

Canterbury Regional Passenger Transport Plan 2006¹



¹ Amended by Council resolution on 25 September 2008 and on 25 August 2011

This plan was adopted at a meeting of the Canterbury Regional Council on 30 August 2006 and amended by a Council resolution 25 September 2008. It was further amended by a Council resolution 25 August 2011.



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1. Introduction

This Canterbury Regional Passenger Transport Plan (RPTP) sets out Environment Canterbury's objectives and policies for delivering public passenger transport in Canterbury. The objectives and policies are set out within 5 Policy Areas:

- Network of Services
- Service Performance Standards
- Funding
- Fares
- Providers of Services and Infrastructure

The scope of this RPTP is largely open for determination by Environment Canterbury, within the broad parameters outlined in legislation. Whilst the legislation allows services to be specified in detail, the policy contained within the RPTP focuses on achieving specified objectives, with specific operational solutions dealt with in a separate Operational Plan. The advantage of this approach is that services can be more responsive to changes in community needs and operating conditions within a policy framework that sets an overall direction for the network.

Public passenger transport services covered by this plan include services provided under contract to Environment Canterbury utilising small passenger service vehicles (taxis and minibuses), as well as large passenger service vehicles (buses) and the Lyttelton Harbour Ferry.

Legislative context

Section 47 of the Transport Services Licensing Act 1989 (as amended in 1990) defines a Regional Passenger Transport Plan as:

“a plan (identified as a regional passenger transport plan)-

(a) Prepared by a regional council in consultation with the territorial authorities of the districts in its region; and

(b) Made available to the public; and

(c) Specifying the passenger services the regional council proposes to be provided in its region, both generally and in respect of the transport disadvantaged:

such a plan-

(a) May specify the conditions of the services the regional council concerned proposes to be provided in its region; and

(b) Without limiting the generality of paragraph (a) of this subsection, may specify all or any of the following matters:

(i) Routes, capacity, frequency of service, and fare structure:

(ii) Any special provisions for users of a specified class or description of the services or any of them; and

(c) May specify any other matters the regional council thinks fit.”

In accordance with the Land Transport Management Act 2003, this Regional Passenger Transport Plan must be included in the Regional Land Transport Strategy and is therefore subject to the same review periods.

The Land Transport Management Act 2003 requires that a Regional Land Transport Strategy:

“(a) must at all times, be kept current for a period of not less than 3 years in advance but not more than 10 years; and

(b) may be renewed from time to time, but must be renewed at least once every 3 years”

Policy Context

There are a number of statutory and non-statutory documents that relate to this RPTP.

National policy documents

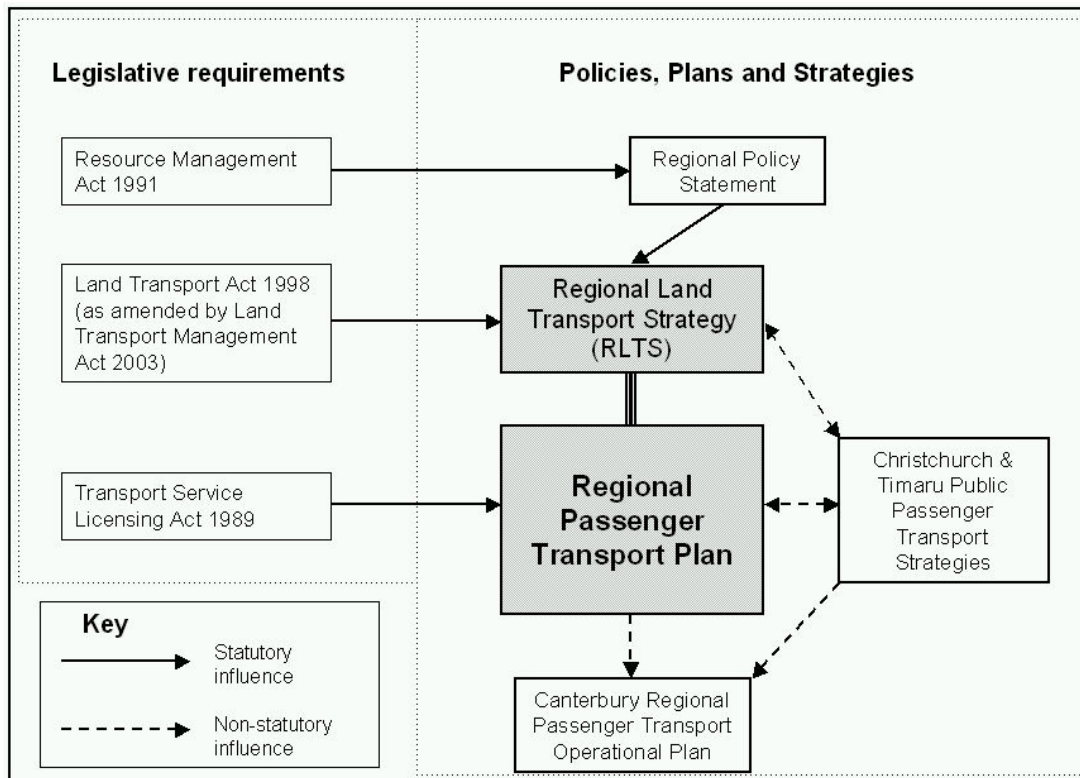
The New Zealand Transport Strategy, released in December 2002, outlines government’s vision for the future of New Zealand’s transport system as being affordable, integrated, safe, responsive and sustainable by 2010.

The Regional Land Transport Strategy, which includes this plan, contributes to the government’s overall vision and takes into account other objectives and strategies adopted by government (i.e. the National Energy Efficiency and Conservation Strategy).

Regional policy documents

Figure 1 outlines the policy context of the RPTP with regard to other policy documents at the regional level. The relationship between the RPTP and other documents is then described in further detail below.

Figure 1 – Legislative and regional policy context of the RPTP.



Canterbury Regional Land Transport Strategy (RLTS)

The Canterbury Regional Land Transport Strategy (RLTS) provides the strategic framework for the development of the transport system. It identifies that strategic investigations of options for enhancing public passenger transport linking urban areas are required. These investigations will establish how future demand for public passenger transport can best be provided. The RLTS recognises the role of public passenger transport as an effective means of travel for many urban travellers and that, where there is a good network of services, it can offer a cost-effective option for many trips over a range of distances. The RLTS recognises that public passenger transport has a crucial role to play in a sustainable land transport system, providing an alternative to private motor vehicle travel. This Plan is identified in the RLTS as a method for delivering the policy to support greater use of public passenger transport. The RLTS sets a target to increase the proportion of trips made by public passenger transport in Christchurch to 6% by 2011. The RLTS identifies the development of an Urban Development Strategy (UDS) for Greater Christchurch as a required activity. A UDS is currently being developed and will inform future versions of the RLTS once adopted.

The RLTS also recognises the role of Total Mobility services to assist people with special transport needs by providing access to opportunities other members of society take for granted.

Regional Policy Statement

The Canterbury Regional Land Transport Strategy, and therefore this RPTP, may not be inconsistent with the Regional Policy Statement prepared under the Resource Management

Act 1991. The Regional Policy Statement has a policy “*to promote the use of transport modes that have low adverse environmental effects*” including public passenger transport. The stated method of implementing this policy is to “*fund or partly fund the provision of passenger transport services to ensure that adequate services are provided*”.

Christchurch and Timaru Public Passenger Transport Strategies

These strategies are non-statutory documents prepared by Environment Canterbury in partnership with the relevant city and district councils. They define the strategic direction for public passenger transport for the two main urban areas in the Region. Both Strategies contain a vision and targets for the network. Improvements and investigations are identified that will be undertaken in order to achieve the strategies. These strategies are developed through consultation with the local communities and therefore influence the contents of this plan and the Regional Land Transport Strategy.

Canterbury Regional Passenger Transport Operational Plan

The Canterbury Regional Passenger Transport Operational Plan (Operational Plan) specifies the service details that may be readily altered without undue formality after undertaking consultation with the affected communities. It is a non-statutory document produced by Environment Canterbury that provides detailed specifications for bus service tenders within the parameters set by this plan. All aspects of the Operational Plan are reviewed annually. To access a copy of the Operational Plan, contact the passenger services section at Environment Canterbury.

2. Passenger Transport Trends

This plan covers two main passenger transport networks, Greater Christchurch and South Canterbury (services in and around Timaru).

Public passenger trips in Greater Christchurch were falling rapidly prior to deregulation of services in 1991 reaching a low of fewer than 7 million trips in 1991/92. After deregulation the trend was reversed with patronage more than doubled by 2004/05. Figure 2 shows the trend in passenger trips for Greater Christchurch since 1984/85.

The growth in patronage in recent years has been achieved by steadily improving the network of services, including the introduction of new services such as the Orbiter and Metrostar. Significant infrastructure improvements by Christchurch City Council, e.g. by developing the bus exchange in the central city, which has received international acclaim, has provided a package of improvements for passengers, fuelling patronage growth.

For South Canterbury (Timaru), total trips have also increased in recent years. However, a slump in passenger numbers occurred in 1997/98 that was not recovered until a strong increase in 1999/2000. Figure 3 shows trends in passenger trips for South Canterbury since 1992/1993.

