

Public Transport, Walking and Cycling

Reason for this briefing	To provide you with background information about public transport, walking and cycling in New Zealand. This briefing lays out what the Ministry of Transport considers to be key opportunities to increase uptake of public transport and active modes.
Action required	Officials from the Ministry of Transport would like to meet with you to discuss the broad public transport, walking and cycling work programme, and priorities.
Deadline	N/A
Reason for deadline	N/A

Contact for telephone discussion (if required)

Name	Position	Telephone	First contact
[REDACTED]	Adviser, Mobility and Safety	[REDACTED]	
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Privacy

MINISTER'S COMMENTS:

Date:	22 November 2017	Briefing number:	OC05378
Attention:	Hon Julie Anne Genter, Associate Minister of Transport CC: Hon Phil Twyford, Minister of Transport	Security level:	In-Confidence

Minister of Transport's office actions

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| <input type="checkbox"/> <i>Noted</i> | <input type="checkbox"/> <i>Seen</i> | <input type="checkbox"/> <i>Approved</i> |
| <input type="checkbox"/> <i>Needs change</i> | <input type="checkbox"/> <i>Referred to</i> | <input type="checkbox"/> <i>Overtaken by events</i> |
| <input type="checkbox"/> <i>Withdrawn</i> | <input type="checkbox"/> <i>Not seen by Minister</i> | |

Purpose of briefing

1. There are a range of opportunities with public transport, walking and cycling, to shape the transport landscape and create more liveable cities. Rapid changes in technology, urban design, and social expectation provide the platform to shape a truly multi-modal transport system that provides for enhanced mobility, inclusion, accessibility, and health and wellbeing for all New Zealanders.
2. The government has indicated interest in specific proposals relating to public transport, walking, and cycling. These are discussed at paragraphs 23.1 to 23.5 and 26.1 to 26.6. This briefing also provided requested information on the setting of speed limits outside of schools at paragraphs 46 to 48.
3. Complementing these initiatives, this paper summarises key levers the government has to influence the uptake of public and active transport in New Zealand in the long term. It also provides a number of suggested opportunities for discussion with you.

Executive Summary

1. Travelling by car has been the main form of transport for most New Zealanders for a long time. There are many reasons to consider changing travel behaviour, and enabling greater transport choice and access for all users. These reasons include improving health, regional economic development, tourism, transport efficiency, reducing emissions and social well-being.
2. It is possible to grow the popularity of other modes by encouraging uptake of these as attractive, convenient, affordable and safe transport options. For example, where passenger rail has been provided in New Zealand patronage has doubled over the last 10 years. Over 20 percent increase in use has also been shown where safe and separated cycleways have been built.
3. Emerging technologies are also having an impact on transport choice and need to be taken into account when looking at ways of improving uptake of public transport, walking and cycling. The convergence of the digital world with transport's physical world is beginning to change the way people and goods move around. This shift in use is only going to increase with our reliance on smartphones and new business models like Mobility as a Service (MaaS) platforms providing more on-demand transport services.
4. Achieving significant change in travel patterns and the wider benefits this will bring, will require sustained investment and focus by central and local government over many years.
5. This briefing identifies investment opportunities, including increasing the funding allocation for public transport under the National Land Transport Fund (NLTF), and funding a second Urban Cycleways Programme and the Skypath, to maximise the benefits of safe and connected cycleways. Development of an Active Neighbourhoods fund promoting health, transport and social outcomes is also considered, as well as what levers can be reset in the GPS to increase uptake of walking and cycling.
6. This briefing also suggests a possible rules package to make public transport, walking and cycling safer and more accessible, an investigation of the effects of the Public Transport Operating Model and opportunities for government to educate and increase engagement are also identified.

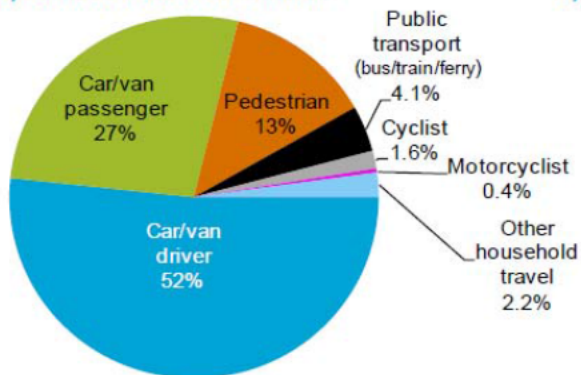
7. We also suggest, for further discussion, the development of a public and personal transport strategy. This would provide an opportunity to establish an overarching framework and actions to support the step change you envisage in public and personal transport.
8. Officials would welcome the chance to discuss your priorities regarding public transport, walking and cycling with you, and are happy to provide further information or advice.

