



If calling, please ask for Democratic Services

Transport Committee

Thursday 14 September 2023, 10.00am

Committee Room, Greater Wellington Regional Council, 34 Chapel St, Masterton

Quorum: Seven Members

Members

Councillors

Thomas Nash (Chair)

Simon Woolf (Deputy Chair)

David Bassett

Ros Connelly

Quentin Duthie

Penny Gaylor

Chris Kirk-Burnnand

Ken Laban

David Lee

Daran Ponter

Hikitia Ropata

Yadana Saw

Adrienne Staples

Appointee

Andrew Lensen

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

Transport Committee (A Committee of the Whole)

1 Purposes

- 1.1 Oversee the development, implementation and review of Council's strategic direction and policies for transport and mode-shift.
- 1.2 Set the operational direction to deliver public transport and mode-shift.
- 1.3 Provide input into joint transport-related projects and initiatives.
- 1.4 Ensure these matters promote the social, economic, and environmental well-being of the Wellington Region.

2 Specific responsibilities

- 2.1 Apply Council's Te Tiriti o Waitangi principles when conducting the Committee's business and making decisions.
- 2.2 Prepare the Wellington Regional Public Transport Plan (and variations) and recommend its adoption by Council.
- 2.3 Approve strategies, policies and guidelines to deliver public transport in accordance with the Wellington Regional Public Transport Plan.
- 2.4 Approve transport strategies, policies, plans, programmes, initiatives and indicators related to transport demand management and active mode promotion.
- 2.5 Review performance trends related to public transport and transport demand management activities.
- 2.6 Review periodically the performance and effectiveness of transport strategies, policies, plans, programmes, initiatives and indicators including:
 - a Delivery of the Wellington Regional Public Transport Plan, including:
 - i Inter-regional transport initiatives
 - ii Fare strategies and methods
 - iii Increased mode share to public transport and active modes
 - iv Promoting transport equity, and increasing access to public transport, for groups that are more likely to be transport disadvantaged
 - v Alignment of Greater Wellington's accessibility work to the United Nations Convention on the Rights of Persons with Disabilities 2006 (UNCRPD)
 - b Transport demand management, including Vehicle Kilometres Travelled (VKT) reduction, and active mode promotion initiatives.
- 2.7 Oversee Council's involvement in jointly-managed regional and national transport programmes and projects, including Let's Get Wellington Moving and the National Ticketing Solution.
- 2.8 Consider matters relating to public ownership of public transport and recommend on these to Council.

- 2.9 Consider regional, national and international developments; emerging issues and impacts; and changes in the legislative frameworks for their implications for transport strategies, policies, plans, programmes, initiatives and indicators.
- 2.10 Consider and endorse business cases for submission to Waka Kotahi NZ Transport Agency or other agencies on strategic transport projects with the potential for significant financial impact.
- 2.11 Inform Council's representatives on matters going forward to the Regional Transport Committee to assist that committee in developing the Wellington Regional Land Transport Plan.
- 2.12 Ensure that the Committee's decision-making:
 - a Considers climate change-related risks (mitigation and adaptation)
 - b Is consistent with Council's plans and initiatives to give effect to Council's declaration of a climate emergency on 21 August 2019, including agreed emissions reduction targets.
- 2.13 Advocate:
 - a For the alignment of initiatives across the Wellington Region with transport implications, including for spatial planning and land use planning
 - b To support the Wellington Region's territorial authorities in their traffic resolution processes that reallocate road space for public transport and active modes.
- 2.14 Review, after each Public Transport Advisory Group meeting, a written report of the business conducted at that meeting.

3 Delegations

- 3.1 Subject to sections 3.3 to 3.7, Council delegates to the Committee all the powers, functions and duties necessary to perform the Committee's responsibilities (except those that must not be delegated, have been retained by Council, have been delegated to another committee, or have been delegated to the Chief Executive).
- 3.2 The Committee has the authority to approve submissions to external organisations for matters pertaining directly to the Committee's purpose.
- 3.3 The Committee may make decisions on matters with a financial impact only where the related costs are:
 - a Budgeted for in the relevant business group's budget
 - b Not budgeted for in the relevant business group's budget, but can be met from savings within that budget.
- 3.4 Where the Committee considers a decision with a material financial impact is needed¹, the Committee must refer the matter to Council for its decision.

¹ That is, where savings are identified from other business groups' budgets to meet the related costs; or no savings are identified across Greater Wellington's overall budget to meet the related costs.

- 3.5 The Committee may not make a decision that is materially inconsistent with Council's Annual Plan or Long Term Plan.
- 3.6 Where a matter proposed for consideration by the Committee (including during the development of proposed Greater Wellington plans and policies) is of strategic importance to the Wairarapa Constituency, that matter shall first be referred to the Wairarapa Committee or its members for their consideration.
- 3.7 The Committee shall ensure that it acts under the guidance of the Memorandum of Partnership in working with Greater Wellington's mana whenua partners of the Wellington Region to ensure effective Māori participation in the Committee's deliberations and decision-making processes.

4 Members

- 4.1 All thirteen Councillors.
- 4.2 The Chair of the Public Transport Advisory Group.

5 Voting entitlement

The Chair of the Public Transport Advisory Group member sits at the table and has full speaking rights, but has no voting rights at any Committee meeting.

6 Quorum

Seven Committee members.

Transport Committee

Thursday 14 September 2023, 10.00am

Committee Room, Greater Wellington Regional Council, 34 Chapel St, Masterton

Public Business

No.	Item	Report	Page
1.	Apologies		
2.	Conflict of interest declarations		
3.	Public participation		
4.	Confirmation of the Public minutes of the Transport Committee meeting on Thursday 17 August 2023	23.400	6
5.	Update on Progress of Action Items from Previous Transport Committee Meetings – September 2023	23.448	10
6.	Submission on the Draft Government Policy Statement	23.419	17
7.	Release of Report into KiwiRail’s handling of recent disruptions to passenger services	23.463	28
8.	Trial of Articulated Buses on Route 2	23.413	37
9.	Rail Partnering Contract – extension of term	23.422	89
10.	2023 Metlink Customer Satisfaction Survey Results	23.309	96
11.	Reinstatement of Bus suspended services – progress	23.416	109
12.	Public Transport Performance – July update	23.417	113
13.	Transport Operator update – Transdev	23.418	134



Please note these minutes remain unconfirmed until the Transport Committee meeting on 14 September 2023.

Report 23.400

Public minutes of the Transport Committee meeting on Thursday 17 August 2023

Taumata Kōrero – Council Chamber, Greater Wellington Regional Council
100 Cuba Street, Te Aro, Wellington at 9.36am.

Members Present

Councillor Nash (Chair)
Councillor Woolf (Deputy Chair)
Councillor Bassett
Councillor Connelly
Councillor Duthie
Councillor Gaylor
Councillor Kirk-Burnnand
Councillor Laban
Councillor Lee
Councillor Ponter
Councillor Ropata (until 11.18am and from 11.21am)
Councillor Saw
Councillor Staples
Andrew Lensen

Karakia timatanga

The Committee Chair opened the meeting with a karakia timatanga.

Public Business

1 Apologies

There were no apologies.

2 Declarations of conflicts of interest

There were no declarations of conflicts of interest.

3 Public participation

Simon Perry, Wellington NZ spoke to the FIFA Women's World Cup 2023.

Naomi Shaw, Hutt City Council spoke to incentivising Stokes Valley residents to start using public transport in order to decrease the amount of congestion on the road.

Noted: The Committee requested information regarding the amount of cycle storage available across the Hutt Valley rail and bus network.