Figure 2 – Greater Christchurch Public Passenger Transport trend (Number of trips)²

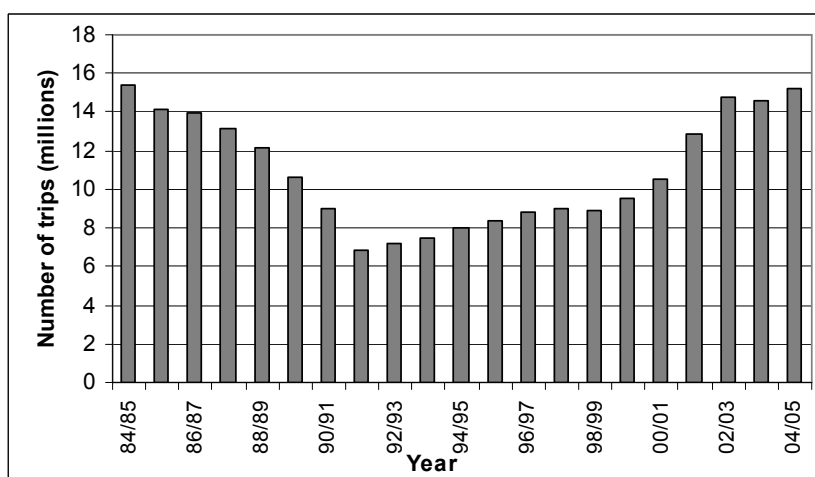
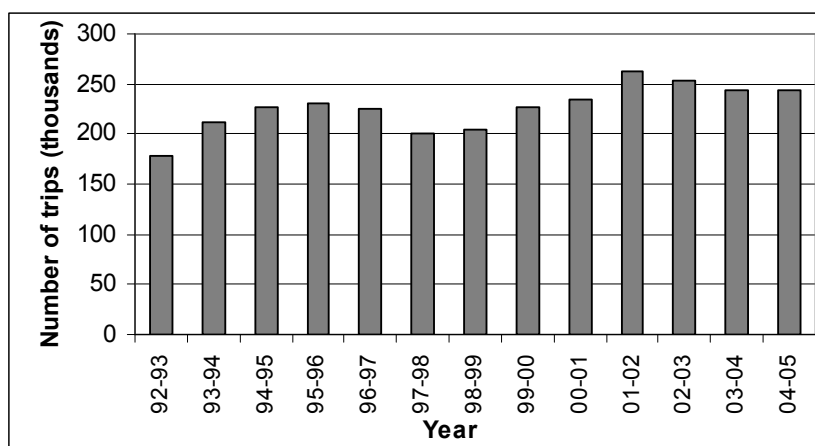


Figure 3 – South Canterbury Public Passenger Transport trend (Number of trips)¹



² Trip numbers in Figures 2 and 3 do not include passengers carried in taxis, other than those operating scheduled services, or passengers carried under the total mobility scheme.

3. Vision and Targets

Vision for Public Transport

Our public passenger transport system contributes to a healthy, sustainable Canterbury region, particularly in the main urban centres of Christchurch and Timaru and in adjoining districts that have connections with these centres. It is attractive, convenient, easy to use, and takes us where we want to go, providing a preferable alternative to many car trips.

Public passenger transport is environmentally friendly and so well used that it contributes to less congestion and pollution. It is an integrated system, allowing for flexible travel within and across the main urban centres and with other modes of transport.

Excellent use and community support means our system is affordable and economically sustainable. Our public passenger transport system helps us enjoy our region, and contributes toward keeping it a vibrant and fun place to live.

This vision is consistent with the RLTS vision for 2025 to have and enjoy the best possible quality of life supported by a land transport system that:

- Provides **equitable access** for all sectors of the community
- Supports a thriving **economy**
- Promotes a **social** environment which is safe and supportive
- Is consistent with a healthy, pleasant and pollution-free **environment**
- Is **safe** to use
- Involves community **participation** in land transport decision-making
- Is part of an **integrated** planning framework
- Is **innovative** and responsive to change

Within the greater Christchurch area, the Canterbury Regional Land Transport Strategy seeks to increase the proportion of trips made by public transport to six percent or more of total trips (excluding walking trips) by 2011.

The Christchurch and Timaru public passenger transport strategies set out, in more detail, specific visions and targets for the Greater Christchurch and South Canterbury networks.

Total bus and ferry patronage in Canterbury is projected to grow to 17.47 million passenger trips per year by 2007/08. This projection is adopted as a target in Environment Canterbury's Long Term Council Community Plan 2006-16 and is the short-term patronage target for this plan. This target is in line with the long-term targets to 2018, set in the Christchurch and Timaru Public Passenger Transport strategies.

The targets for this plan are updated through the Passenger Transport Strategy development processes, as these are developed with a high level of community involvement. The Timaru strategy has been updated in 2005 and the Greater Christchurch strategy is currently being reviewed. The results of this process will inform the short-term targets for this plan when it is next reviewed.

4. Achieving the Vision

The Vision sets out a direction for Public Passenger Transport in Canterbury. In this section the policies that will be implemented in order to move towards the vision are specified. They are grouped into the following five Policy Areas:

1. Network of services
2. Service performance standards
3. Funding
4. Fares
5. Providers of services and infrastructure

Structure of the Policy Areas

Each Policy Area section follows a simple structured format outlined below:

Introduction

Each Policy area has a brief opening statement describing the policy area and outlining the reasons for setting policies on the elements covered.

Objectives

For each policy area, objectives are specified. The setting of objectives for each of the policy areas clarifies the outcomes the policies are designed to deliver.

Policies

The policies outline the scope within which public passenger transport services shall be delivered within the Canterbury region. They guide decision and actions of Environment Canterbury and other organisations responsible for delivering the RPTP and the RLTS with respect to public passenger transport.

Explanations follow the policies in order to clarify why the policy is required and to expand on what the policy means for those responsible for implementing it.

Policy Area 1. Network of Services

Introduction

The network of services describes the public passenger transport services provided to Environment Canterbury under this plan. It shall be an integrated network of services (including ferries), with defined route hierarchies meeting demand for passenger movements within larger centres; between smaller centres and larger centres; and between two or more smaller centres. The development of an integrated network-based system provides for ease of movement and a high level of access throughout an entire area, not just along specific routes.

The components of the network include the services as well as major interchange points and other infrastructure that support the services. The individual services are categorised into core and non-core services. Core services form the backbone of the network, and non-core services are provided according to local demand. These services are supported by regional connections, purpose-specific and trial services, as well as total mobility services. Definitions of the various service types provided by Environment Canterbury are given in Table 1. The total mobility scheme is currently under review by Land Transport New Zealand. The results of this review may have an impact on service delivery in Canterbury.

The network shall be provided under a unifying branding system that identifies the network as being provided in accordance with this plan.

Table 1 – Service Types

Service Type	Definition
Core services	Services on routes along high-demand corridors, connecting key demand locations and operating at high frequencies, as set by resolution of Council.
Non-core services	Services that complement the core services. Non-core services may have less capacity, run less frequently and may follow less direct routes than core services to meet specific localised passenger access needs.
Purpose-specific services	Services that access specific origins or destinations and operate in addition to, or instead of, a core or non-core service, where it is more cost-effective and there is a recognised community need.
Regional connections	Services that connect satellite towns and rural communities with the main urban centres of Christchurch and Timaru.
Total mobility services	Subsidised transport for those with impaired mobility who have difficulty with, or are unable to use, scheduled public passenger transport services.
Trial services	Services undertaken to test demand for services.

Appendix 1 lists the public transport services Environment Canterbury intends be provided in the region.

Objectives

Objective 1.1

All people in the urban areas of Christchurch and Timaru have the choice of using public passenger transport services to access the CBD and major employment, shopping, medical, entertainment, recreational and education facilities.

Objective 1.2

People in small centres and satellite towns have access to public passenger transport services to connect them to major employment, shopping, medical, entertainment, recreational and education facilities in Timaru and Christchurch where these are not available locally.

Policies

Policy 1.1

Public passenger transport services provided by Environment Canterbury shall be:

- (a) provided at an appropriate level of service based on defined hierarchies of routes that relate to assessed demand, community requests for services and community willingness to fund revenue shortfalls from local rates;**
- (b) convenient for users.**

Explanation

There are basic attributes required for a public passenger transport service to meet community needs and be convenient for users. The appropriate service levels will be determined through a process of consultation with communities and with groups representing users, including persons with disabilities.

Policy 1.2

Subject to Policy 1.1, all suburbs in the urban areas of Christchurch and Timaru shall have scheduled services, so that:

- (a) at least 90% of people resident in Christchurch and Timaru shall be no more than 500 metres from a bus route;**
- (b) Monday to Friday services shall be provided to run to and from the CBD;**
- (c) evening and weekend services shall be provided on the same routes according to assessments of demand;**
- (d) core services shall be routed through key interchange points to facilitate easy transfers between routes;**
- (e) services shall be routed, as appropriate, to provide access to all major shopping, education, employment, entertainment, recreational and medical facilities;**
- (f) core services shall follow simple, direct routes without branch or route variations and operate with extensive hours of operation and high frequencies;**
- (g) an overall radial network structure is provided, running through key interchange points, combined where necessary with additional circular connections to expand the coverage of the network.**

Explanation

A distance of 500 metres from a bus route is equivalent to about five minutes of normal walking time. For persons with mobility impairments this may not be the case. Operators and their drivers should be made aware of the needs of persons with limited mobility and be prepared to load or disembark passengers at locations other than official stops where this can be undertaken safely. Routing of buses is also an important determinant of walking distances. In some areas, it is not possible to route a bus within 500m of all residences due to geographic or infrastructure limitations or land use patterns that do not support access to passenger transport services. Therefore, exceptions may be made in residential areas where

scheduled services are not practicable. The setting of routes needs to be co-ordinated with road controlling authorities to ensure bus stops can be provided appropriately.

On most services there is sufficient demand in the evening and weekend periods to continue the services into these time periods. However, where there is very little demand at these times, it is not cost effective to provide services. Where there is demand services will be provided. On services where demand is not as strong, evening and weekend services will be promoted in order to encourage patronage so that demand is sufficient to ensure the provision of services in these periods.