Background

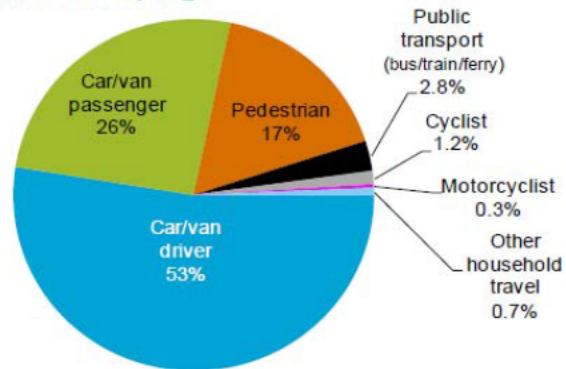
How New Zealanders currently move around

9. Private car use, as the main form of transport, is ingrained in New Zealand travel habits, with walking, cycling and public transport less popular modes of transport¹. Pedestrian travel is primarily for short trips and therefore makes up only 13 percent of total travel time, although it makes up 17 percent of total trips taken. Public transport's share of total travel time is 4 percent and cycling is just over 1 percent, as shown below.

a) Share of total travel time

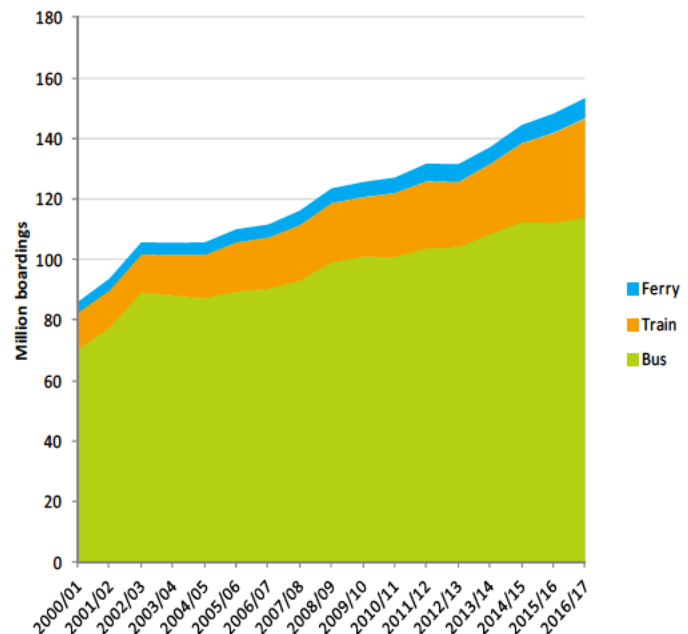


b) Share of trip legs



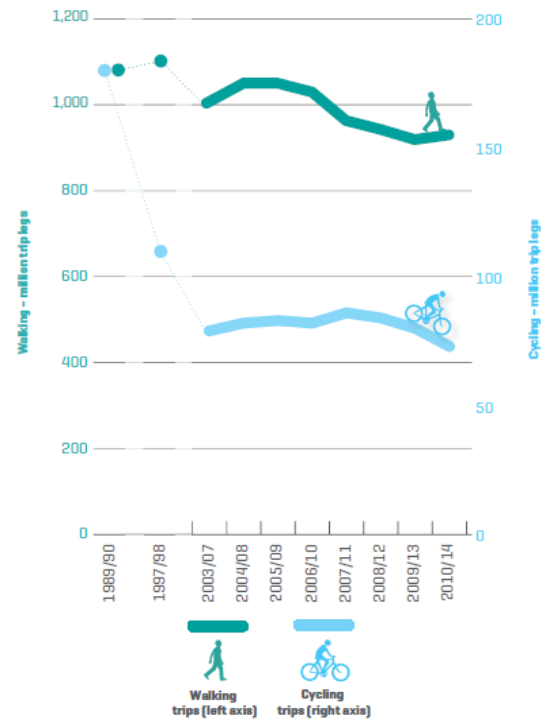
10. Car dependent travel patterns are difficult to change. Behaviour change is possible when alternative modes are made more attractive, and can result in decreased car use. Decades of ongoing investment is needed to drive this change. Evidence shows that people will start to shift behaviours when alternatives are improved, especially if these make travel more convenient and affordable.

11. In the 2016/17 financial year there were 153 million boardings on public transport services, with 58 percent occurring in Auckland and 24 percent occurring in Wellington. Bus services account for 74 percent of total boardings, with the rest being made up from 22 percent rail and 4 percent ferry services. This is demonstrated in the graphic on the right.



¹ Ministry of Transport, Household Travel Survey, 2011-2014.

12. Demand for public transport services has been growing steadily over the last 10 years, predominantly in Wellington and Auckland. Demand has been particularly strong for rail in those centres, with patronage doubling. Outside of Auckland and Wellington public transport demand is flat-lining or declining.
13. The number of walking trips has fallen by 14 percent since 1989/90 and cycling trips by 59 percent², as shown in the graphic on the right. However, this trend has begun reversing in some regions. For example, in Christchurch the number of people cycling into the city centre during weekdays has increased by 21 percent in the last year, correlating with new cycling infrastructure.



What are the benefits of more public transport, walking and cycling?

14. There are many reasons to consider changing travel behaviour and enabling greater transport choice and access for all users. These reasons include improving physical and mental health, regional economic development, tourism, transport efficiency, social well-being and reducing emissions³.
15. Increased activity can be encouraged both through walking and cycling to work or to school, and as part of other incidental travel. It can also be promoted through increased use of public transport where travellers use active modes for the 'first and last mile' of their trip.
16. Improved health is an important outcome and physical inactivity is expensive. New Zealand was recently reported to have the third highest obesity rate in the world, and with rising public health spending, increasing active travel has the potential to impact these figures in a real and positive way.
17. Evidence shows that regular physical activity halves the risks of conditions such as stroke, coronary heart disease and diabetes⁴. Less than half of adult New Zealanders reach the guidelines of 150 minutes of moderate or 75 minutes of vigorous physical activity per week⁵. In 2012, only 10 percent of youths reported that they met the 60 minutes per day of activity recommended for children⁶. Physical activity also has proven mental health benefits, with stress relief, increased social interaction, and possible reduced risk of depression.
18. It is also possible to achieve improved road safety for all users through more multi-modal travel. Walking and using public transport are already low risk ways of travelling. Although cycling is currently one of the highest risk transport modes, cycling safety is proven to

² Transport Outlook Current State 2016, based on New Zealand Household Travel Survey data.

