terms of reference</i> The Council has authority to make the decisions in relation to fares policies and funding fares initiatives for the Wellington Region.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> The proposals in this report contribute to the delivery of Public Transport aspects of the 2021-31 Long Term Plan. The proposals also implement policies in the Regional Public Transport Plan and the Council's Future Fares Direction.
<i>Internal consultation</i> Metlink has been consulted on the matters contained in this report.
<i>Risks and impacts - legal / health and safety etc.</i> There are no identified legal or health and safety risks arising from the matters in this report.