Routing through key interchange points, such as the Bus Exchange in Christchurch and the Landing Services in Timaru, enables people to more readily find their bus service and allows easier transfers from one service to another. At most, only one transfer should be necessary to travel between two destinations within Christchurch or Timaru.

Policy 1.3

Subject to Policy 1.1, purpose-specific services shall operate in addition to, or instead of, regular scheduled services, where there is a recognised community need and where they are more cost effective for Environment Canterbury to provide than scheduled services.

Explanation

Purpose-specific services provide access to or from places with a specific purpose, e.g. school services. Through the provision of regular scheduled services, Environment Canterbury endeavours to enable secondary school pupils to access the school nearest to their home. Where this is not practical, dedicated school buses may be provided. The focus should be on ensuring access is provided to local schools and not necessarily to those in different areas unless it is more cost effective to do so through purpose-specific services.

Operators may provide some additional services without any Environment Canterbury involvement other than the registration of the service. Examples in Christchurch in 2005 include: the Shuttle, the inner city tram, taxis and the after-midnight services. For the most part, these services do not directly compete with the network of services provided under the umbrella of this plan.

Policy 1.4

Regional connections shall be provided only where there is strong community support:

- (a) for a service to operate; and**
- (b) for the funding, through separate rates, of the costs of the service that are not recovered through fares or through Land Transport New Zealand grants.**

Explanation

This policy applies to services that provide access to and from satellite towns and rural communities and the employment, shopping, medical, entertainment, recreational and educational facilities in Christchurch and Timaru.

This may involve more than just scheduled services and may include demand responsive services, park and ride services or feeder services, all of which may be integrated with scheduled services. Road controlling authorities may need to be involved in providing parking facilities and other supporting infrastructure for these services in partnership with Environment Canterbury.

Policy 1.5

Funding support shall be given to separate services provided for the mobility impaired who have difficulty with, or are unable to use, scheduled services.

Explanation

Such services include total mobility and services provided by special trusts providing subsidised transport for those with impaired mobility who cannot meet their transport requirements using other types of service.

Land Transport New Zealand contributions for total mobility are based on eligibility criteria that are also adopted by Environment Canterbury. The contributions are also dependant on raising a local contribution. Therefore, provision of total mobility services will only be provided in areas where the community is willing to contribute to the cost of providing the service.

Policy 1.6

Trial services shall be provided by Environment Canterbury from time to time to test demand for services.

Explanation

Trial services will not be subject to normal funding requirements. Provision of a trial service may be contracted out on a gross expenditure basis with Environment Canterbury retaining all of the revenue.

Land Transport New Zealand grants are available to support trial services that do not meet the requirements for long-term contracts under the normal competitive tendering procedures.

Operators will also be encouraged to submit proposed trial services for consideration by Environment Canterbury and for possible funding through the Passenger Transport Patronage Commercial Trials procedures designed by Land Transport New Zealand.

Policy 1.7

Public passenger transport services provided by Environment Canterbury, and the associated infrastructure, provided by road controlling authorities, shall be promoted and identified to achieve public recognition of and confidence in an integrated service of high quality.

Explanation

The image sought for public passenger transport services in the region is to be one of a high-quality integrated network, with a branding system that makes it easily identifiable and marketable to new users. For Christchurch, the Metro brand has been introduced to provide a unifying marketing strategy.

Infrastructure (such as bus stops, shelters, and terminals), and advertising, publicity, ticketing and timetable material will conform with branding system standards applying to the overall network.

Environment Canterbury will specify system-wide service branding for all services provided to it on contract. This may include allowable styles for service marketing, bus livery, and advertising on vehicles. Commercial services that participate in integrated ticketing schemes

may also be required to adopt elements of the branding system as a condition of participation.

The branding system will also provide for operator branding, which identifies them as a distinct entity within the overall branding system, but without diminishing the significance or impact of the overall branding system.

Policy 1.8

Regular, comprehensive reviews of each scheduled service shall be undertaken.

Explanation

A number of events may trigger a review of services. These include: expiry of an existing contract, vehicle passenger loads that result in the service not meeting required performance standards, a low level of cost-recovery, new major land use developments and the extent of passenger complaints. There is also the possibility of a contracted operator abandoning a service for financial or other reasons.

Even in the absence of such triggers, Environment Canterbury will endeavour to review each service every five years. The review will cover all aspects of the service including: commercial business development, land use development, geographic and demographic factors, bus route and stops, linked service, frequency and other service performance standards.

Policy Area 2. Service Performance Standards

Introduction

Service performance standards describe the required quality of services. This includes frequency of services, hours of operation, service reliability and comfort, speed of travel, and accessibility for all members of the public. Accessibility needs for the infirm, elderly, young children on their own and parents with young children all need to be considered. Standards will need to be maintained at a good level across the board but certain core services will be required to provide a higher level of service. The aim of service performance standards is to retain the attractiveness of the services for existing passengers and to ensure that new customers are not put off using public passenger transport by a bad experience.

Unless otherwise stated, any time of day specified within the policies refers to the departure times of the relevant service, not the arrival times.

Objectives

Objective 2.1

The public to have confidence in the consistency, accessibility and high reliability of scheduled services.

Objective 2.2

Passengers to be transported within a reasonable time, in comfort and at times of the day convenient to them.

Policies

Policy 2.1

Greater capacity and greater frequency shall be provided on major demand corridors connecting major demand locations than on low demand corridors.

Explanation

Services will be routed and scheduled to provide the greatest level of capacity and frequency on corridors that have a high level of demand for travel because they connect locations that attract a high number of trips.

By providing a high-frequency service, the attractiveness of public transport is enhanced and the capacity requirements are met in a way that supports users along the high demand corridors and those transferring from other services on lower demand corridors.

In some cases, it may be appropriate to provide a high level of frequency with just one core service. In other circumstances, the high level of frequency may be met by interlining a number of services with lower frequencies.

Policy 2.2

Core services are those specified as such in Appendix 1 and shall be changed to other service types only by resolution of the Canterbury Regional Council following a formal review of the service and consultation with users and other stakeholders.

Explanation

A change of core services to another service type should not occur without proper analysis and consultation with those affected.

Policy 2.3

Service performance standards for particular services may be lowered and the service category reduced, in accordance with Policy 2.2, if the service fails to meet funding criteria or suffers significant patronage losses.

Explanation

Service performance standards need to be at a level that enables the service to be funded under existing funding criteria and affordable to users. It would be unacceptable to continue to operate a service at a higher level of quality than is supported by the community it serves. The service performance standards applying to a particular service should be supported and funded according to the wishes of the community. Therefore, in some circumstances, a service may be reclassified from core to non-core.

Policy 2.4

For each of the service types below, and to the extent that is practicable and affordable, the following target frequencies of service shall apply:

Service type	Target frequencies		
	Peak Periods	Daytime	Evenings
Core services	10 minutes	15 minutes	30 minutes
Non-core services	30 minutes	30 minutes	Frequencies based on demand assessments
Purpose-specific services	Frequencies based on demand assessments		
Trial services	Frequencies based on demand assessments		
Regional connections	Frequencies based on demand assessments		

Explanation

The peak period is 7.30 am to 9.00 am and 2.30 pm to 6.00 pm on weekdays. Peak period times are subject to change and may vary due to differing demands of individual services.

Service frequencies of ten-minute intervals or less are best from the objective of maximising passenger numbers. This is the frequency at which passengers do not require timetable information because they can be assured of a short waiting time.

These core and non-core target frequencies apply to Christchurch – frequencies in Timaru will be less than these (see Appendix 1).

Policy 2.5

For all scheduled services, the following maximum loading constraints shall be met:

Service	Loading requirements
Peak period	Maximum of 25% of passengers standing.
Daytime and Evening	No passengers standing.
School buses	Maximum of 25% of passengers standing.

Explanation

For all scheduled services, frequency and capacity will be such that a requirement for passengers to stand will only be necessary for short and occasional times during the peak periods.

Increased comfort for passengers may be achieved through increased frequency of services or larger capacity vehicles. Maximum or minimum vehicle sizes may be specified in contracts.

Where it becomes necessary for passengers to stand on a regular basis, provision of additional capacity will be investigated and a review of the service will be undertaken for this purpose. It should be noted that operators might also be bound by law to not exceed specified passenger loading and axle weights. This may limit the number of passengers standing to less than 25% of total passenger numbers in some vehicles.

The peak period is 7.30 am to 9.00 am and 2.30 pm to 5.30 pm on weekdays. Peak period times are subject to change and may vary due to differing demands of individual services.

Policy 2.6

To the extent that is practicable and affordable, the following minimum hours of operation shall be achieved:

Service type	Minimum hours of operation			
	Weekdays	Saturdays	Sundays	Public holidays
Core services	6 am to 11 pm	7 am to 11 pm	7 am to 9 pm	All services will run to the Saturday schedules except for Good Friday when services will run to a Sunday schedule and Christmas day when services may run to a reduced Sunday Schedule.
Non-core services	7 am to 7 pm	Hours of operation based on assessment of demand	Hours of operation based on assessment of demand	
Purpose-specific services	Hours of operation based on assessment of demand			
Trial services	Hours of operation based on assessment of demand			
Regional connections	Hours of operation based on assessment of demand			

Explanation

The hours of operation are intended to provide a comprehensive service. At some times of the day or days of the week, services will only be provided if sufficient demand exists to warrant the service.

Subject to review and approval by Canterbury Regional Council, specific timetables may be set for public holidays and the period between Christmas and New Year. This is to account for the fact that demand for services is different over these periods. If warranted these services may have different minimum hours of operation.