³ The cost of physical inactivity: Towards a regional accounting perspective, 2013, <https://wellington.govt.nz/~media/about-wellington/research-and-evaluation/people-and-community/2013-costs-physical-inactivity-regional-accounting-perspective.pdf>.

⁴ Healthy Eating Guidelines for New Zealand Adults, 2015, https://www.health.govt.nz/system/files/documents/publications/eating-activity-guidelines-for-new-zealand-adults-oct15_0.pdf.

⁵ For the NZ Health Survey purposes this is measured as undertaking at least 30 minutes of moderate-intensity physical activity (or equivalent vigorous activity) on 5 or more days in the past 7 days.

⁶ University of Auckland, Youth Survey, 2012.

increase once a critical mass of cyclists is achieved⁷. In order to increase uptake and safety, the provision of cycling infrastructure is key.

19. Public transport offers an alternative or complementary choice to walking, cycling or driving. It allows increased access to jobs and education located in central city areas, by increasing the number of people able to use the corridors serving these areas. Public transport is also one of the safest ways for people to travel, being up to seven times safer, per kilometre travelled, than travel by private motor vehicle⁸. Accessible and affordable public transport can also increase choice for people on low incomes, the young, and the old by providing links to local centres. Nevertheless, public transport works best when providing regular commuter links, rather than complex linked trip legs. It also requires a reasonably high density population to make services efficient. This is why integrating public transport with walking, cycling and emerging shared mobility services will be important in maximising future uptake.
20. Increased public and active transport use, resulting in less car travel, can benefit the environment, air quality, urban form and reduces congestion. Greater transport choice also creates a more resilient multi-modal transport network, and makes our towns and cities more attractive places to live and work⁹.

What are the emerging trends?

21. While travelling by car remains the dominant form of travel in New Zealand, there are a number of current and emerging trends, which the government could build on, to increase the mode share of public and active transport.
 - 21.1. **Investment in infrastructure is resulting in increases in uptake in public transport, walking and cycling** – Nga Haerenga (the New Zealand Cycle Trail), the Urban Cycleways Programme and public transport in Auckland, are examples of where infrastructure provision has led to increased use. For example, patronage has grown around 20 percent on Auckland’s Northern Busway over the last five years. These examples show that when convenient, reliable and safe infrastructure is provided, alternative transport becomes a more attractive choice. Nevertheless, there is a lot more that can be done to increase the uptake of public transport, walking and cycling.
 - 21.2. **Increasing uptake requires behaviour change and community engagement** – emerging evidence about the best ways to get behaviour change and mode shift, tells us that we need to focus on framing the conversation in the right way. International experience shows that asking people how they want to live in their cities and towns creates engagement. Whereas, focusing discussions on single modes can lead to poor outcomes and sometimes backlash. Successful behaviour change requires a good understanding of who is being targeted, and sustained interventions to gradually shift preferences, beliefs and behaviours. This needs to be underpinned by investment in improvements to infrastructure, as detailed above.

⁷ This is known as the ‘safety in numbers effect’ and is well documented in European countries where there are high rates of cycling.

⁸ The role public transport can play in *Safer Journeys* and, in particular, to advance the Safe System approach, 2015, <https://www.nzta.govt.nz/assets/resources/research/reports/581/581-the-role-public-transport-can-play-in-safer-journeys.pdf>.

⁹ Integrating Public Health Objectives in Transportation Planning, 2017, Victoria Transport Policy Institute, <http://www.vtpi.org/health.pdf>.

- 21.3. **It is important to consider the whole community's needs** – creating liveable community spaces helps to increase incidental active neighbourhood travel, particularly by children, the elderly, and those with disabilities. By focusing on a community or suburb as a whole, including key routes to schools, shops and other points of interest, a more integrated and holistic programme of interventions can be developed. Introducing young children to active travel to school is a key opportunity, as well as teaching them safe cycling skills. Better provision of key walking and cycling routes will also positively impact our aging population and those with disabilities.
- 21.4. **Technology is beginning to play an important role in improving transport options** – new technologies are beginning to impact transport in New Zealand. Emerging technologies are offering opportunities to improve safety, access, health and environmental outcomes and may have a significant impact on transport systems internationally. MaaS platforms are connecting travellers with a wide range of transport options, including car and bike sharing (and electric vehicle and electric bike) schemes and public transport services¹⁰. As these systems develop, real time travel demand data will lead to better-managed transport networks, especially once autonomous vehicles become part of the vehicle fleet. International Transport Forum research tells us building technology into transport options is viable now and will develop further in the future. There is also a role for government in ensuring that the country is prepared for, and is actively encouraging, the adoption of technologies that will benefit New Zealanders and the way they want to live. There is also a potential role for government in collecting and opening up transport data to enable the development of private sector models to support or deliver alternative transport options.