4 Confirmation of the Public minutes of the Transport Committee meeting of 22 June 2023 - Report 23.294

Moved: Cr Saw / Cr Ropata

That the Committee confirms the Public minutes of the Transport Committee meeting of 22 June 2023 - Report 23.294 as corrected.

The motion was **carried**.

Noted: minor spelling mistakes were corrected.

5 Update on Progress of Action Items from Previous Transport Committee Meetings – August 2023 – Report 23.304 [For Information]

Samantha Gain, Group Manager, Metlink, spoke to the report.

Noted: The Committee requested:

- An update on Bus Replacing Trains being fitted with bike racks
- Staff to liaise with NZ Bus on why they are unable to provide a double decker bus for the Eastbourne route with multiple students standing on the motorway.

The Chair advised the Committee that priority would be given to the following agenda items in accordance with Standing Order 3.5.2:

- Agenda item 8 – 2024 Accessibility Action Plan: Overview – Report 23.310
- Agenda item 10 – Land Transport Management (Regulation of Public Transport) Amendment Bill 2023 – update – Report 23.359
- Agenda item 9 – Paper Ticket Heritage Project – Report 23.316
- Agenda item 7 – Public Transport Advisory Group Meeting – 3 August 2023 – Report 23.311

8 2024 Accessibility Action Plan: Overview – Report 23.310 [For Information]

David Boyd, Manager, Customer Experience, spoke to the report.

Noted: The Committee requested information on increasing the presence of staff at rail stations in order to provide users of public transport with network information and to discourage anti-social behaviour.

10 Land Transport Management (Regulation of Public Transport) Amendment Bill 2023 – update – Report 23.359 [For Information]

Emmet McElhatton, Manager Policy, spoke to the report.

9 Paper Ticketing Heritage Project – Report 23.316 [For Information]

Bernard Nunns, Policy Advisor, spoke to the report.

7 Public Transport Advisory Group Meeting – 3 August 2023 – Report 23.311 [For Information]

Andrew Lensen, Chair of Public Transport Advisory Group, spoke to the report.

Noted: The Committee requested a workshop to discuss policing versus educating approaches to prevent anti-social behaviour on public transport.

The meeting adjourned at 10.50am and resumed at 11.11am.

6 Delivery of Wellington Regional Public Transport Plan – Update – Report 23.307 [For Information]

Samantha Gain, Group Manager, Metlink, spoke to the report.

Councillor Ropata departed the meeting at 11.18am during the above item.

11 Frontline Public Transport Staff Workforce Issues – Update – Report 23.314 [For Information]

Melissa Anderson, Senior Manager Operations and Partnerships, spoke to the report.

Noted: The Committee requested the performance update includes the number of bus drivers operating versus the number required.

Councillor Ropata returned to the meeting at 11.21am during the above item.

12 Public Transport Performance – June Update – Report 23.313 [For Information]

Melissa Anderson, Senior Manager Operations and Partnerships, spoke to the report.

13 Public Transport Operator update - Uzabus – Report 23.315 [For Information]

Justin Allan, Company Director, Uzabus, spoke to the report.

The Committee acknowledged the work of Melissa Anderson, Senior Manager Operations and Partnerships and wished her well in her new role.

Karakia whakamutunga

The Committee Chair closed the meeting with a karakia whakamutunga.

The meeting closed at 12.04pm

Councillor T Nash

Chair

Date:

Transport Committee
14 September 2023
Report 23.448



For Information

UPDATE ON PROGRESS OF ACTION ITEMS FROM PREVIOUS TRANSPORT COMMITTEE MEETINGS – SEPTEMBER 2023

Te take mō te pūrongo

Purpose

1. To update the Transport Committee (the Committee) on the progress of action items arising from previous Committee meetings.

Te horopaki

Context

2. Items raised at Committee meetings that require actions from officers, are listed in the table of action items from previous Transport Committee meetings ([Attachment 1 – Action items from previous Transport Committee meetings – September 2023](#)). All action items include an outline of the current status and a brief comment.

Ngā hua ahumoni

Financial implications

3. There are no financial implications from this report, but there may be implications arising from the actions listed.

Ngā tūāoma e whai ake nei

Next steps

4. Completed items will be removed from the action items table for the next report. Items not completed will continue to be progressed and reported. Any new items will be added to the table following this Committee meeting and circulated to the relevant business group/s for action.

**Ngā āpitihanga
Attachment**

Number	Title
1	Action items from previous Transport Committee meetings – September 2023

**Ngā kaiwaitohu
Signatory**

Approver	Samantha Gain – Kaiwhakahaere Matua Waka-ā-atea Group Manager Metlink
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<p style="text-align: center;">He whakarāpopoto i ngā huritaonga Summary of considerations</p>
<p><i>Fit with Council’s roles or with Committee’s terms of reference</i></p> <p>The action items are of an administrative nature and support the functioning of the Committee.</p>
<p><i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i></p> <p>Action items contribute to Council’s or Greater Wellington’s related strategies, policies and plans to the extent identified in Attachment 1.</p>
<p><i>Internal consultation</i></p> <p>There was no additional internal consultation in preparing this report and updating the action items.</p>
<p><i>Risks and impacts - legal / health and safety etc.</i></p> <p>There are no known risks or impacts.</p>

Attachment 1 to Report 23.448

Action items from previous Transport Committee meetings

Date	Action item	Status and comment
16 February 2023	<p>Transport Committee Update – Public Participation</p> <p>Noted:</p> <p>The Committee requested a report on East/West connectivity of public transport.</p>	<p>Status:</p> <p>Not started</p> <p>Comment:</p> <p>This work will be undertaken when network stability has been achieved</p>
4 May 2023	<p>Transport Committee Update – Report 23.139</p> <p>Noted:</p> <p>The Committee requested information on the number of drivers required to be able to use Metlink branded buses for bus replacing train services</p>	<p>Status:</p> <p>Under consideration</p> <p>Comment:</p> <p>This figure is difficult to determine due to the nature of BRT services (planned and unplanned)</p>
22 June 2023	<p>Public Transport On-Demand Review – Report 23.229</p> <p>Noted:</p> <p>The Committee requested that a matrix be prepared with criteria for assessing future Public Transport On-Demand options, including population density, demographics, topography, value of money.</p>	<p>Status:</p> <p>Under consideration</p> <p>Comment:</p> <p>As part of the national operational policy development workstream to implement the Government’s Sustainable Public Transport Fund, Waka Kotahi is currently developing national guidance on criteria for assessing On-Demand PT opportunities. Draft guidance to date indicates a ‘business case light’ approach will be required from PTA and will require a range of criteria to be factored including those discussed at Committee.</p>

Attachment 1 to Report 23.448

Action items from previous Transport Committee meetings

<p>22 June 2023</p>	<p>Transport Officers – Report 23.230</p> <p>Noted:</p> <p>The Committee requested that it receives regular reports on fare leakage, including total number of fines issued, number of fines issued by individual transport officers, and by route.</p>	<p>Status:</p> <p>Under development</p> <p>Comment:</p> <p>Transport Officer Team is currently being recruited; training aimed to be completed with Network presence commencing Nov/Dec 2023.</p>
<p>17 August 2023</p>	<p>Public participation</p> <p>Noted: The Committee requested information regarding the amount of cycle storage available across the Hutt Valley rail and bus network.</p>	<p>Status:</p> <p>Completed</p> <p>Comment:</p> <p>Currently there are 182 bike parking spaces available at Hutt Valley (within Lower Hutt) rail stations, with every station in the Hutt Valley having some form of bike parking. Further details are available within the Bikes on Rail July 2023 Report.</p> <p>It is proposed to install an additional 16 bike parks at Taita Station in the 2023/24 FY. A further network wide review is being carried out for all stations to determine whether additional capacity or types of bike parking should be provided at stations.</p>
	<p>Update on Progress of Action Items from Previous Transport Committee Meetings – August 2023 – Report 23.304</p> <p>Noted: The Committee requested:</p>	