Policy 2.7

Reliability of all services shall be such that:

- (a) at least 90% of trips in any day on each service shall arrive within three minutes of scheduled arrival times at timetable timing points; and**

- (b) at least 95% of trips in any day on each service shall arrive within five minutes of scheduled arrival times at timetable timing points; and**
- (c) no trips shall depart a timetable timing point before the scheduled departure time under any circumstances; and**
- (d) where necessary, alternative transport shall be provided by the contracted operator to maintain all services to avoid any passenger being stranded through the unavailability of the service.**

Explanation

Unless frequencies are very high, the reliability of a service is dependent on meeting the times in published schedules. The operator will be required to conform with officially designated timing points agreed with the operator, and these may include additional timing points that are not included in published timetables.

Contracted operators will have contingency measures in place to ensure that, should a bus trip be cancelled, passengers do not wait more than 15 minutes for an alternative service. Where a trip is cancelled due to unforeseen circumstances and no other service will arrive within 15 minutes of the scheduled time on any section of the bus route, alternative transport must be provided for waiting passengers. Alternative transport may be a replacement bus or taxi provided by the contracted bus company, at its expense, to pick up waiting passengers. The aim should be to do this, where practicable, within 15 minutes of the originally scheduled timetable.

Policy 2.8

Wheelchair accessible super low floor buses shall be provided for:

- (a) all scheduled core and non-core services for all trips outside the peak travel period on weekdays;**
- (b) during the peak periods on weekdays at no less a frequency than that required outside the peak times.**

Explanation

Wheelchair accessible services will be designated as such in timetables. They will not necessarily be available for every service in the peak period and other buses may be used to supplement the wheelchair accessible super low floor buses to provide additional passenger capacity during these periods. However, they will be available at the equivalent of daytime frequencies throughout the whole day's operation.

The peak period is 7.30 am to 9.00 am and 2.30 pm to 5.30 pm on weekdays. Peak period times are subject to change and may vary due to differing demands of individual services.

A thorough development process was followed to reasonably accommodate wheelchair users within the contracted bus fleet. As a result, front entry was identified as a minimum requirement for Canterbury. This leads to a restriction for some users as vehicle dimensions specified in the Land Transport Rule, Passenger Service Vehicles 1999, Rule 31001, leaves insufficient room for some large wheelchairs and mobility scooters to enter the bus or be securely positioned against the sidewall of the bus without obstructing the aisle. In future, should a national standard for vehicles be adopted, these standards would be applied provided they did not reduce the quality of vehicle or accessibility currently provided.

Policy 2.9

Minimum standards for drivers and passenger service vehicle quality shall be specified in contracts for all services and vehicle standards shall be a consideration in awarding of contracts.

Explanation

Compulsory standards will include specification regarding: vehicle age, driver training, wheelchair accessibility, livery that conforms with the branding system, certificates of fitness, heating capacity, radio communication equipment, vehicle emissions, and exit and entry points.

Quality matters that may be considered in addition to the compulsory standards when awarding contracts and must be maintained at the agreed standards, include the following:

- external and internal appearance and cleanliness,
- headroom,
- seat width and spacing,
- step visibility,
- step height and depth,
- signalling devices,
- floor and aisle height,
- grab rails and straps,
- pram and luggage facilities,
- destination displays and facilities for passenger communication with the driver,
- driver friendliness and presentation,
- identification of seats where priority is given to passengers with limited mobility,
- ventilation.

A reasonable phase in period will be applied for changes to the standards. Operators complying with new standards will be given additional credit for this but other operators will not necessarily be excluded. Environment Canterbury will implement recommendations from the Human Rights Commission report, 'The Accessible Journey' providing the recommendations can be reasonably achieved.

Policy 2.10

The maximum allowable age for a passenger service vehicle's chassis shall be as follows:

Allowable Chassis Age	Services
Under 16 years	Allowed on all services
Under 21 years	Allowed as supplementary vehicles at peak times, not allowed off-peak
Under 26 years	Allowed only for school bus services
Over 26 years or "scratch-built" vehicles	Not allowed on any contracted service

Explanation

A modern fleet helps to achieve the objectives of this plan. However, there is a need to be flexible in meeting peak period demands and providing supplementary services for schools. Maximum allowable vehicle ages are not being required to address a safety issue, but to ensure the services are comfortable and accessible and to assist in promoting a high quality of service.

The peak period is 7.30 am to 9.00 am and 2.30 pm to 5.30 pm on weekdays. Peak period times are subject to change and may vary due to differing demands of individual services.

Scratch-built Vehicles in this context refers to an older vehicle, which is rebuilt and registered as new on the basis that the new vehicle contains less than the following from an existing vehicle/vehicles of a single make and model:

"40% of the chassis rails and 50% of the crossmembers, or alternatively 40% of a spaceframe, or 40% of the floorpan of a unitary constructed body, whichever is appropriate" (LTSA, Land Transport Rule, Vehicle Standards Compliance 1998.)

Scratch-built vehicles, while able to be legally registered as a new vehicle, are not permitted, as the rebuilding of an older vehicle does not meet Environment Canterbury's desire for a modern bus fleet.

Policy 2.11

Monthly average speeds of buses during the peak period should not be below 26 km/h on high passenger demand corridors.

Explanation

It is desirable to maintain reasonable operating speeds in order to provide an attractive service. There are a number of factors such as waiting time, headway time, walk and parking time to take into account when considering modal choices. However, undue delays are to be avoided if passenger transport services are to provide a viable and attractive option.

The routing and scheduling of services has an impact on operating speeds. Loading conditions such as distance between bus stops, the number of passengers embarking and disembarking and the ease with which drivers can pull out from stops also have an impact on the operating speed. In free flow traffic conditions, the speed of a service is relatively easy to predict and operating delays and schedules can be optimised. In congestion, journey times become less predictable and schedules need to take into account the variability in journey times.

Road controlling authorities will be encouraged to use traffic management strategies including bus priority measures to support this policy. They will be encouraged to provide roads, parking, signals, access ways, appropriate bus stops signs and other infrastructure to ensure that delays to public passenger transport services and congestion experienced by

such services are minimised. Such changes should not compromise traffic safety. They may also be integrated with a priority system for other types of vehicle so that overall vehicle efficiency is not unduly affected.

The peak period is 7.30 am to 9.00 am and 2.30 pm to 5.30 pm on weekdays. Peak period times are subject to change and may vary due to differing demands of individual services.

High passenger demand corridors currently include Riccarton Road, Papanui Road, Colombo Street, Lincoln Road, Brougham/Opawa Roads, Hills/Shirley/New Brighton Roads, Ferry Road, Blenheim Road, Cranford Street and major connecting streets to and from the central bus exchange. Other high passenger demand corridors may be specified in the Operational Plan. Specific details of the roads that make up the high passenger demand corridors are also provided in the Operational Plan.

Policy Area 3. Funding

Introduction

Funding of public passenger services originates from three sources:

- fares paid by passengers,
- rates collected by Environment Canterbury,
- central government subsidies through Land Transport New Zealand.

Land Transport New Zealand funding is subject to allocation criteria and is conditional on Environment Canterbury and the contracted operators meeting specified criteria relating to matters such as: the nature of the service, the ownership and control of the transport company, the use of competitive pricing procedures and standards of performance.

There are many non-subsidised commercial services provided throughout the region, mainly charter services, long-distance scheduled services between major centres and those serving tourist routes. The Transport Services Licensing Act 1989 requires scheduled services to be registered with Environment Canterbury.

Funding Support Rationale

While some urban public passenger transport services in the region are provided on a commercial basis, most services receive funding support. Environment Canterbury recognises four distinct benefits of providing funding support:

- road-user benefits – the benefits provided to road-users and the roading system by having less congested roads and an alternative, safer means of travel;
- social benefits – by providing affordable transport to those who are public transport-dependent and improving road safety;
- community benefits – the benefits of access for the community provided by coverage and frequency of services;
- environmental benefits – the benefits to the environment such as lower levels of emissions.

Road-user benefits are funded through petrol tax and road-user charges and passed on to Environment Canterbury through grants from Land Transport New Zealand. Social benefits are funded, at least in part, directly by central government, again through grants from Land Transport New Zealand. Community benefits, environmental benefits and some social benefits are funded by separate rates on ratepayers.³

Ideally, all social benefits should be funded by central government. Central government has the overall role and responsibility for the redistribution of wealth and income for social reasons, rather than local government. Taxes on ratepayers via the levying of local authority rates are not ideally intended for this purpose.

Funding support for public passenger transport services is currently provided from:

- (a) separate rates raised from districts within the region that receive the benefits of the subsidised public passenger transport services; and
- (b) the national roading programme (from road-user revenues via Land Transport New Zealand).

³ Separate rates are rates levied on a district basis for particular purposes and are related to costs incurred in those districts. Separate rates are different from general rates, which are levied across the whole of the region, or special rates, which may be levied on an area specifically for repayment of special purpose loans.

Rating is the only direct means that Environment Canterbury can use to fund public passenger transport services, with other sources of funding being dependent on central government policy and Land Transport New Zealand's allocation criteria. Should these change, the policies that follow may need to be reviewed and amended to reflect the changes.

Objective

Objective 3.1

A funding system for public passenger services that:

- (a) is fair to ratepayers, motorists, contracted operators and users of the services;**
- (b) provides incentives for patronage growth, efficiency and effectiveness;**
- (c) recognises the different benefits accruing to each funding party.**

Policies

Policy 3.1

Environment Canterbury shall aim to recover at least 50% of total costs of providing passenger transport services from fare revenue.

Explanation

There is a need to recognise the private benefits to passengers from using a service and set a limit to the extent of ratepayer and taxpayer contributions. At the same time, there is a need for fare policies that support patronage targets and recognise the wider benefits to the community of passenger transport provision.

Variations in patronage throughout the year lead to fluctuations in the level of cost recovery. Fare revenue is monitored monthly. Trends in revenue are constantly observed to ensure this policy is adhered to over time.