Proposals you have indicated interest in

Public Transport

22. The government has indicated it is committed to increasing access to and uptake of buses, trains and ferries to give people greater choice in how they travel. The uptake of active modes is also related to public transport, including how the use of those modes can work effectively with public transport to create multi-modal journeys.
23. The government has indicated interest in:
- 23.1. Increasing the funding allocation for public transport under the NLTF.
- 23.2. Developing new bus priority routes in Auckland, including New Lynn – Flat Bush, Point Chevalier – Botany, Silverdale – Whangaparoa, and Howick – Glenfield and bus rapid transit lines, such as from Howick to Auckland Airport.
- 23.3. Investing in bus services in Christchurch, such as from Addington to the CBD (complimenting your proposed commuter rail service), and a 21st century strategic multi-modal transport plan to be developed for Greater Christchurch.

¹⁰ A current trial of a MaaS platform in Queenstown is discussed later in the paper.

- 23.4. Developing a Congestion Free Network plan for Wellington by Greater Wellington Regional Council, Wellington City Council and the NZ Transport Agency, and a feasibility study on mass rapid transit to the airport.
 - 23.5. Investigating the transport implications of the development of a new generation SuperGold smartcard for those aged over 65, and a green transport smartcard, starting with people on low-incomes and on a benefit.
24. You will receive further briefings on your specific commitments in paragraphs 23.1 to 23.4 from the NZ Transport Agency. A green transport smartcard, signalled in paragraph 23.5 will be investigated by the Ministry of Transport (the Ministry), working with the NZ Transport Agency and the Ministry of Social Development (MSD). The Ministry will provide you with initial advice on this by early 2018, which will set out the scope for the project. It will include initial assessment of the target market for a green transport card, with it being potentially wider than those with low-incomes and on the benefit. The Ministry will also work with MSD on investigating the opportunities that exist with a new generation SuperGold smartcard and look to provide initial advice early next year.

Walking and Cycling

25. The government has signalled that it is committed to making it safer and easier to walk and cycle in New Zealand. A small increase in the level of investment in this area can make a real difference in uptake, but it will be a substantial increase compared to historical investment.
26. The government has indicated interest in:
- 26.1. Ensuring that future roading projects will make provision for cycling, for example by including cycleway design alongside roads or with separate bikeway networks.
 - 26.2. Making cycle and pedestrian safety a priority and ensuring that legislation, the road code and bylaws are sufficient to protect all road users.
 - 26.3. Updating New Zealand's transport design standards to ensure they meet world's best guidelines for street design.
 - 26.4. Creating a new contestable 'Active Neighbourhoods' fund of \$15 million per year that will enable local communities to propose local walking and cycling projects that are smaller than those generally funded by the Urban Cycleways Fund.
 - 26.5. Renewing the Urban Cycleways Fund with a second \$100 million programme of cycleways to enable councils to continue the momentum they have gained and continue building safe and connected cycleways.
 - 26.6. Funding up to \$30 million to build the Skypath clip-on across the Auckland Harbour Bridge, providing a safe walking and cycling option for travellers.
27. Paragraphs 26.1 to 26.4 are addressed in the next section of this briefing. You have already received briefings from the NZ Transport Agency on the initiatives in paragraphs 26.5 and 26.6.

What are the key opportunities for increasing use of public transport, walking and cycling in New Zealand?

28. Ministers have investment levers to encourage use of public transport, walking and cycling through the Government Policy Statement (GPS) on land transport. Ministers can also direct changes to the transport regulatory systems to increase safety and improve design of infrastructure. There are also indirect levers, such as through influencing decisions at a local government level and various forms of public education and engagement.
29. A background to current work occurring on public transport, walking and cycling is provided in Appendix B.

Increasing investment for public transport, walking and cycling

Increasing the funding allocation for public transport

30. The GPS is able to set out government objectives in relation to public transport over the next 10 years. Broader objectives, like encouraging investment in the integration of public and active transport (such as improving park and ride facilities at public transport hubs) or the adequate consideration of employment and safety standards as part of procurement investment decisions, could also be outlined in the GPS. This would be part of the work on the new GPS, as discussed in a paper that the Ministry has already provided you on the Land Transport Management Act 2003 and the GPS (OC05389 refers).
31. While any changes to the GPS should flow down into NZ Transport Agency investment frameworks and decision-making, if you are concerned around investment decision making then you and the Minister of Transport could also reinforce this through the Letter of Expectations to the Chair of the NZ Transport Agency's Board. A further option, suggested in the Mode Neutrality paper (OC05399 refers), would be to review the efficacy provision in the Land Transport Management Act to reduce the risk of bias in NZ Transport Agency funding decisions.
32. The government can also invest directly in public transport outside the NLTF, in conjunction with local government.

Providing funding for a second Urban Cycleways Programme and the SkyPath to maximise the benefits of safe and connected cycleways

33. The current Urban Cycleways Programme is scheduled to finish in June 2018. A second Urban Cycleways Programme will enable momentum to be carried through from the first Programme and maximise the benefits of connected cycle networks. The NZ Transport Agency has begun work on a second Urban Cycleways Programme and the Ministry recommends that this work be progressed quickly in order to optimise co-investment opportunities through the NLTF. Ideally this would allow investment in a second Urban Cycleways Programme to begin from July 2018.
34. You have received briefings already on a potential second Urban Cycleways Programme and the proposed SkyPath clip on for walking and cycling across the Auckland Harbour bridge from the NZ Transport Agency. The current Urban Cycleways Programme is funded through equal thirds crown funding, NLTF and local government share. The exact funding arrangements for these projects will need to be explored around Budget 2018. The funding options include Crown funding, which would need to be part of the Budget 2018 initiatives process. Alternately these projects could be funded through the NLTF, as part of the amended GPS. Prior to funding decisions these proposals should be subject to value for money assessments.