Attachment 1 to Report 23.448

Action items from previous Transport Committee meetings

	<ul style="list-style-type: none"> An update on Bus Replacing Trains being fitted with bike racks 	<p>Status: Underway</p> <p>Comment: We are aware that where BRT is provided by NCS they have been swapping out the racks to new ones which are aligned with those on the Metlink fleet. This means that future NCS services will be with bike racks attached. We have started receiving from Transdev a weekly review including vehicles supplied and bike racks attached.</p>
	<ul style="list-style-type: none"> Staff to liaise with NZ Bus on why they are unable to provide a double decker bus for the Eastbourne route with multiple students standing on the motorway. 	<p>Status: Completed</p> <p>Comment: In June, Metlink asked the operator NZ Bus to increase capacity on this service, but the operator did not have a double decker bus available as they were scheduled elsewhere.</p> <p>Note that In January 2024, the operator will be making a large tranche of changes and will provide a double decker for the 3.25pm service when school term one commences.</p> <p>In the meantime, passengers concerned about loading on the 3.25pm bus can wait for the 3.40pm service, which load monitoring shows almost always has spare seats when joining the motorway at Thorndon.</p>

Attachment 1 to Report 23.448

Action items from previous Transport Committee meetings

	<p>2024 Accessibility Action Plan: Overview – Report 23.310</p> <p>Noted: The Committee requested information on increasing the presence of staff at rail stations in order to provide users of public transport with network information and to discourage anti-social behaviour.</p>	<p>Status: In progress</p> <p>Comment: This information will be provided as part of an upcoming workshop (see below).</p>
	<p>Public Transport Advisory Group Meeting – 3 August 2023 – Report 23.311</p> <p>Noted: The Committee requested a workshop to discuss policing versus educating approaches to prevent anti-social behaviour on public transport.</p>	<p>Status: In progress</p> <p>Comment: A workshop on this matter has been scheduled for 19 October 2023.</p>
	<p>Frontline Public Transport Staff Workforce Issues – Update – Report 23.314</p> <p>Noted: The Committee requested the performance update includes the number of bus drivers operating versus the number required.</p>	<p>Status: Completed</p> <p>Comment: Driver resource numbers are included in Report 23.416 <i>Reinstatement of bus suspended services – progress</i> and Attachment 1 to Report 23.417 <i>Public Transport Performance – July update</i>.</p>

Transport Committee
14 September 2023
Report 23.419



For Decision

SUBMISSION ON THE DRAFT GOVERNMENT POLICY STATEMENT

Te take mō te pūrongo

Purpose

1. For the Transport Committee (the Committee) to adopt its submission on the Draft Government Policy Statement.

He tūtohu

Recommendations

That the Committee:

1. **Adopts** its submission on the Draft Government Policy Statement (Attachment 1).
2. **Authorises** the Committee Chair to approve minor editorial changes for the purpose of finalising the submission.

Te tāhū kōrero

Background

2. The Government has released the draft Government Policy Statement on Land Transport (Draft GPS) 2024 for consultation. The Draft GPS is available on the Ministry of Transport's website: (<https://www.transport.govt.nz/assets/Uploads/Draft-Government-Policy-Statement-on-land-transport-2024.pdf>)
3. The Draft GPS is the Government's strategy for investing in the land transport system. It outlines what the Government wants to achieve in land transport, and how it expects funding to be allocated from the National Land Transport Fund (NLTF) across different types of activities (for example road maintenance, public transport, walking and cycling).
4. Each GPS sets out the priorities for the following 10-year period and is reviewed and updated every 3 years.
5. The GPS is a key document that informs the development of the Regional Land Transport Plans. The Wellington Regional Transport Committee (the RTC) is also planning to a submission on the Draft GPS.
6. The GPS will be finalised post the general election, so it is still subject to change. It will likely be finalised in late 2023/early 2024.

Overview of Draft GPS

Funding

7. The Draft GPS proposes an increase of 50% to the funding available for public transport services over the next 3 years, when compared to the 3-year GPS starting in 2021.
8. The Draft GPS also introduces a new activity class for inter-regional public transport that will enable wider partnership and improve the inter-regional passenger transport network. This includes funding for the Capital Connection service.
9. The Draft GPS sets out 14 projects that are strategically important for the development of New Zealand's transport system in the coming decades. The Strategic Investment Programme (SIP) includes:
 - a Warkworth to Whangārei – State Highway 1, including:
 - i Te Hana to Brynderwyns
 - ii Warkworth to Wellsford
 - iii Whangārei to Brynderwyns
 - b Auckland Northwest Rapid Transit
 - c Auckland rail third and fourth Mains Expansion
 - d Avondale to Onehunga rail link
 - e Auckland and Wellington Metropolitan Level Crossing Upgrade and Removal Programme
 - f Cambridge to Piarere – State Highway 1
 - g Tauranga to Tauriko – State Highway 29
 - h Wellington CBD to Airport – State Highway 1 – Second Mount Victoria Tunnel and Upgrades to Basin Reserve/Arras Tunnel
 - i Wellington CBD to Island Bay – Mass Rapid Transit
 - j Napier to Hastings – State Highway 2
 - k Christchurch Northern Link – State Highway 1
 - l Nelson – Hope Bypass – State Highway 6
 - m Nelson (Rocks Road) shared path – State Highway 6
 - n Ashburton Bridge – State Highway 1.

Te tātaritanga

Analysis

Funding

10. The Draft GPS sets out the total revenue to be allocated to the NLTF over the next ten years.
11. Staff are supportive of the decisions to increase public transport funding and to introduce a new activity class for inter-regional public transport.

12. Staff are concerned about the funding pathway proposed in the Draft GPS. While the increase in NLTF funding proposed between 2024/25 and 2026/27 is encouraging, there is a significant drop from \$7.75 billion in 2026/27 back to \$5.4 billion in 2027/28 which creates uncertainty around the sustainability of funding.
13. Given that the Draft GPS is silent on when the major projects in the SIP will commence and require funding, more consideration should be given to long term continuation of NLTF funding levels. Significant public transport growth will also result in a significant increase in ongoing baseline operating costs, which need to be accommodated alongside one-off special investments.
14. Staff are also concerned about the level of debts proposed over the next three years in the Draft GPS and the flow on effect for future National Land Transport Funding.
15. The draft submission on the Draft GPS ([Attachment 1](#)) outlines these concerns in more detail.
16. How much funding the Greater Wellington region will be allocated from the NLTF will not be known until the National Land Transport Plan is finalised by Waka Kotahi in mid-2024.

Strategic Investment Programme

17. Officers note that only two Wellington based projects have been included in the SIP. No roading or public transport projects from elsewhere in the Greater Wellington region have been included in the SIP.
18. While this is disappointing, the two projects included in the Draft GPS are critical projects that improve both the roading and public transport infrastructure in Wellington.
19. The project to develop mass rapid transit (MRT) from Wellington CBD to Island Bay shows an important recommitment to Let's Get Wellington Moving's MRT project which will increase public transport capacity and improve strategic access to key regional destinations (including Wellington Hospital).