When evaluating delivery of this policy, services that the affected community has expressed willingness to support at a cost recovery of below 40% to meet social needs (see policy 3.2), should be excluded.

Policy 3.2

Environment Canterbury shall aim to recover at least 40% of total costs of providing each individual public passenger transport service from fare revenue, unless there are community desires for the service to meet social needs and there is evidence of willingness of the affected community to pay for the service.

Explanation

Some services are provided on high-demand routes where a high level of cost recovery is feasible. For other services, the primary purpose may be to provide a service for those who would not have access to transport. Even at low frequencies, a higher subsidy may be required in these cases. Therefore, some discretion is required on a route-by-route basis that allows some services to be provided at a lower cost recovery rate, as long as the network as a whole achieves a cost recovery of at least 50%, as outlined in Policy 3.1.

In providing services where fare revenue is less than 40% of the costs, Environment Canterbury will obtain community commitment to fund the service and will levy separate rates on that community accordingly, to fund the costs of service not met by fares or central government contributions. Funding from local rates will be determined by working with the

communities to identify their needs and establishing the willingness to pay for the services. This may include trial services, which may be tested with secured funding without recourse to separate rates.

On rural routes, and on the Diamond Harbour ferry, community willingness to pay for service availability independently of actual usage is a driving factor, and a much higher subsidy level is acceptable.

In considering cost recovery on individual services, there is a need to consider the integrated nature of the system as a whole. For example, separate dedicated school bus services achieve less than 40% cost recovery. However, they take the pressure off other services in the peaks, and although they are more costly on a per-passenger basis, they are generally more cost-effective than providing additional capacity on the normal services.

Policy 3.3

Environment Canterbury shall seek to maximise the use of central government grants through Land Transport New Zealand in the funding of public passenger transport services in Canterbury.

Explanation

Land Transport New Zealand's funding contribution represents a payment by other road users towards public passenger transport. The funding is subject to maintaining satisfactory user and community contributions through fares and rates. Environment Canterbury obtains these contributions for the benefit of the region as a whole.

Policy 3.4

Environment Canterbury will provide no direct funding for public passenger transport services provided by operators on a fully commercial basis. Support shall be provided for selected commercial services by integrating them into the network through common ticketing and provision of passenger information.

Explanation

Environment Canterbury supports an integrated network that should not be restricted to contracted services. Integration could include, but not be limited to ticketing, timetable and fare information. As a condition of being part of the network, the commercial operator would be required to conform to certain standards including participation in a branding system.

Policy 3.5

For the Total Mobility service Environment Canterbury:

- (a) accepts a 50% cost recovery from fares;**
- (b) shall provide a maximum subsidy of 30% from separate rates;**
- (c) shall seek greater central government contributions that recognise the social function of the service.**

Explanation

Total Mobility is, at least in part, a social service. Ideally, the subsidy costs over and above those for passengers without disabilities should be funded by central government. Central government has the overall role and responsibility for the redistribution of wealth and income for social reasons, rather than local government where the focus is service provision.

Policy 3.6

The subsidy from separate rates for trial services may be at a high level for the duration of the trial.

Explanation

Trial services are needed to test the feasibility and suitability of some service proposals. Even when preceded by favourable market research, new services can sometimes be unsuccessful. Trials can be operated for between six and 18 months before they are either terminated or incorporated into the overall network of services. Trial services may be terminated prior to reaching six months if there is clear evidence that the services is not going to be feasible. There is an expectation that passenger numbers on trial services may be low, at least initially until people become aware of the service.

Trial services will not be subject to normal funding requirements. Funding for trial services will usually be on a gross funding basis, although there may be exceptions. The contracted operator will tender on the basis of the total costs of running the service with all fare revenue retained by Environment Canterbury.

Funding for trial services that do not meet the requirements for long-term contracts under the normal competitive pricing procedures may be subsidised in the usual manner or qualify for special funding from Land Transport New Zealand. The remaining subsidy is funded by Environment Canterbury from separate rates and may reach up to around 80% of total costs for unsuccessful trials before the service is terminated.

Policy Area 4. Fares

Introduction

There are 2 ticketing systems operating within the Canterbury region for publicly supported services.

1. Services in the Greater Christchurch area operate with an electronic ticketing system “metrocard” and cash fares.
2. Services in South Canterbury operate with a paper-based system with a range of ticket types including cash, multi-trip tickets and monthly passes.

The fare system needs to be fully integrated between companies within the areas of common operation.

In both areas, the fare structure is based on zones. This provides a balance between simplicity for passengers within an urban area and cost recovery of increased operating costs for longer trips between urban centres.

The purpose of the fare structure and ticketing system is to ensure it is simple to collect and pay, fair and equitable to users and meets market needs. Fares are only discounted on the basis of usage, with the only exception being for passengers under the age of 18. Any changes to fares have to maintain system cost-recovery at appropriate levels and not impose undue operational costs on bus operators.

Objective

Objective 4.1

To set fares that:

- (a) are competitive with the costs of the private motor car to encourage use of public passenger transport;
- (b) take into account the costs and benefits of the services;
- (c) are simple to understand, collect and administer;
- (d) recognise the needs of people dependent on public passenger transport;
- (e) reward frequent users;
- (f) are integrated and transferable across all operators.

Policies

Policy 4.1

The fare system shall primarily be used to support the patronage target set in this plan, subject to achieving the overall cost recovery from fare revenue of at least 50% of providing passenger transport services.

Explanation

Fares will be kept at levels that encourage patronage growth to be maintained. They will not be used as a tool to maximise overall fare revenue.

Policy 4.2

The system of fares for use of the network shall provide for incentives for frequent use of the network.

Explanation

The fare structure should differentiate in favour of frequent users by providing reduced fares for pre-purchase ticket holders. This supports patronage growth and improves efficiency of the service by reducing boarding times.

Policy 4.3

Maximum fares for use of contracted services shall be set from time to time by resolution of the Canterbury Regional Council to achieve the patronage target and cost recovery policies of this plan.

Explanation

The fare structure should not be specified in this plan. Fares must be able to be reduced to target patronage growth, or increased to meet cost recovery targets. Fare reviews are undertaken annually and as required if cost recovery targets are not being met.

Any changes in fare structures will be preceded by consultation with contracted operators and there can be no reductions in the maximum fares without the agreement of these operators.

Policy 4.4

The system of maximum fares for use of the network shall provide for reduced fares only for persons under 18, and no fare shall be charged for persons under 5 accompanied by a fare-paying passenger.

Explanation

Reduced fares are to be restricted uniformly to those who are able to show proof that they are under the age of 18, by way of approved Environment Canterbury identification. No fares are to be charged for accompanied infants under school age.

A reduced fare will remain available to those with an intellectual or congenital disability attending an Environment Canterbury approved workshop or work scheme until the end of 2007. During this period Environment Canterbury will undertake to develop a process to work with the community to identify other forms of funding for participants and lobby central government for appropriate funding for transport to enable people with an intellectual or congenital disability to continue to participate. This recognises that social welfare funding is the function of central government. A phase out period will be provided in recognition that participants at these workshops may find the instant removal of reduced fares a barrier to participation in work.

Support is provided to all adults through the provision of subsidised fares for all passengers and further discounts for frequent use. The fare levels, as a whole, thus enable passenger transport to be affordable for all sectors of society.

Policy 4.5

The system of fares for use of a network to travel from one place to another shall provide for transfers within reasonable timeframes between routes and contracted operators without financial penalty.

Explanation

It is not realistic for a single scheduled bus route to service all destinations. Transfer arrangements will be maintained between individual bus routes and contracted operators to ensure that passengers can transfer seamlessly between routes without the need to purchase an additional fare. Free transfers apply for transfers between different contracted

operators. The intention of this policy is that transfers should enable a complete journey from origin to final destination to be made for a single fare. All operators operating under the metro banner must offer and accept transfer tickets. Transfer tickets may not be available on some commercial services outside Zone 1 in Christchurch for passengers paying a cash fare.

Policy 4.6

A system of electronic ticketing shall be maintained for the Christchurch network and investigated in Timaru.

Explanation

Electronic ticketing speeds up services by removing the need for many cash transactions and clipping of tickets. It also provides better information on trips and allows full integration of ticketing between contracted operators by facilitating an appropriate allocation of the fare revenue.

Policy 4.7

Environment Canterbury shall not implement a system of peak period pricing.

Explanation

Peak period pricing is pricing that varies by time of day to reflect the additional capacity needed during peak periods and provide an incentive to travel outside the peak periods.

Such a system would run counter to the objectives of this plan to encourage patronage growth and to reward frequent users of the service. Peak period prices also need to be competitive with alternative modes. They should not act to exacerbate congestion by encouraging private vehicle use in peak periods.

This policy does not preclude higher charges being specified for special services, such as express services, that provide a higher quality of service. It may be that such services are only provided during peak periods. It does preclude higher maximum fares being specified for services that are simply being provided at increased frequencies during the peak periods.

If, at some future date, pricing for the use of roads by private vehicles include a peak period surcharge to reflect congestion and demands on road space, then peak period pricing for contracted services may be considered.

Policy 4.8

Contracted operators shall be permitted to charge lower, but not higher fares than the maximums specified by Environment Canterbury.

Explanation

The maximum zone-based fares are needed to provide a consistent fare system. However, contracted operators tender for services on a net-cost basis and they will be free to adjust their prices downwards to maximise their returns or for any other reason.

Policy 4.9

Fares for use of Total Mobility services shall be maintained at 50% of the full fare with the other 50% reimbursed by Environment Canterbury subject to a maximum subsidy per voucher.