Developing an Active Neighbourhoods fund promoting health, transport and social outcomes

35. It will be important to ensure that the fund and the second Urban Cycleways Programme are mutually supportive and enable greater overall co-investment. It could fund areas such as:
- 35.1. *Development of projects to create active neighbourhoods* – such as the Te Ara Mua Future Streets project in Māngere Central. This project won the Supreme Award at the Bike to Future Awards in 2017. It came from a public health perspective and was targeted to a community in need.
 - 35.2. *Promoting active transport for children and their families* – this could be based around the National Cycling Education System currently under development, that has Bikes in Schools as its foundation¹¹. Promotion could include an educational element to encourage use of pathways in local communities.
 - 35.3. *Provision of local infrastructure* - the fund could have a school focus and provide the infrastructure element of the cycling education system. School travel planning, such as walking school buses, could also be used to develop the interventions needed. However this is only likely to be effective in combination with infrastructure and cycle skills training.
36. The Ministry will provide you with further advice on the formulation of an Active Neighbourhoods fund, working in conjunction with the NZ Transport Agency and the Ministry of Health. The initial advice will focus on how the project will be funded, as part of the advice you will receive around a new GPS in early 2018.

Reset the levers in the GPS to increase uptake of walking and cycling

37. The GPS will set out government objectives for walking and cycling over the next few years and could include:
- 37.1. *Changing current policy to allow for the funding of footpath maintenance through the NLTF*. There has been no reliable evidence base about the current levels of service of footpaths and what the level of service should be. The NZ Transport Agency has proposed work, which would look at implementation of the Pedestrian and Planning Guide by local government. It is proposed that the outcome of this work feed into decisions for the new GPS.
 - 37.2. *Expanding what cycleways projects can be funded*. The NZ Cycle Trail network includes Great Rides, Heartland Rides¹² and some Urban Rides. The NZ Transport Agency's work on a ten year cycling programme identifies opportunities for development of a 'New Zealand Cycling Network'. The GPS could be clearer about funding regional cycleways, which connect small towns to neighbouring towns, recreation destinations, and employment centres. Many connections from towns or cities to the start of Great Rides do not currently qualify for funding through the NLTF.
 - 37.3. *Developing a framework for connecting walking networks*. There could be a focus on the development of walkways in New Zealand, for instance the completion of Te Araroa (the walking track which runs the length of New Zealand), specifically the

¹¹ Bikes in Schools provides participating primary schools (who part fund the programme) bikes, helmets, storage, a bike track, and training to allow all students the opportunity to learn to ride a bicycle.

¹² Heartland Rides connect great rides, tourism centres and main urban centres.

sections currently along road corridors. This would improve walking as part of our transport system and provide benefits in terms of regional economic development. The Department of Conservation, the Walking Access Commission, central government and local government would all need to be involved in this work.

Ensuring the regulatory system support public transport and active modes

Rules amendment package to make public transport, walking and cycling safer and more accessible

38. Complementing proposed investment in infrastructure, the Ministry proposes to develop a rules package to make walking and cycling safer and more accessible. This rules package will investigate amending the Land Transport (Road User) Rule 2004 and vehicle classification rules and respond to:
 - 38.1. Recommendations from the Transport and Industrial Relations Select Committee's Inquiry into the Future of Mobility. You are due to receive a briefing in December detailing the Ministry's draft response.
 - 38.2. Ms Joanne Clendon's 2016 petition to allow children to cycle on the footpath. The government response to the Transport and Industrial Relations Select Committee report on the petition commits to investigating the rules around this in the 2017/18 transport rules programme.
 - 38.3. Outstanding recommendations from the 2014 Cycling Safety Panel's report, including feasibility of progressing a trial of a minimum overtaking gap law.
 - 38.4. Other issues – these include classification of low-powered vehicles (such as electric bicycles), amending a variety of rules to allow best-practice design and improve safety of cycleways, and giving buses priority when exiting bus stops to increase network efficiency.
39. This rules package could happen in stages with the first part of this package potentially ready to take to Cabinet by mid-2018.

Evaluating the Public Transport Operating Model (PTOM)

40. As requested by Minister Twyford, we are working with the Ministry of Business, Innovation and Employment (MBIE) and the NZ Transport Agency to provide initial advice on labour costs, wages and conditions, and the effect of PTOM on the public transport market, by 27 November 2017.
41. Subject to Minister Twyford's and your feedback, we anticipate providing more substantial advice on PTOM in 2018.

Education and engagement

Influencing local government transport strategies

42. In order to maximise investment in public transport, walking and cycling it will be essential to create buy in with local government, as many of the decision making powers are delegated to them. The NZ Transport Agency works closely with local government and will be key in passing on government intent.
43. Engagement between the government and local government more broadly can also support discussion and influencing of direction of local government public transport strategies.

Examples of this include the 'Auckland Transport Alignment' Project, and engagement around Let's Get Welly Moving' project, and Christchurch's 'An Accessible City'.