Rail Network

20. Staff are concerned that the Draft GPS does not provide sufficient funding for the Rail Network and specifically the Public Transport Infrastructure Activity Classes, where the NLTF should be funding the backlog renewals to the rail network. We note that KiwiRail have a significant back log of renewals that are needed on the Wellington Metro Rail Network – noting the Crown's commitment in 2009, as part of the Metropolitan Rail Operating Model, to lift the rail network to an agreed serviceable standard has yet to be delivered.
21. The 30-year Wellington Strategic Rail Plan has shown that approximately \$5.0 billion to \$7.8 billion of investment will be required in the Wellington Rail Network to deliver the desired national and regional outcomes – in particular, increasing active mode and public transport mode shift, reducing carbon emissions, and reducing passenger vehicle distance travelled, all while the population increases by 35%.
22. Staff note network improvements include network resilience and operational flexibility upgrades, Network Capacity upgrades (for example duplication of track between

Pukerua Bay and Paekākāriki, and a fourth main into Wellington Station to enable operational separation of the Hutt and Kāpiti Lines, Network re-signalling to improve safety and network capacity system).

23. Delivering this extent of investment should not fall on the rate payers of Greater Wellington but on the Crown through the NLTF or direct Crown investment.

Ngā hua ahumoni Financial implications

24. There are no funding implications relating to the decision to approve a submission.

Ngā Take e hāngai ana te iwi Māori Implications for Māori

25. Staff do not consider that the submission on the Draft GPS disproportionately affect Māori.
26. Staff recognise the positive impacts that the Draft GPS is intended to have overall for all communities.

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

27. One of the strategic priorities set out in the Draft GPS is reducing emissions from the transport sector. Staff strongly support this being a strategic priority as this should be included in future iterations of the GPS.
28. However, we note that the SIP includes numerous large projects focused on State Highways.
29. Given the strategic priority of reducing emissions and the importance of reducing vehicle kilometres travelled (VKT) to achieve national and sub-national emissions reduction targets, in the draft submission attached, we have suggested that the SIP should consider how the strategic projects identified could affect transport emissions and VKT on completion, and (where applicable) comment on how any projected increase in emissions or VKT would be expected to be mitigated.

Ngā tikanga whakatau Decision-making process

30. The matters requiring decision in this report were considered against the decision-making requirements of Part 6 and Clause 31 of Schedule 7 of the Local Government Act 2002.

Te hiranga Significance

31. Staff considered the significance (as defined by Part 6 of the Local Government Act 2002) of the matters for decisions, taking into account Council's *Significance and*

Engagement Policy and Greater Wellington's *Decision-making Guidelines*. Officers consider that these matters are of low significance, due to their administrative nature.

Te whakatūtakitaki

Engagement

32. No external engagement was undertaken in the preparation of the submission.

Ngā tūāoma e whai ake nei

Next steps

33. Subject to the incorporation of any additions or amendments determined by the Committee, the finalised submission will be lodged with the Ministry of Transport.

Ngā āpitihanga

Attachment

Number	Title
1	Draft submission on the Draft Government Policy Statement

Ngā kaiwaitohu

Signatories

Writer	Scott Walker – Senior Policy Advisor, Policy
Approvers	Tim Shackleton – Senior Manager Commercial, Strategy & Investment Samantha Gain – Kaiwhakahaere Matua Waka-ā-atea Group Manager Metlink

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council's roles or with Committee's terms of reference</i> The Transport Committee's Terms of Reference provide for the Committee to consider regional, national and international developments; emerging issues and impacts; and changes in the legislative frameworks for their implications for transport strategies, policies, plans, programmes, initiatives and indicators.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> The Government Policy Statement is a key document that informs the development of the Regional Land Transport Plans.
<i>Internal consultation</i> Regional Transport was consulted in the preparation of the draft submission.
<i>Risks and impacts - legal / health and safety etc.</i> There are no risks associated with the Committee adopting the proposed submission.



Greater Wellington Regional Council submission to the Ministry of Transport regarding the Draft Government Policy Statement on Land Transport 2024/2025 – 2033/34

Greater Wellington Regional Council (Greater Wellington) welcomes the opportunity to provide comments on the Ministry of Transport's (MoT) Draft Government Policy Statement on Land Transport 2024/2025 – 2033/34 (Draft GPS).

We note that our submission is focused directly on providing feedback at a high level on the issues that directly impact Greater Wellington.

However, Greater Wellington supports the submission made by the Wellington Regional Transport Committee.

Who is Greater Wellington?

Greater Wellington represents a region that makes up three percent of New Zealand's total land area, covering 8,111km of the lower North Island. The nonurban environment comprises approximately 80 percent of the region and approximately 525,000 people call this great Wellington Region home. The northern boundary extends from north of Ōtaki on the west coast across to north of Castlepoint on the east coast. We have a coastal marine area of 7,867km with almost 500km of coastline and 320km of rivers and waterways.

At Greater Wellington, our role is to work together for the greater environmental good to create an extraordinary region with a thriving environment, connected communities, and a resilient future. Greater Wellington is guided by legislation, including the Local Government Act 2002 (LGA) which directs local authorities to meet the current and future needs of communities for good-quality infrastructure, services, and performance of regulatory functions, in a way that is most cost effective for households and businesses.

Greater Wellington has roles in the following areas:

- Leadership in responding to climate change
- Working with our mana whenua partners
- Provision and management of regional infrastructure and services including flood protection assets to protect urban populations and productive rural land; management of regional parks; harbour management and navigational safety
- Sustainable management of natural and physical resources (land, air, biodiversity, and water) and control of pests to protect the resources on which our primary sector, export economy and quality of life are based
- Design and delivery of Metlink public transport services to the regional population; as well as owning the train fleet and maintaining public transport assets including railway stations, bus and ferry shelters, signs, and Park & Ride facilities

Strategic Priorities

Greater Wellington believes the six strategic priorities outlined in the Draft GPS 2024 broadly align with the transport investment priorities for the Wellington region. We welcome the renewed emphasis on **maintaining and operating the system** and **increasing resilience**. It is essential that our transport system is resilient enough to endure the challenges of natural hazards and extreme weather events, and that our territorial authorities are resourced to meet these challenges and ensure our region stays connected.

We strongly support the priority of **reducing emissions**. In August 2019, Greater Wellington joined a growing community around the world by declaring a climate emergency. As part of this response, Greater Wellington set an ambitious target to be carbon neutral by 2030, which in this case means we will reduce our carbon emissions and balance the remaining emissions by establishing new forests. Alongside carbon neutrality, Greater Wellington set an even more ambitious target to be climate positive by 2035, meaning we will remove more carbon emissions from the atmosphere than we emit.

We support the continued focus on **safety** as our region works towards achieving the Government road safety targets. We support the focus on **sustainable urban and regional development**. Prioritising sustainable urban and regional development is important to ensure alignment and integration with other regional projects underway through the Urban Growth Agenda, the National Policy Statement for Urban Development, and the forthcoming Future Development Strategy.

Finally, we support the priority of an **integrated freight system**. Given the significant contribution that freight makes to transport emissions, we agree with the importance of working towards greater mode choice and efficiency through more integrated networks so that freight is carried via the most carbon-efficient mode and route.

Strategic Investment Programme and Government Priorities

Greater Wellington broadly supports the Strategic Investment Programme (SIP) and agrees that the SIP identifies projects in the region that are strategically important to improve access to key regional destinations. The project to develop mass rapid transit (MRT) from Wellington CBD to Island Bay shows important recommitment to Let's Get Wellington Moving's MRT project in the RLTP 2021-31, which will increase public transport capacity and improve strategic access to key regional destinations (including Wellington Hospital).