Explanation

50% fare subsidies are consistent with the cost recovery targets on regular contracted services and for the system as a whole. Current practice is to limit the subsidy to a maximum amount, although this is increased where there is a need for specialised wheelchair transport.

Policy Area 5. Providers of Services and Infrastructure

Introduction

For Environment Canterbury to avail itself of New Zealand Transport Agency grants, it must comply with procurement procedures laid down by the New Zealand Transport Agency.

The Land Transport Management Act 2003 provides that no approved organisation (in this case, Environment Canterbury) may subsidise a passenger service apart from through an approved procurement procedure.

Environment Canterbury has prepared a *Procurement Strategy - Transport* which sets out its procedure for procuring a passenger transport service. This Strategy, dated June 2011, has been approved by the New Zealand Transport Agency.

Environment Canterbury has based its Procurement Strategy on the new *Public Transport Operating Model* which is being developed by the Ministry of Transport and the New Zealand Transport Agency in conjunction with the major regional councils and bus operators in NZ. The model is focused on growing the commerciality of the network as well as growing confidence that services are priced efficiently and competitors have access to the market.

Objectives

Objective 5.1

To maintain a system of contractual arrangements with operators to provide the desired network of public passenger transport services.

Objective 5.2

To provide and maintain infrastructure that supports the desired network of public passenger transport services.

Policies

Policy 5.1

Contracts with operators shall be awarded in accordance with the Environment Canterbury Procurement Strategy – Transport, as follows:

- All services will be allocated to operating units for contracting purposes.
- In the Christchurch area, each unit will be designed to correspond to a single route, as outlined in Appendix 1. The only exception to this will be where routes are bundled together for efficiency purposes as determined by Environment Canterbury.
- In the Timaru area, one unit will cover all services.
- There will be one contract per unit
- Initially, contracts for the provision of all services within each unit will be negotiated with the incumbent or dominant transport provider of the routes covered by that unit
- The contract price will be negotiated but will be based on Environment Canterbury benchmarking from prices received in recent tender rounds. If agreement on price or any other matter cannot be reached, the unit will be offered to open tender.

- **The contracts will set out the local operating framework and will include three tiers of agreements:**
 - **A regional agreement between Environment Canterbury and all contract service providers, setting the overall regional framework for the provision of PT services.**
 - **A partnering agreement between Environment Canterbury and each operator, covering all the units being contracted with that operator.**
 - **A unit agreement specific to each unit.**
- **The new contract durations will initially be approximately 6.5 years, determined from the commencement of the previous equivalent contract. No tendering would occur prior to 2015. Thereafter, future contracts are likely to be 5 years duration with a further 5 year extension depending on performance. The timing and duration of the contracts will be arranged so that their expiry dates and hence the tendering of future contracts will be staggered.**
- **All contracts will be gross contracts, but including performance incentives for their operators.**
- **Those contracts which achieve a farebox recovery level of more than 75% will be subject to a revenue-sharing arrangement between Environment Canterbury and the operator (in addition to the patronage-related incentive applying to all contracts).**
- **Contract performance, focussing on the commerciality of each unit, will be monitored and results made publicly available. Factors measured will include passenger km of travel and farebox recovery. The contracts for the best-performing units, accounting for in the order of 40% of total service km, will be renewed at the end of the contract period by direct negotiation with the incumbent service provider rather than by tendering. The remaining contracts will be tendered**
- **Commercial services will initially be retained outside the PTOM model, but eventually all Greater Christchurch and Timaru services will be delivered within the PTOM model. School contracts will not be part of this operating model.**

Explanation

Some changes to previous routes and timetables will be made to reflect the changed physical environment and changed travel patterns since the earthquake. It is planned to introduce the initial set of changes in September 2011.

The city has been divided into units which will be the basis of future contracts. Each unit will have a separate contract. The units have been based on complete routes, and it will not be possible for a service provider to take only parts of a unit. Route based units have been chosen for simplicity and practical reasons.

Because the new routes and timetables do not generally match the existing contracts, new contracts will generally be offered to the dominant service provider in that unit. But every endeavour will be made to ensure the service provider's market share is maintained over the Christchurch market as a whole. Details of these units are shown in Appendix 1.

The price for each unit will be negotiated with the incumbent service provider. Environment Canterbury has recently completed several tender rounds and as a consequence has up-to-date pricing information to provide the basis of "benchmarks" for new contract pricing. Should agreement on the new contract price not be reached between Environment Canterbury and the service provider, the services will be tendered.

The three tier contract system sets up the public passenger transport operating system in Christchurch, and provides agreement between all service providers and Environment Canterbury as to how the system will work. It provides for each service provider to work

within each unit without competition, and establishes a performance framework on which contracts can be to be extended beyond the initial contract term.

The approximately six year contract length was set to provide some short to medium term stability for service providers and passengers. Starting the new contracts from the start date of the previous contracts also provides for the “staggering” of the next tender round. Most current contracts began in 2009 or 2010, meaning that the next tender round will commence in 2015.

All contracts will be funded on a gross cost basis, but will include incentive payments to the operators based on their service and quality performance. This basis recognises that there are currently particular uncertainties regarding future patronage, and therefore it is appropriate that Environment Canterbury carry the risk on patronage and fare revenues. But the providers of the highest performing contracts (with farebox recovery ratios of over 75%) will be incentivised with a share of revenue.

An annually published “league table” concept will be introduced from September 2011 to identify contract performance. For the best-performing contracts, accounting for in the order of 40% of all service km, their operators will be given the chance to negotiate a contract extension at the end of their initial term. The remaining contracts are likely to be tendered.

Initially the two commercial airport bus services in Christchurch will be separate from this model, but will be incorporated into it at a later stage. All other Timaru and Christchurch services (other than school contracts) will be part of this new operating model.

Full details of the model are contained in the *Procurement Strategy – Transport*.

Policy 5.2

Environment Canterbury shall seek to vary contracts for the provision of public passenger transport services, within the framework set out in the *Procurement Strategy – Transport*, with the agreement of the contracted operator, under one or more of the following circumstances:

- (a) vehicle passenger loads that result in the service not meeting required performance standards;**
- (b) a low level of cost recovery;**
- (c) a significant level of passenger complaints about the service;**
- (d) a change to New Zealand Transport Agency_funding rules or procedures;**
- (e) a need to rationalise or reorganise one or more services to meet passenger demand or to significantly improve the level of service.**

Explanation

Normally, reviews are only undertaken at five-yearly intervals, to coincide with the expiry of a contract (see Policy 1.8 above), but a mid-term review should not be ruled out.

These variations are those that may be sought by Environment Canterbury from time to time. They do not include instances of financial failures or failures by contracted operators to meet contract conditions.

Contracted operators may seek a variation to a contract themselves in similar circumstances, particularly with respect to point (e).

Policy 5.3

A supporting system of infrastructure and traffic management measures that encourage the use of public passenger transport is provided.

Explanation

As well as service provision, there is a need to ensure co-ordinated supporting infrastructure is provided. This will include terminals, timetables, bus stops, seats and shelters, bus lanes and other support systems. This infrastructure may be provided by road controlling authorities, or on contract to Environment Canterbury.

It is desirable to develop high quality public passenger transport infrastructure such as interchanges like the highly acclaimed bus exchange, passenger shelters and associated facilities to a standard consistent with a modern and well-used network of services. For example, the primary purpose of shelters should be to provide protection for passengers, with advertising space being a secondary consideration.

Environment Canterbury will pursue partnerships with road controlling authorities, owners or operators of shopping, entertainment, recreational, sporting, educational, medical and other facilities, and operators of commercial (non-subsidised) services. Environment Canterbury will seek to develop an integrated approach to service provision including both infrastructure and public passenger transport traffic priority measures.

Policy 5.4

Environment Canterbury shall work with road controlling authorities to ensure infrastructure for public passenger transport services is provided to standards that support the objectives of this RPTP.

Explanation

Road controlling authorities have responsibility for providing public passenger transport infrastructure such as bus stops, taxi stands, seats for waiting passengers, shelters, jetties, terminals and interchanges. Other infrastructure such as information kiosks, telephone help lines, electronic displays, and pole-mounted timetable displays may be provided by Environment Canterbury, road controlling authorities or contracted operators.

Infrastructure forms a crucial part of an attractive public passenger transport service and needs to be compatible with the standard of service provided by contracted passenger service operators. The requirements for infrastructure provision need to be closely co-ordinated between Environment Canterbury and road controlling authorities.

Infrastructure considerations include: maximum and minimum bus stop spacing, quality of signs, timetable and information holders, provision of seats and shelters, kerbs alongside bus stops and lighting of stops and shelters.

Bus stops in urban areas should ideally have a maximum spacing of 400 metres unless there are particular reasons for greater spacing, and average between 300-400 metres apart. The spacing of bus stops should also take into account the spacing between routes with closely spaced stops where routes are further apart.

Effective integration of infrastructure and service provision requires clear communication and commitment between all the parties involved, as well as knowledge of the potential costs, liabilities and responsibilities for achieving the desired outcomes.

Specific attention should be given to the needs of persons with disabilities, including people with visual and hearing impairments, the need to provide good access to facilities and

vehicles and the need to ensure that personnel are able to appropriately handle the needs of such persons.

Policy 5.5

Environment Canterbury shall work with and encourage road controlling authorities to support public passenger transport by:

- (a) providing, where practicable, traffic management schemes that give priority to public passenger transport services (including taxis) over private motor vehicles (especially single occupant motor vehicles) in areas of traffic congestion, particularly on high passenger demand corridors;**
- (b) encouraging and supporting developers to ensure that developments and associated transport infrastructure; are located, designed, built and managed to be accessible and functional for people with special transport needs.**

Explanation

Priority measures include easy access to and from stops, separate lanes, privilege turning or entry rights etc. Some measures, such as priority bus lanes, are not necessarily appropriate on state highways, or other major routes for commercial traffic, where this would unduly affect the efficiency of the network as a whole.