44. There are also a range of complementary measures that could be introduced to influence peoples' decisions regarding both how and when they travel. Some of these involve decisions by councils, like the management of parking in central cities to encourage public transport use. Other complementary initiatives the government can support local government with include the introduction of funding mechanisms that drive transport choices, like regional fuel tax. You will receive separate advice on this from the Ministry.

Development of a public and personal transport strategy

45. New Zealanders would see better outcomes from well informed cross-modal strategies, which could include a public and personal transport strategy. Such a strategy could focus on how to build liveability in our cities, regional and urban development, interaction between public and active transport (such as addressing the 'first and last mile' problem), and looking at the greater role that technology (such as MaaS) can play in how we move around. We will provide you advice on a potential strategy, including content and engagement ideas, by the end of 2018.

Speed limits outside schools

46. You have indicated your interest in exploring the reduction of speed limits outside schools. Under current policy settings, it is possible for Road Controlling Authorities to reduce the speed limits outside urban schools to 40km/h, either permanently or as a variable limit during peak arrival and departure times. Where a school is on a rural road and there is a turning traffic risk, then Regional Controlling Authorities can introduce a 60km/h variable speed limit.
47. You may wish to consider whether these speed limits are appropriate for rural and urban roads or whether a higher variable limit for rural roads is appropriate. We can provide you with advice on the costs and benefits of these options. Under the NZ Transport Agency's *Safer Journeys for schools guidance*, a case-by-case approach is currently applied and Road Controlling Authorities are encouraged to consider 40 km/h variable speed limits for urban schools and 60 km/h for rural schools.
48. Changes, such as reducing speed limits to 30km/h outside urban schools, would require changes to the Setting of Speed Limits Rule 2017. Speed reduction outside schools will be considered as part of the wider speed management package that officials have discussed with you.

Next Steps

49. The Ministry would welcome the chance to have a discussion with you about the public transport, walking and cycling work programme, prioritisation of work, and which matters you want to progress. Officials are also happy to provide you with further information or advice.

Recommendation

50. The Ministry recommends that you:

- (a) **agree** to discuss your priorities with officials, on public transport, walking and cycling. Yes/No

Brent Johnston
Manager, Mobility and Safety

MINISTER'S SIGNATURE:

Hon Julie Anne Genter
Associate Minister of Transport
Date:

Copy to:
Hon Phil Twyford
Minister of Transport

Appendix A

Who are the players in the transport sector?

51. The main parties involved in providing public transport, walking and cycling in New Zealand are:
 - 51.1. The Ministry of Transport – provides high level policy advice, develops legislation, sets the government’s investment objectives through the GPS, and monitors performance under it.
 - 51.2. The NZ Transport Agency – allocates funding from the NLTF in line with the objectives and direction set out in the GPS, develops operational policy to give effect to government policy, works with and supports regional councils to deliver better public transport services, develops guidelines for Regional Public Transport Plans (RPTPs) and also approves procurement procedures. As well as their regulatory role the NZ Transport Agency develops standards, for example quality standards for urban buses and represents national policy interests, such as the implementation of the Urban Cycleways Programme.
 - 51.3. Other government agencies that have an influence or interest in the outcomes of transport – this includes the Department of Conservation, MBIE, the Ministry of Education, the Ministry for the Environment, the Ministry of Health, MSD, Sport New Zealand and the Walking Access Commission.
 - 51.4. Regional councils – responsible for planning, designing, procuring, funding and delivering public transport services in their regions. All councils intending to enter into a contract for the provision of public transport services must adopt a RPTP. The RPTP is the main statutory document through which councils set out how they will deliver their responsibilities and engage with their communities and key stakeholders.
 - 51.5. Territorial authorities – there are 67 territorial authorities in New Zealand, which comprise 13 city councils, 53 district councils and the Chatham Islands Council¹³. They are responsible for:
 - 51.5.1. public transport infrastructure like bus priority lanes and signals
 - 51.5.2. walking and cycling planning, design, procurement and funding and infrastructure (such as footpaths and cycleways).
 - 51.6. Public transport operators – run the day-to-day public transport services. They own assets, such as vehicles and depot space (except in the case of rail).
 - 51.7. Regional Sports Trusts – support recreation in their local communities and recognise that footpaths and roads are important settings for physical activity – both for active transport and for sport and recreation.

Appendix B

What is currently happening with public transport?