We note that the SIP includes several projects focused on state highways. Given the strategic priority of reducing emissions and the importance of reducing vehicle kilometres travelled to achieve national and sub-national emissions reduction targets, Greater Wellington suggests that the SIP should consider how the strategic projects identified could affect transport emissions and Vehicle Kilometres Travelled (VKT) on completion, and (where applicable) comment on how any projected increase in emissions or VKT would be expected to be mitigated.

Funding

Greater Wellington submits that it is concerned about the funding pathway proposed in the Draft GPS. While we welcome the increase in NLTF funding proposed between 2024/25 and 2026/27, we are concerned about the revenue drop off after this period. Table 3 in the Draft GPS shows a significant drop from \$7.75 billion in 2026/27 back to \$5.4 billion in 2027/28.

Table 3: National Land Transport Fund expected revenue 2024/25 to 2029/30

	2024/25 \$m	2025/26 \$m	2026/27 \$m	2027/28 \$m	2028/29 \$m	2029/30 \$m
NLTF revenue	6,200	6,800	7,750	5,400	5,450	5,500

Greater Wellington note that given the uncertainty in when the major projects in the SIP will commence and require funding, more consideration should be given to smoothing NLTF funding over the next 10 years rather than focusing on a short-term funding spike over the next three years.

Greater Wellington is also concerned about the level of debts proposed over the next three years and the flow on effect for outyears. Table 7 in the Draft GPS shows the proposed investment by activity class in the next three years (2024/25 to 2026/27) and then the next seven years (2027/28 to 2033/34).

Table 7: Total land transport investment⁶

Activity Class	2024/25-2026/27						2027/28-2023/34					
	NLTF \$m		Crown \$m		Total \$m		NLTF \$m		Crown \$m		Total \$m	
	Lower	Upper					Lower	Upper				
Public transport services	1,920	2,800	773	2,693	3,573	6,540	9,530	1,084	7,624	10,614		
State highway maintenance	3,010	4,600	-	3,010	4,600	9,070	13,870	-	9,070	13,870		
Local road maintenance	2,350	3,520	-	2,350	3,520	6,950	10,390	-	6,950	10,390		
Investment management	205	265	-	205	265	555	695	-	555	695		
Rail network	503	1,508	3,355	3,858	4,863	840	4,030	138	978	4,168		
Public transport infrastructure	1,710	3,180	1,326	3,036	4,506	3,440	6,200	76	3,516	6,276		
State highway improvements	3,360	4,660	1,793	5,153	6,453	1,400	3,500	326	1,726	3,826		
Local road improvements	460	1,210	203	663	1,413	1,210	2,960	68	1,278	3,028		
Safety	1,530	1,830		1,530	1,830	3,760	4,460		3,760	4,460		
Walking and cycling improvements	500	1,000	-	500	1,000	1,350	2,290	-	1,350	2,290		
Coastal shipping	45	60		45	60	105	140	-	105	140		
Inter-regional public transport	60	150		60	150	-	-	-	-	-		
Other												
Debt and PPP repayments	2,748	2,748		2,748	2,748	6,864	6,864		6,864	6,864		
Unallocated revenue ⁶	2,376	n/a		2,376	n/a							
Crown expenditure that doesn't map to an Activity Class e.g., regulatory, clean car discounts, etc			147	147	147			83		83		
Totals	20,777	27,531	7,597	28,374	35,128	42,084	64,929	1,774	43,775	66,703		

⁶Based on BEFU 2023 NLTF revenue forecasts.

Debt and PPP repayments increase from ~\$2.75 billion (7.8% of the upper funding level) for the first three years of the Draft GPS to ~\$6.86 billion (10.3% of the upper funding level) for the next seven years. This is a significant increase in debt servicing that results in roughly \$1 billion in NLTF funding per year being spent on repaying loans over the last seven years of the Draft GPS.

The draft GPS does not address this issue or outlines what risks this poses to future NLTF periods given the ambitious new Strategic Investment Programme projects that will stretch across multiple NLTF periods and the increased importance of funding additional public transport services to decrease VKT and help deliver emission reductions from the transport sector that the Government is seeking.

Greater Wellington is concerned that this may lead to increased pressure on local and regional councils to increase their funding shares for public transport services, new and improved local roading projects, improving resiliency of local transport networks and maintaining existing local roads.

Most local and regional councils operate in constrained financial environments and do not have the ability to redirect more funding into the transport activities outlined above. We believe that the level of loans being provided to Waka Kothai needs to be considered carefully to ensure that the debt servicing does not impact on the ability of the NLTF to meet future funding needs beyond the next three years.

Greater Wellington has concerns about the hypothecation of traffic infringement fee revenue. The Draft GPS does not provide a forecast of this revenue and does not discuss any risk associated with hypothecating this revenue. Greater Wellington believes there is a risk that hypothecating this revenue may introduce some perverse incentives into an activity that at its core is fundamentally about improving safety and natural justice instead of raising revenue for the NLTF. It is not clear from the Draft GPS if this risk has been considered or checked with the relevant stakeholders e.g., Ministry of Justice or the Police.

The Future of Transport Funding

As outlined above, Greater Wellington is concerned about the drop in NLTF expected revenue beginning in 2027/28, particularly when considering the level of debt that the NLTF is assuming after this triennium. We emphasise the urgency for the Government to complete a comprehensive review of the future of transport funding to smooth NLTF revenue over a longer period of time.

In considering the current constrained funding environment and as the uptake of electric vehicles increases, we endorse a future where all road users – including electric vehicle users – are paying their fair share to use the road. We support a distance-based charging system for all car users such as a universal RUC system.

Funding for rail network

Greater Wellington submits that the Draft GPS is not providing sufficient funding for the Rail Network and specifically the Public Transport Infrastructure Activity Classes, where the NLTF should be funding the backlog renewals to the rail network. We note that KiwiRail have a significant back log of renewals that are needed on the Wellington Metro Rail Network – noting the Crown's commitment in 2009, as part of the

Metropolitan Rail Operating Model, to lift the rail network to an agreed serviceable standard has yet to be delivered.

The 30-year Wellington Strategic Rail Plan has shown that approximately \$5b-\$7.8 billion of investment will be required in the Wellington Rail Network to deliver the desired national and regional outcomes – in particular, increasing active mode and public transport mode shift, reducing carbon emissions, and reducing passenger vehicle distance travelled, all while the population increases by 35%.

Greater Wellington submits that the network improvements include network resilience and operational flexibility upgrades, Network Capacity upgrades (for example duplication of track between Pukerua Bay and Paekakariki, and a fourth main into Wellington Station to enable operational separation of the Hutt and Kapiti Lines, Network resignalling to improve safety and network capacity system. Delivering this extent of investment should not fall on the rate payers of Greater Wellington but on the Crown through the NLTF or direct Crown investment.

Improving the Passenger Rail Services in Wellington is vital to delivering the outcomes sought within the GPS - failing to provide the required level of Crown investment will result in the outcomes not being achieved.

NLTF Activity Classes

Greater Wellington supports the inclusion of inter-regional public transport as an activity class that will enable wider partnership and improve the inter-regional passenger transport network. In the Wellington region, we will continue to build upon the valuable relationships that we have developed through important inter-regional projects such as the Lower North Island Rail Integrated Mobility project.

Closing comments

Greater Wellington was impressed with the overall quality of Draft GPS. It was well written and user friendly, we believe this standard should be replicated in future Draft GPS.