High passenger demand corridors currently include Riccarton Road, Papanui Road, Colombo Street, Lincoln Road, Brougham/Opawa Roads, Hills/Shirley/New Brighton Roads, Ferry Road, Blenheim Road, Cranford Street and major connecting streets to and from the central bus exchange.

Policy 5.6

Contracted operators and others who provide services, as part of the public passenger transport network under this RPTP, shall be required to be part of an integrated branding system.

Explanation

There is a need for this policy to support a high quality and integrated network of public passenger transport services. For Greater Christchurch, the branding system is currently specified in the Metro Brand Standards Manual.

The policy will apply to contracted operators, infrastructure providers and providers of other services supporting the network. Commercial operators will also need to comply with an element of the integrated branding system as part of a negotiated agreement with Environment Canterbury. This will be required in order for them to participate in the integrated ticketing and information systems or to use network facilities such as terminals or interchanges.

Specific requirements related to the use of the overall network branding system will be defined within contracts.

Information on the Metro Brand Standards Manual can be obtained from the Passenger Services department at Environment Canterbury.

Policy 5.7

Environment Canterbury shall ensure there is an integrated information centre:

- (a) independent of contracted passenger service operators;**
- (b) providing timetable and other information;**

- (c) **processing customer complaints.**

Explanation

The provision of independent information services enables consistency of information across all operators and routes, and supports the image of passenger transport services as a network. Information provision is an important element of providing a high level of service to passenger transport users and encouraging patronage growth.

Policy 5.8

Environment Canterbury shall work with and encourage road controlling authorities to integrate public passenger transport networks with land use development by:

- (a) encouraging and supporting developers to ensure that the design, location and access arrangements of developments facilitate easy and safe access to public passenger transport services;**
- (b) providing for public passenger transport use through supportive land use planning and travel demand management policies.**

Explanation

Supportive land-use planning means providing for and not precluding the provision of facilities used for public passenger transport, (e.g. bus stops, taxi ranks, pedestrian crossing points, park and ride areas, bicycle parking), and protecting sites and routes needed for public passenger transport.

There is a need to consider the integration of public passenger transport with the urban areas it services. This means ensuring that passenger transport corridors are provided through newly developed areas and that there is safe, direct and convenient pedestrian access to services. It also means helping passengers to gain access to services, e.g. by providing park-and-ride areas and comfortable, safe and well-lit waiting areas.

5. Monitoring

A significant amount of data is collected in order to monitor trends in the provision and use of passenger transport in Canterbury. This information is collected from a number of sources and is used to inform the operation of services and development of the network. Monitoring of the Plan is reported at two levels. High-level indicators are used to report changes as part of the wider monitoring of the RLTS. Operational aspects of the Plan are reported in much greater detail through the Canterbury Public Passenger Transport Annual Report. The following sections outline in more detail the data collection processes and how monitoring of the Plan is reported.

Data collection

Monitoring data is provided from a variety of sources with the main ones being:

- Metro User Survey – annual on-bus survey of passengers on all services carried out during February-March each year;
- patronage and other bus service information provided as a condition of contracts with bus companies;
- data sourced from the real-time information system;
- quality control checks;
- contract payments made to operators;
- information provided by road controlling authorities.

In addition to this information, Environment Canterbury collects, processes and reports on a range of other information as required by Land Transport New Zealand and the Local Government Act (through the LTCCP).

Monitoring of Operational Performance

Since November 2009, all contracts let have been 'performance based', with operator performance being assessed through a balanced scorecard approach. Environment Canterbury proposes to continue this approach for future contracts (negotiated and tendered).

This approach involves:

- Operator performance on each contract is monitored by Environment Canterbury on a quarterly basis, against 11 key performance indicators (KPIs) under the following six categories:
 - Reliability and punctuality
 - Complaints and compliments
 - Service quality
 - Bus appearance and condition
 - Revenue protection (fares evasion)
 - Patronage levels.
- For each KPI, performance is assessed against a defined standard, which is based on data on previous performance across all operators and contracts, but having regard to past performance on the specific contract being assessed.
- For this assessment, points are derived for each KPI according to performance relative to the standard applying to that contract.
- A 'weighted sum' of these points across all 11 KPIs is then calculated.
- Based on this 'weighted sum' result, operators receive a monetary bonus or pay a monetary penalty (deduction) from their contract payments for that quarter, according to whether their 'weighted sum' performance is above or below the standard and to what extent.

This monitoring and incentive system appears to have been effective in focusing operators' efforts to improve service quality and delivery on those aspects that are of importance to passengers and the wider community. Further details of this system are provided in Environment Canterbury's *Procurement Strategy—Transport*.

Reporting

Information related to the implementation of this Plan is presented in the following reports:

Regional Land Transport Strategy – Annual Monitoring Report (AMR)

A suite of transport indicators is reported in the AMR. These indicators provide an overview of how the transport system is performing and include information on public passenger transport alongside information on other aspects of the Strategy. Progress towards the RLTS targets and activities are also monitored and reported in the AMR.

The following indicators reported in the AMR relate directly to the monitoring of this Plan:

- alternative mode share – Census work trips;
- total length of bus lanes;
- total urban public passenger transport trips;
- perception of public passenger transport service quality;
- estimated expenditure of alternative modes;
- population coverage by bus route (Christchurch City).

Canterbury Public Passenger Transport Annual Report

The focus of this report is on the delivery of public passenger transport services. This report goes into greater detail than the RLTS AMR and contains more comprehensive information specific to public passenger transport.

There are a number of different targets and performance indicators that are monitored to ensure that services throughout the region continue to meet the policies outlined in this plan as well as community needs and expectations. These are reported across four outcome areas as follows:

- service performance;
- financial effectiveness;
- community feedback;
- environmental impacts.

Progress on the Christchurch and Timaru Public Passenger Transport Strategies is also included in this report.

Glossary of Terms

Terms or words that appear in italics are also described within the glossary

Bus Exchange – The name of the Christchurch central city bus *interchange*.

Canterbury Regional Land Transport Strategy – The Canterbury Regional Land Transport Strategy (RLTS) sets a long-term vision and direction for transport in Canterbury. The Canterbury *Regional Land Transport Committee (RLTC)* develops the Strategy.

Christchurch Public Passenger Transport Strategy – Developed in partnership between Environment Canterbury and Christchurch City Council and the Christchurch community, this strategy provides a vision and goals for Christchurch *Public Passenger Transport* and specifies improvements that will be made to achieve them.

Commercial registration – A *public passenger transport* service that is operated privately, without receiving Environment Canterbury funding.

Contracted operators – Companies that are contracted by Environment Canterbury to provide tendered *public passenger transport* services.

Core services – Services on routes along high-demand corridors, connecting key demand locations and operating at high frequencies.

Demand responsive transport – Services that operate with flexible routes and schedules that respond to some degree to specific passengers needs, e.g. dial-a-ride.

Express services – Services that achieve short travel times by taking a more direct route and/or stopping less.

Feeder services – Designed to provide connections to local attractions and *core services*.

Infrastructure – Non-vehicle components of the passenger transport system such as roads, bus stops, shelters and lanes, taxi ranks, jetties, road markings and signs.

Interchange – Places where people transfer between vehicles or from one *mode* to another.

Interlining – The scheduling of two or more services along the same route such that they are spaced to provide a frequent service.

Gross Contract – a contract in which the service provider takes no risk for passenger fares, tendering a price based on the full cost of the service, with the tendering authority receiving the passenger revenues

Levels of performance – Refers to measures of the standard of service such as average speed, journey time reliability and timeliness of services. Target levels of performance cannot be specified as contractual conditions because causal factors may be outside of the control of service operators.

Metro – Brand name used to promote *public passenger transport* services in Greater Christchurch supported by Environment Canterbury.

Mode – A categorisation of transport methods, e.g. bus, motor vehicle, single-occupant vehicle, walking, cycling, rail, aeroplane, boat or ferry.

Network of services – Refers to a system of interconnected services within a geographical area.

Non-core services – Services that complement the *core services*. Non-core services may have less capacity, run less frequently and may follow less direct routes than *core services* to meet specific localised passenger access needs.

Park and Ride – A service that allows people to securely leave their personal vehicle (i.e. car, motorbike, cycle) in order to catch *public passenger transport service*.

Peak periods – Are defined as 7.30 am to 9.00 am and 2.30 pm to 5.30 pm on weekdays. Peak period times are subject to change and may vary due to differing demands of individual services.

Peak period pricing – Pricing that varies by time of day with more expensive fares in the periods when demand for services is highest.

Purpose-specific services – Services that access specific origins or destinations and operate in addition to, or instead of, a *core* or *non-core service*, where it is more cost-effective and there is a recognised community need.

Public passenger transport – Passenger transportation services, including taxi services, available to the public on a regular basis, usually but not exclusively over a set route or routes from one fixed point to another.

Real-time information system – A system that provides current information on arrival times for *public passenger transport services*.

Regional connections – Services that connect satellite towns and rural communities with the main urban centres of Christchurch and Timaru.

Regional Land Transport Committee (RLTC) – A committee including representatives from Environment Canterbury, City and District councils, government transport agencies (such as Transit NZ, Land Transport New Zealand and the Police) and business, health, cultural, environmental and transport interest groups. The RLTC is responsible for producing and monitoring the *Canterbury Regional Land Transport Strategy*, which includes this plan under the Land Transport Act 1998.

Regional Policy Statement – Is required under the Resource Management Act 1991 and sets out policy for the region.

Regional Passenger Transport Operational Plan – Specifies the service details that may be readily altered without undue formality, after undertaking consultation with the affected communities or organisations.