52. Public transport services (bus, trains, and ferries) are provided by 15 councils across New Zealand¹⁴. The services are funded through the NLTF, local government, and users via fares. Public transport infrastructure is funded through the NLTF and local government.
53. The NZ Transport Agency is currently leading the National Ticketing Programme. The National Ticketing Programme is the development and procurement of a preferred future public transport integrated ticketing and payments solution. This system will enable more effective pricing and payment systems for public transport. It has the potential to support future pricing of other transport modes, and to become a national system. The roll out commences with Greater Wellington rail in 2020, followed from 2021 by Greater Wellington buses, Environment Canterbury and the regional consortium. Auckland Transport currently has an option of joining in 2026 or earlier by review. This timeline has been publicised, but it is subject to change.
54. Most regional councils have completed the implementation of PTOM¹⁵. PTOM is a planning, procurement and contracting model. It aims to enable competition, and increase choice and patronage. It also allows whole of network planning and service coordination by local government and the ability to control fares, introduce service quality standards and achieve better value for money. Early evidence is showing that PTOM is delivering the expected savings and improvements, and allowing for better coordination and more responsive services. The full effects of PTOM are to be evaluated, as discussed at paragraph 41.
55. The Ministry reviewed the small passenger services system in 2015, resulting in changes, which came into force on 1 October 2017. The review aimed to encourage competition and innovation, lower cost, and make the regulatory system less prescriptive, whilst retaining minimum safety standards. Changes included bringing the different types of small passenger services (taxis, shuttles and private hire vehicles) under one set of rules to provide a level playing field and removing redundant requirements from the system. Initial monitoring of the new rules by the NZ Transport Agency has found high levels of compliance and this will be ongoing.
56. A bus give way rule, which would give buses priority in traffic when they are exiting a bus stop is currently being investigated for a land transport rule change. Research has shown that this would have some network benefits and assist bus efficiency, while also clarifying the uncertainty that currently exists with buses and other traffic in congested urban environments. This rule would be reviewed, along with cycling rules discussed below, as they are all part of the Road User Rule.
57. One way that shared transport may become more popular in New Zealand is through MaaS platforms. MaaS is designed to simplify peoples travel choices so that they no longer feel the need to own their own vehicles. The first trial of a MaaS platform in New Zealand was launched in Queenstown in August 2017. The second is being planned for Auckland

¹³ Regional councils are defined by water catchment areas and territorial authorities are based on communities of interest and road access.

¹⁴ Auckland Transport, Bay of Plenty Regional Council, Environment Canterbury, Gisborne District Council, Greater Wellington Regional Council, Hawkes Bay Regional Council, Horizons Regional Council (Manawatu/Whanganui), Invercargill City Council, Marlborough District Council, Nelson City Council, Northland Regional Council, Otago Regional Council, Taranaki Regional Council, and Waikato Regional Council.

¹⁵ The one major exception is Canterbury, which due to the 2011 Earthquake, has had to rebuild its public transport network.

International Airport at the end of 2017. The 'Choice' app is run on a real-time data platform, which is testing the concept of a mobility marketplace in New Zealand. The NZ Transport Agency will brief you further on this.

58. *What is currently happening with public transport in Auckland?*

- 58.1. Public transport patronage in Auckland increased from 60 million trips in 2009/10 to 88 million trips in 2016/17.
- 58.2. Auckland Transport introduced a new zonal fare system in February 2016 and has successfully integrated the SuperGold card with its HOP card for seniors.
- 58.3. Nearly all the bus services have been contracted under PTOM. However, as a consequence of unsuccessful tendering of ferry units, Auckland Transport is currently developing a ferry strategy to look at all options and alternatives based on global experience.
- 58.4. Auckland Transport has also extended the contract of its current rail provider TransDev and may do so again due to complexities of tendering while the City Rail Link is being constructed (due to be completed in 2023).
- 58.5. Double decker buses have been incrementally introduced on high demand routes. Significant public transport interchanges have been completed at Panmure, Manukau and Otahuhu with future interchanges planned in a number of locations.
- 58.6. Planning for other strategic transport infrastructure includes an extension of the Northern Busway to Orewa, mass rapid transit corridor from the city to the airport and from the city to Westgate, and provision of public transport capacity to Botany through the incremental construction of the Auckland Manukau Eastern Transport Initiative project.
- 58.7. An extension of rail electrification to Pukekohe within three years is being actively investigated by KiwiRail and 15 new electric trainsets to cater for increased demand and service to Pukekohe have been ordered.

59. *What is currently happening with public transport in Wellington?*

- 59.1. Over the past ten years there has been significant investment in rail including the introduction of new Matangi trains, which resulted in decreased operating costs, improvements in reliability and comfort and an overall lift in patronage.
- 59.2. Over 80,000 people travel into Wellington CBD for work daily, 45 percent of these journeys from outside Wellington City are made by rail.
- 59.3. Greater Wellington Regional Council (GWRC) tendered its rail operator contract and the new operator, TransDev commenced operation in mid-2016.
- 59.4. A new park and ride facility has been established at Waikanae and existing facilities at Petone, Trentham and Upper Hutt expanded.
- 59.5. The Wellington bus network was substantially reviewed in 2015/16 and a new network was developed to improve the reach and capacity of services and reduce congestion through the Wellington CBD.