We are happy to discuss our submission or provide any clarification on the issues we have raised in this submission if that is useful. Please contact Scott Walker, Senior Policy Analyst, Metlink Policy at scott.walker@gw.govt.nz if you have any queries or questions about this submission.

Kind regards

Daran Ponter
Greater Wellington Regional Council Chair

Transport Committee
14 September 2023
Report 23.463



For Decision

RELEASE OF REPORT INTO KIWIRAIL'S HANDLING OF RECENT DISRUPTIONS TO PASSENGER SERVICES

Te take mō te pūrongo

Purpose

1. To advise the Transport Committee (Committee) on the recently released rapid review report into KiwiRail's handling of recent disruptions to passenger services.

He tūtohu

Recommendations

That the Committee:

1. **Endorses** the findings and recommendations of the rapid review report into KiwiRail's handling of recent disruptions to passenger services.
2. **Agrees** to participate in the governance arrangements as set out in the recommendations set out in Attachment 1 to this report.
3. **Requests** that the Council Chair advocates to Central Government that it prioritises funding and delivery of the backlog of KiwiRail renewals in order to maintain the rail network in a steady state.

Te tāhū kōrero

Background

Disruptions caused by technical issues with Track Evaluation Car

2. On 27 April 2023, KiwiRail advised Metlink that due to unforeseen technical issues with its Track Evaluation Car (EM 80) they had not been able to undertake necessary track inspections.
3. To comply with engineering standards, every four months a Track Evaluation Car is run across the Wellington network, which makes very exact measurements of the tracks – important for trains to operate safely.
4. Inspections were due on the Kāpiti Line by the start of May 2023; and the Hutt Valley and Wairarapa Lines by 7 May 2023.
5. At the time Metlink was advised of the technical issues with the Track Evaluation Car, KiwiRail considered that it could take 3-4 weeks to resolve the technical issues.

6. As a result (and due to operating requirements limited by staff safety and rostering), temporary speed restrictions (70kph) were put on the Kāpiti Line from 1 May 2023.
7. KiwiRail was able to resolve technical issues with the Track Evaluation Car earlier than expected. As a result, temporary speed restrictions were removed from 4 May 2023.

Review into KiwiRail's response

8. On 1 May 2023, the Government announced that it was launching a 'rapid review' into KiwiRail following the breakdown of critical equipment that led to major disruptions for Wellington passenger rail users.
9. The purpose of the review was to inquire whether KiwiRail is appropriately focused on the delivery of reliable commuter services, whether KiwiRail's engagement with stakeholders regarding this breakdown was adequate, to identify what changes are needed to prevent recurrence.
10. As part of the Government's Review, Metlink staff were interviewed at length; these interviews were supported through key documents and written information which were provided to the investigators.

Te tātaritanga Analysis

11. On 1 September 2023, the report on KiwiRail's handling of recent disruptions to passenger services was released.
12. The Executive Summary of the report is attached as **Attachment 1** to this report.¹

Overview of the review report's recommendations

13. Key issues raised were governance, safety, funding, and policy framework implementation. In particular:
 - a The governance arrangements of metro passenger rail services are insufficiently integrated across rail participants. It also recognised that to be successful, governance and management frameworks and practices should be developed through a customer lens with each organisation committed to continuous improvement and making changes as necessary in how they are organised to plan and deliver services.
 - b The safety standards and procedures for rail are not keeping up with the needs of the growing metro networks. Waka Kotahi NZ Transport Agency (Waka Kotahi), as the safety regulator, remains too "light touch" in its activities and a more proactive approach to risk management is required.
 - c The existing co-funding of passenger rail services by the Crown and Auckland Transport/Greater Wellington must be retained to ensure the metro services are managed with decision-making tied directly to those managing the customer experience. However, the current funding structure and allocation of central government budget for the metro rail network delivered through KiwiRail doesn't

¹ The full report can be found at <https://www.transport.govt.nz/assets/Uploads/Report-into-Rapid-Review-of-KiwiRail-Passenger-Services.pdf>

reflect the level of priority of maintaining and growing metro passenger rail services. There is misalignment between KiwiRail, Auckland Transport and Greater Wellington on service level outcomes and insufficient funding to maintain the network in a steady state. This is resulting in a higher than desirable service risk and potential safety risks when combined with the 'light touch' approach by the safety regulator.

- d The implementation of recommendations from various reviews and previous reports regarding system safety and performance remain unimplemented. This review makes over 30 recommendations that require active implementation. There are important observations and recommendations that relate to how freight services are treated, and issues elevated when compared with the higher benefit metro services.

Response to the review report

- 14. Metlink has released a statement in support of the report and its recommendations.
- 15. We note that KiwiRail has a significant back log of renewals that are needed on the Wellington Metro Rail Network – noting that the Crown's commitment in 2009, as part of the Metropolitan Rail Operating Model, to lift the rail network to an agreed serviceable standard, has yet to be delivered.
- 16. Metlink is part of a wider industry group (Metro Rail System Standing Group), which will develop a programme of work, overseen by Waka Kotahi, to address the recommendations in the review report. Note this Group is also reviewing recommendations made in the Rolling Contact Fatigue report that was undertaken by Deloitte last year.

Ngā hua ahumoni

Financial implications

- 17. There are no financial implications relating to the decisions being sought in this report.

Ngā Take e hāngai ana te iwi Māori

Implications for Māori

- 18. There are no specific implications for Māori arising from the rapid review report.

Ngā tikanga whakatau

Decision-making process

- 19. The matters requiring decision in this report were considered against the decision-making requirements of Part 6 and Clause 31 of Schedule 7 of the Local Government Act 2002.

Te hiranga

Significance

- 20. Staff considered the significance (as defined by Part 6 of the Local Government Act 2002) of the matters for decisions, taking into account Council's *Significance and*

Engagement Policy and Greater Wellington's *Decision-making Guidelines*. Officers consider that these matters are of low significance, due to their administrative nature.

Te whakatūtakitaki

Engagement

21. No external engagement was undertaken in the preparation of the submission.

Ngā tūāoma e whai ake nei

Next steps

22. Metlink will continue to work closely and collaboratively with KiwiRail on a range of upgrades to the Wellington rail network through our Future Rail work programme.

Ngā āpitihanga

Attachment

Number	Title
1	Executive Summary of Rapid Review into KiwiRail's Handling of Recent Disruptions to Passenger Services

Ngā kaiwaitohu

Signatories

Writer	David Mawson – Manager Rail Network Delivery, Assets & Infrastructure
Approvers	Fiona Abbott – Senior Manager, Assets & Infrastructure Samantha Gain – Kaiwhakahaere Matua Waka-ā-atea Group Manager Metlink

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council's roles or with Committee's terms of reference.</i> The Committee has responsibility to "consider regional, national ... emerging issues and impacts ..." specifically the regional and national issue of the breakdown of KiwiRail's Track Evaluation Car and the impacts this has on the delivery of public transport.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> The provision of public transport is a key activity in the Long-Term Plan.
<i>Internal consultation</i> No internal consultation was necessary.
<i>Risks and impacts - legal / health and safety etc.</i> There are no risks and impacts associated with the receipt of the Rapid Report.

KiwiRail's Handling of Recent Disruptions to Passenger Services

Prepared For:

Sponsoring Ministers: Transport, SOE, and Finance

Prepared by:

Rick van Barneveld and Greg Pollock

Executive Summary

This report is a Rapid Review into KiwiRail Holdings Limited's (KiwiRail) performance in managing the metropolitan rail networks in Auckland and Wellington and the New Zealand rail system.