Road controlling authorities – City councils, district councils and Transit New Zealand.

Super low floor bus – A bus designed to be low to the ground to aid access and egress of passengers.

Territorial authorities – City Councils and district councils.

Timaru Public Passenger Transport Strategy – Developed in partnership between Environment Canterbury and Timaru District Council and the Timaru community, this strategy provides a vision and targets for Timaru *Public Passenger Transport* and specifies improvements that will be made to achieve them.

Total Mobility – Subsidised transport for those with impaired mobility who have difficulty with, or are unable to use, scheduled public passenger transport services.

Trial services – Services undertaken to test demand for services.

Appendix 1. Schedule of services to be provided

1.1 Core and non-core services

Unit Number	Route Number	Route Name	Service type	Termini	Key interchange points
U-101	O	The Orbiter	Core	Eastgate Mall	Eastgate Mall, The Palms Mall, Northlands Mall, University of Canterbury, Westfield Riccarton, Barrington Mall, Princess Margaret Hospital, St Martins
U-102	M	Metrostar	Core	New Brighton, Halswell	New Brighton, QEII, The Palms Mall, Edgeware Village, Merivale Mall, Westfield Riccarton, University of Canterbury, Church Corner, The Hub Hornby, Halswell Mall
U-103	3	Airport-Sumner via Avonhead	Core	Airport, Avonhead Mall, Sumner	Airport, Avonhead Mall, University of Canterbury, Westfield Riccarton, Christchurch Hospital, Central Interchange, Ferrymead
U-104	5	Hornby-Southshore	Core	Hornby, New Brighton, Southshore	The Hub Hornby, Westfield Riccarton, Christchurch Hospital, Central Interchange, Eastgate Mall, New Brighton
U-105	7	Halswell-Queenspark	Core	Halswell, Queenspark	Halswell Mall, Christchurch Hospital, Central Interchange, The Palms Mall
U-106	8	Casebrook-Hoon Hay	Non-core	Belfast, Halswell	Halswell Mall, Barrington Mall, Sydenham, Central Interchange, Merivale Mall,

					Northlands Mall, Northwood Supa Centre, Belfast
U-107	9	Wairakei	Nore- core	Hospital Parkside, Sheffield Crescent	Christchurch Hospital, Central Interchange, Sheffield Crescent
U-107	16	Belfast	Non- core	Hospital Parkside, Belfast	Christchurch Hospital, Central Interchange, Edgeware Village, Northwood Supa Centre, Belfast
U-108	11	Styx Mill- Westmorland	Non- core	Northwood Supa Centre, Westmorland	Northwood Supa Centre, Northlands Mall, Merivale Mall, Central Interchange, Sydenham, Barrington Mall
U-109	12	Northwood-Murray Aynsley	Non- core	Northwood, Murray Aynsley	Northwood Supa Centre, Northlands Mall, Merivale Mall, Central Interchange, Sydenham
U-110	14	Harewood-Dyers Pass	Non- core	Bishopdale Mall, Sign of the Takahe	Bishopdale Mall, Northlands Mall, Edgeware Village, Central Interchange, Sydenham
U-111	15	Bishopdale- Beckenham	Non- core	Bishopdale Mall, Major Aitken Drive	Bishopdale Mall, Central Interchange, Sydenham
U-111	18	St Albans- Huntsbury	Non- core	Northlands Mall, Huntsbury	Northlands Mall, Central Interchange, Hoyts Moorhouse, St Martins
U-112	20	Burnside-Barrington	Non- core	Sheffield Crescent, Hoon Hay, Sparks Rd	Sheffield Crescent, Westfield Riccarton, Christchurch Hospital, Central Interchange, Barrington Mall
U-113	21	Ilam-Mt Pleasant	Non- core	Woodbury St, Mt Pleasant	University of Canterbury, Westfield Riccarton, Central Interchange, Eastgate Mall, Ferryroad
U-114	22	Redwood-Spreydon	Non-	Redwood,	Northlands Mall,

			core	Barrington Mall	Merivale Mall, Central Interchange, Christchurch Hospital, Barrington Mall
U-115	23	Hyde Park-Woolston	Non-core	Hyde Park, Woolston	University of Canterbury, Christchurch Hospital, Central Interchange, Eastgate Mall
U-116	28	Lyttelton/Rapaki	Core	Rapaki, Lyttelton, Hospital Parkside	Christchurch Hospital, Central Interchange, Sydenham
U-117	40	Middleton-Wainoni	Core	Church Corner, Tower Junction, New Brighton	Church Corner, Tower Junction, Christchurch Hospital, Central Interchange, Eastgate Mall, New Brighton
U-118	45	North Shore	Non-core	Hospital Parkside, North Shore	Christchurch Hospital, Central Interchange, The Palms Mall, QEII
U-118	46	Marshland	Non-core	Hospital Parkside, Alpine View Lane	Christchurch Hospital, Central Interchange, The Palms Mall
U-119	60	Parklands	Core	Hoyts Moorhouse, New Brighton	Hoyts Moorhouse, Central Interchange, The Palms Mall, New Brighton
U-120	81	Lincoln	Non-core	CPIT, Lincoln University	Central Interchange, Christchurch Hospital, Westfield Riccarton, Church Corner, Lincoln University
U-120	88	Rolleston	Non-core	CPIT, Rolleston	Central Interchange, Christchurch Hospital, Westfield Riccarton, Church Corner, The Hub Hornby
U-121	83	Hei Hei	Non-core	CPIT, The Hub Hornby	Central Interchange, Christchurch Hospital, Westfield Riccarton, Church Corner, The Hub Hornby

U-121	84	Russley	Non-core	CPIT, The Hub Hornby	Central Interchange, Christchurch Hospital, Westfield Riccarton, Church Corner, The Hub Hornby
U-122	90	Rangiora	Non-core	CPIT, Rangiora	Central Interchange, Merivale Mall, Northlands Mall, Northwood Supa Centre, Belfast, Kaiapoi
U-123	DHF	Diamond Harbour Ferry	Non-core	Lyttelton, Diamond Harbour	Lyttelton
U-201	Timaru 1	Gleniti	Non-core	Timaru Railway Station	Timaru Railway Station
U-201	Timaru 2	Grantlea	Non-core	Timaru Railway Station	Timaru Railway Station
U-201	Timaru 3	Marchwiell	Non-core	Timaru Railway Station	Timaru Railway Station
U-201	Timaru 4	South End	Non-core	Timaru Railway Station	Timaru Railway Station

Note: Timaru services run half-hourly peak, hourly off-peak and Saturday and no services from 6 pm onwards or on Sundays.

1.2 Purpose-specific services

Purpose-specific services are services that do not provide a regular timetable service between 7 am and 7 pm. They include schools' services, worker services, after midnight services, on demand or dial-a-ride services and services for special events (e.g. race and show days). Purpose-specific services will not necessarily run through key interchange points.

School Services

Contract	Service
288	Aranui Schools
289	Avonside Girls' High School to City (pm only)
290	Christchurch Girls' and Boys' High Schools and Ilam Primary School
291	Southshore to Shirley Schools
292	Sumner to Linwood High School and Shirley Schools
293	Lyttelton to Avonside Girls' High School
294	Sumner to City Schools
295	Queenspark to Shirley Schools
296	City to Lincoln High School
297	Southshore to Mairehau High School
298	Westmorland to Cashmere High and Primary schools
301	Rangiora/Kaiapoi to Christchurch Schools
327	Burnham to Upper Riccarton Schools
U-201	Timaru Schools

1.3 Regional connections

Regional connections are services that provide access to and from satellite towns and rural communities and the employment, shopping, medical, entertainment, recreation and educational facilities in Christchurch and Timaru.

Unit Number	Route Number	Route Name	Termini	Key interchange points
U-124	480	Kainga	Kainga, The Palms Mall	The Palms Mall
U-120	820	Burnham-Lincoln	Burnham, Lincoln	Rolleston, Lincoln University
U-122	92	Rangiora via Woodend and Waikuku	CPIT, Rangiora	Central Interchange, Merivale Mall, Northlands Mall, Northwood Supa Centre, Belfast, Kaiapoi
U-122	912	Woodend Shuttle	Kaiapoi, Rangiora	Kaiapoi
U-122	913	Woodend Shuttle (via Waikuku)	Kaiapoi, Rangiora	Kaiapoi
U-202	Temuka	Temuka-Timaru	Temuka, Timaru Railway Station	Timaru Station

1.4 Total Mobility

Total mobility services are a means whereby subsidised transport is provided for those with impaired mobility who have difficulty with, or are unable to use, scheduled public passenger transport services.

Environment Canterbury currently runs schemes in Christchurch, Timaru, Ashburton and Waimate whereby local taxi companies are contracted to provide subsidised fares using a voucher system. The schemes also provide financial assistance to operators for the purchase of vehicles and equipment to meet the communities' needs.

Environment Canterbury also provides grant funding contributions to supports Trusts in Geraldine and North Canterbury that cater for the needs of the mobility impaired in these areas.

1.5 Trial services

A trial service is one undertaken for periods of between six months and 18 months. Trial services explore innovative ideas and may be used to test demand.

Dial a ride services may be considered where they would provide better value for money than 'conventional' (fixed route) services.

Unit Number	Route Number	Route Name	Service Type	Terminii	Key interchange points
U-125	C	The Comet	Non-core	Northlands Mall, The Hub Hornby	Northlands Mall, Bishopdale Mall, Sheffield Crescent, Airport, Avonhead Mall, The Hub Hornby
U-126	510	Avondale and Aranui	Non-core	Eastgate Mall, New Brighton	Eastgate Mall, New Brighton
U-127	535	Lyttelton- Eastgate	Non-core	Eastgate Mall, Lyttelton	Eastgate Mall, Lyttelton