- 59.6. The electric trolley buses were decommissioned at the end of October 2017 and are being temporarily replaced by diesel power buses, with new Euro 6 and electric hybrid buses to be introduced from July 2018, when the new bus contracts start.
 - 59.7. There is ongoing discussion on opportunities for additional ferry services, subject to identifying suitable routes and facilities.
 - 59.8. Funding in Budget 2017 has been allocated to KiwiRail for the replacement of 1,274 wooden traction poles and overhead lines.
 - 59.9. Greater Wellington Regional Council is supporting applications by KiwiRail to the Treasury for Budget 2018 with business cases for 'Network Track Infrastructure Catch-up Renewals', 'Unlocking Network Capacity and Improving Resilience' and 'Long Distance Rolling Stock'.
 - 59.10. The Let's Get Wellington Moving programme is seeking public feedback on four recently released scenarios for how Wellington's transport system could develop. The need for a reliable high quality public transport spine through Wellington CBD is a focus of all of the scenarios.
60. *What is currently happening with public transport in Christchurch?*
- 60.1. There are two public transport networks in Canterbury, one in Christchurch and a smaller one in Timaru. In the 2016/17 financial year there were approximately 14.8 million boardings.
 - 60.2. Public transport services in Christchurch were significantly impacted by the 2011 earthquake contributing to a large drop in patronage and the need to re-create the network. A new bus network was launched in 2014 but requires refinement to improve patronage.
 - 60.3. Because of the earthquake, Environment Canterbury has yet to fully implement PTOM and existing contracts for bus and ferry services in Christchurch are being rolled over while the future direction of public transport in metro Christchurch is determined.
 - 60.4. In mid-2016, the Greater Christchurch Public Transport Committee was established to foster collaboration and provide leadership around public transport services and infrastructure. It is considering how best to deal with issues such as the ongoing financial sustainability of public transport services (as fare revenue is below forecasted levels and costs have increased); network design; and integration of public transport and active modes of travel.
 - 60.5. The main focus at present is completion of a Programme Business Case on the future public transport in Christchurch over the next 30 years. This will be an important input into the Greater Christchurch settlement pattern review, which is also underway.

What is currently happening with walking?

- 61. New footpaths are generally funded as part of wider transport improvements through the NLTF and local government, with some specific pedestrian retrofit projects funded through

the walking and cycling activity class of the NLTF. Unlike most other parts of the transport system, footpath maintenance is not currently funded through the NLTF, and is instead fully funded by local government. Footpaths are also legally not able to be built in motorway corridors. Shared path (paths which are for both cyclists and walkers) maintenance is eligible for NLTF funding, and shared paths can be built within motorway corridors.

62. The NZ Transport Agency is currently looking at its Pedestrian Planning and Design Guide and how it is being implemented across the country. This is part of work in response to the Disability Action Plan 2014-18¹⁶. Depending on the outcome of this work, the government and the NZ Transport Agency could look at ways to increase consistency of implementation of the Guide nationally. Completing this work would give the NZ Transport Agency a better understanding of the current standards of footpaths in New Zealand, in order to prioritise safety improvements (i.e. potholes, and cracks in the footpath).

What is currently happening with cycling?

63. Investment in cycling has been significant in the last four years and has included \$333 million leveraged for the Urban Cycleways Programme to accelerate the delivery of safe and connected routes in main centres.
64. Nga Haerenga, the NZ Cycle Trails, which began in 2009, is a network of mainly off-road cycleways around the country. These key tourist routes have delivered a strong return on investment in terms of regional economic development and social benefits. Government investment through MBIE to enhance and expand these rides is being optimised through local and NLTF investment in the national network, meaning there will be potentially around \$120 million of investment in the cycle trails over the next 10 years.
65. Improving cyclists' safety on our roads is important to the government and was identified in recommendations in the Cycling Safety Panel's 2014 report, *Safer Journeys for people who cycle*. The Cycling Safety Panel was created in response to a 2013 coronial inquiry, which investigated 13 cycling fatalities. The inquiry concluded that work needed to be done to investigate ways in which cycling on New Zealand roads could be made safer. In response to the Panel's recommendations, the NZ Transport Agency prepared a cycling safety action plan, *Making cycling safer and more attractive*. The government is still working through the Panel's recommendations.
66. One of the Panel's recommendations the Ministry is responsible for is the investigation of protection systems on trucks that protect cyclists and other vulnerable road users in crashes. This work is being progressed through research that has been commissioned under the Safer Journeys Action Plan 2016-2020. A cost benefit analysis on the feasibility of mandating six technologies to promote safety, including side under-run protection systems on trucks, which would benefit cyclists, is due at the end of 2017. Progressing this work as a vehicles package to improve road users safety is identified as a priority in the briefing you received on improving road safety in New Zealand (OC05354 refers).
67. The NZ Transport Agency is also working on a number of other initiatives around cycling as part of their cycling programme, including:
 - 67.1. Supporting councils on a suite of solutions to help make cycling safer on our roads. One of these solutions is the Cycling Network Guidance online tool, which promotes a consistent, best-practice approach to cycle network planning and design throughout New Zealand.

¹⁶ The Disability Action Plan presents priorities set by the Ministerial Committee on Disability Issues for actions that advance implementation of the UN Convention on the Rights of Persons with Disabilities and the New Zealand Disability Strategy 2001.

- 67.2. Leading a national integrated behaviour change programme to help change attitudes and perceptions towards cycling, so people can better understand the benefits of a 'bike-friendly' country, and the positive impacts of more people riding bikes.
- 67.3. Developing a national cycling education system in partnership with ACC. This long-term programme aims at giving all New Zealanders the competencies to be safe road users on and around bikes.
68. The Ministry has begun a programme called Leading Indicators of Change, which is surveying people's attitudes and preferences around a selection of transport topics. It is anticipated that attitudes to public transport, active modes and MaaS will be surveyed in 2017/2018, and this will be an ongoing programme. This will provide useful input for policy development and investment, and will show changes over time.
69. A new approach to speed management was released by government in 2017. It provides local government with a framework to implement speed changes, including speed reductions in urban environments with high pedestrian volumes. The Ministry considers accelerating the implementation of the new speed management approach a key opportunity to improve the safety of all road users, including pedestrians. This is outlined in the briefing you received on improving road safety in New Zealand (OC05354 refers).