In 2021, Government published the New Zealand Rail Plan (NRP), setting out a higher level of aspiration for rail services in New Zealand. This plan set out two investment priorities for a resilient and reliable rail network, which are to enable future growth in rail freight and to support growth and productivity in our largest cities through investment in the metropolitan rail network. This Government expects KiwiRail to deliver on these two priorities – freight and metro rail passenger services.

Rail services are delivered under a commercial and operational system, known as the Metropolitan Rail Operating Model (or MROM). Along with the Railways Act, this sets out the roles and responsibilities of a number of different rail participants. For services to be delivered to the high standard passengers expect, this framework must operate smoothly.

KiwiRail is a state-owned enterprise and is one of a number of rail participants. KiwiRail's role in the metros is as the owner and maintainer of rail network infrastructure and as the access provider. The other key participants are the public transport authorities – in this case, Auckland Transport and Greater Wellington. They own the passenger trains and contract out train operations and customer services. Auckland One Rail and Transdev Wellington are those operators, and they have long term contracts (9+ years). Finally, Waka Kotahi provides two important functions: system funding manager and safety regulator. All these parties must work seamlessly together, for safe and effective metro services to be delivered.

This rapid review follows recent disruptions to metro customer journeys that have caused Ministers' concern about the priority placed on metro passenger rail by KiwiRail.

The "EM80 incident" which prompted the review, involved the unavailability of KiwiRail's single track evaluation machine used to inspect railway tracks to identify needs for maintenance intervention or immediate repair. This led to a requirement for train speed restrictions, which in turn resulted in significant delays and disruption to passenger for several days across all rail services in Wellington.

Our review has sought to answer the Ministers' questions as defined in our Terms of Reference. We have reviewed extensive documentation and conducted in-depth interviews with key people from rail participant organisations. We present four key conclusions and recommendations for Ministers to consider.

Conclusion #1: Governance

The **governance arrangements** of metro passenger rail services are insufficiently integrated across rail participants at present. Greater integration at governance level would eliminate ongoing misalignments which put at risk the outcomes sought by the Crown, Auckland Transport and Greater Wellington. To be truly successful, the unifying concept of governance and management should be developed through a customer lens, with each organisation committed to continuous improvement and making changes as necessary in how they are organised to plan and deliver services.

We recommend that the Minister of Transport, along Sponsoring Ministers, bring together the Chairs and CEOs of each rail participant and seek their agreement and support to creating a collaborative, aligned governance group that is focussed on delivering excellent services for New Zealand's metro customers.

Conclusion #2: Safety Performance

The **safety standards and procedures** that ensure all rail users including metro passengers are kept safe do not appear to be keeping up with the needs of our growing metro networks. Waka Kotahi as the safety regulator is becoming more proactive in its activities but is still considered to take a 'light touch' approach. We have heard sufficient concern from participants that leads us to conclude the safety regulator must rapidly move to a proactive approach to ensure we further reduce the existing and emerging safety risks in metro networks.

We recommend that the Minister of Transport seek advice from the Waka Kotahi Director of Land Transport, a role with statutory independence, on any changes needed to policy, funding or other government settings to ensure it can achieve a more proactive posture within 12 months.

Conclusion #3: Funding

The existing co-funding of passenger rail services which brings together the Crown contribution and that of AT and GW, ensures the metro services are well managed locally with decision-making tied directly to those managing the customer experience. This must be retained. The current funding structure and allocation of central government budget for the metro rail network that is delivered through KiwiRail, needs to reflect a level of priority of maintaining and growing metro passenger rail services in order to deliver on the NRP.

There is however insufficient alignment between KiwiRail, AT and GW on service level outcomes and insufficient funding to maintain the network in a steady state. While the steady state funding gap is small, it results in a disproportionate level of distraction for participants. If not resolved, there is a growing risk that the Auckland metro network will not be able to support the future timetable after CRL opens. In Wellington, risks arising from unaddressed slope instability are growing, and the impact of recent climate related events highlights the urgent need to remedy these issues to avoid potentially lengthy (weeks/months) of customer service disruption.

There is a similar lack of alignment regarding the extent of the deferred renewals backlog which adds to future performance risks.

We recommend the Minister of Transport seek advice on means to re-prioritise existing funding to resolve the Auckland and Wellington network maintenance and steady state renewals funding gap to reduce the growing performance risk

Conclusion #4: Implementation

The Government has improved the policy framework through its Future of Rail reforms. As a result, the funding available for rail outcomes has increased. Metro networks, along with other parts of KiwiRail's network (e.g., plant and equipment), are benefitting from this investment. However, our review has identified a number of actions that we believe are needed to avoid incidents such as the EM80 failure from occurring again. Moreover, during the course of our review, we have identified previous reports that make important recommendations about rail system safety and performance that remain unimplemented. Specifically, there does not appear to be a comprehensive programme to implement the findings of the Auckland Rolling Contact Fatigue (RCF) review from 2022. Our review makes some similar, and some broader recommendations. The Ministry of Transport, along with rail participants, must ensure these recommendations are actioned.

Once the recommendations from our review have been accepted or otherwise by the Sponsoring Ministers, then:

We recommend that the Minister of Transport direct the Ministry to establish a programme within 30 working days to deliver and monitor the implementation of accepted

recommendations from our review, along with those of the Auckland RCF Report (2022) that remain incomplete.

In addition to these four conclusions and recommendations, we make 30+ specific recommendations to support the strengthening of the institutional arrangements, operating models and policy systems required to improve New Zealand's metro rail network and avoid incidents, such as the one experienced as a result of the EM80 unavailability. This will bring metro passenger rail to a standard that will support thriving, low-emissions communities in the urban centres of New Zealand.

We continue to be impressed by the dedication and professionalism of those rail professionals that deliver services to customers in the metros. We trust that this report will support them in further refining the system to deliver safe, reliable, on-time rail services.

Transport Committee
14 September 2023
Report 23.413



For Information

TRIAL OF ARTICULATED BUSES ON ROUTE 2

Te take mō te pūrongo

Purpose

1. To advise the Transport Committee of steps to resolve capacity issues on Route 2 and an upcoming trial of articulated buses.

Te tāhū kōrero

Background

2. Route 2 runs between Karori and Miramar/Seatoun using the Karori and Seatoun tunnels and is currently serviced by a fleet of electric large vehicles (ELVs). ELVs have a practical capacity of 68 passengers per bus.
3. Route 2 is a high frequency service, with services running as often as every 4 minutes in the morning peak and every 7.5 minutes throughout the day (until 8pm).

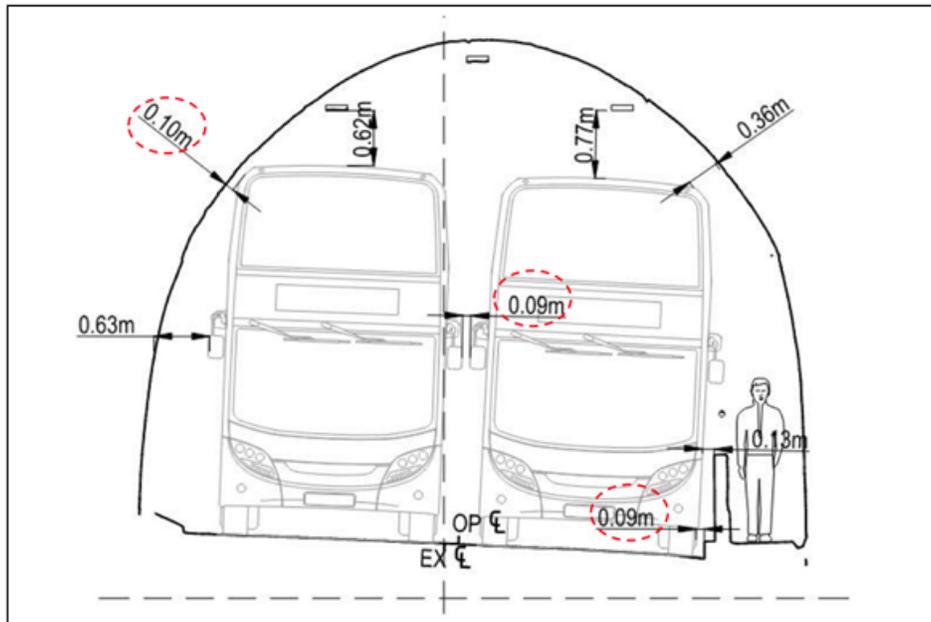
Demand

4. Route 2 is the busiest route in the Metlink public transport bus network – more than one in six people boarding a Metlink bus in Wellington City will do so on Route 2. On a typical weekday, 9,600 trips are taken along the Route 2, and 12,000 on a busy day.
5. Current demand for Route 2 has reached pre-pandemic levels. Service levels are now deteriorating as buses become full. We are aware that some passengers are left waiting while several full buses drive past them.
6. Demand is forecast to approximately double in the next 10 years.

Karori and Seatoun tunnels

7. Buses on Route 2 are required to go through Karori and Seatoun tunnels.
8. Detailed mapping of the Karori and Seatoun tunnels along Route 2 was undertaken to assess whether double decker buses could use these tunnels. This mapping confirmed that double decker buses cannot be operated safely through either tunnel as we required 400mm clearance.

Karori tunnel double decker clearance¹



Options investigated to provide additional capacity on Route 2

9. A bespoke bus guidance system was investigated to help double decker buses operate within small tolerances and to automatically lower the bus's suspension when approaching the tunnels. This would have required bespoke buses and there were concerns with the accuracy of sensors including when they are wet. The small tolerances and reliance on unproven technology would have also led to public concerns of safety.
10. Route changes to allow double decker buses to bypass the Karori tunnel have also been investigated but suitable alternatives were not found. The geographic layout of Karori means that larger vehicles rely heavily on using the Karori tunnel to provide access to the central city and that other routes are unsuitable and/or add significant delays.
11. Investigations by Metlink staff in mid-2021 indicated that articulated buses held significant promise.
12. A detailed Multi Criteria Assessment (MCA) of options to provide additional capacity on Route 2 was then undertaken by WSP. This included staff from Greater Wellington Regional Council, Wellington City Council and Let's Get Wellington Moving. A full copy of the MCA is attached as **Attachment 1** to this report.
13. Ten options (see the table below) were assessed against the following criteria: capacity provided; bus travel time; passenger comfort; community response; access during construction; road user safety; corridor clearance; regulatory implications; feasibility; delivery timeframe; depot compatibility; driver numbers; and operational challenges.

¹ Tunnel Clearance Surveys Karori, Seatoun and Mt Victoria Factual Report; BECA (for GWRC), 2021.

14. When assessed against these criteria, the articulated bus option had the highest total score and was ranked as the first choice. This applied when using both unweighted and weighted criteria.

Summary of results from Multi Criteria Assessment

Description	Total score	Unweighted ranking	Weighted ranking
Articulated bus	17	1	1
Additional peak buses from Karori	9	2=	2=
Increase frequency of Route 18	9	2=	2=
Increase frequency of Route 2	9	2=	2=
Re-route Route 2 via Kelburn Viaduct	2	5	5
Modified double deckers	-1	6	6
Re-route route 2 via Raroa Road / Aro Street	-2	7	7
Lower Karori Tunnel	-8	9=	8
Part-time one-way tunnel operation	-7	8	9
Widen Karori Tunnel	-8	9=	10

Electric articulated buses

15. Electric articulated buses have an expected capacity of 116 passengers, which is 71% more than the effective 68 passengers of an ELV. This is also higher than a double decker bus which has a capacity of 100 passengers.
16. Electric articulated buses are 18 metres long, which is 41% longer than the 12.8 metre length of an ELV bus. The turning circle of an electric articulated bus is 24 metres, which is only 4% longer than the 23 metres turning circle of an ELV.

Proposed introduction of Electric articulated buses on Route 2

17. Metlink has identified that 29 electric articulated buses will provide significant additional capacity over the current 23 ELVs. As well as future-proofing capacity on Route 2, this will take pressure off some other routes which provide capacity through Hataitai (12e, 30x, 31x, 35 and 36) and Karori (33 and 34), thereby delaying the need to increase the peak frequency on those routes.

Dependencies and related timeframes

18. There are a number of critical dependencies which need to be met before electric articulated buses can operate on Route 2, most notably:
- a infrastructure (roading) improvements
 - b depots and charging facilities being available
 - c operator and driver support
 - d funding availability for bus growth
19. Electric articulated buses will require longer bus stops. There are also some other changes to infrastructure required such as intersections. These changes will benefit all bus types, for example where ELV buses currently cross the centre line to navigate the route.

20. Many of the necessary infrastructure changes are being addressed through Wellington City Council's Transitional Cycleways projects and Let's Get Wellington Moving projects. We are liaising with these other projects to incorporate any additional changes for electric articulated buses where possible, and to identify any remaining work which will fall to Greater Wellington to implement.

Trial of articulated bus on Route 2

21. A trial using an articulated bus from Auckland² will be run over four nights in late September 2023. This trial will check the accuracy of the bus's expected path used in the infrastructure design process, against the bus's actual path in practice. This is to ensure that necessary changes have been identified in infrastructure designs.
22. The trial will be run late in the evening to avoid regular bus service times. This is to avoid disrupting those bus services (and general traffic) as the trial bus will be travelling at a very slow speed at times to provide accurate monitoring. This will minimise disruptions to other traffic. Passengers will not be able to board the bus.
23. Some parts of the route cannot be tested until infrastructure changes are made; we intend to undertake additional testing of these parts of Route 2 at a later date.

Ngā hua ahumoni

Financial implications

24. The Trial is expected to cost approximately \$65,000 and can be met from within existing budgets.
25. Subject to the investigation work supporting the feasibility of Electric Articulated Buses (EABs) on Route 2, then the cost of purchasing and operating electric buses would need to be identified and agreed with Kinetic (previously NZ Bus).
26. We expect the cost of purchasing and operating EABs to be comparable to ELVs on a per passenger basis. The higher cost to purchase and operate larger buses would be offset by fewer buses being required to meet demand.

Ngā Take e hāngai ana te iwi Māori

Implications for Māori

27. The proposal for articulated buses has been assessed against Te Whāriki (Greater Wellington's Māori Outcomes Framework). No particular implications have been identified for Māori (mana whenua and mātāwaka). The scope of this project is within an existing route corridor and will only have moderate impacts regarding the road adjustments.
28. Metlink is engaging with Greater Wellington's mana whenua partners on public transport network more broadly through the Regional Public Transport Plan. If mana whenua identifies broader interests through this plan or any other mechanism, how to best recognise these interests will be explored in partnership with them.

² Note this bus will be an older style diesel bus. Any new vehicles purchased will be modern electric vehicles.

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

- 29. Resolving capacity issues on Route 2 and meeting the forecast double in demand over the next ten years is strongly aligned with Greater Wellington’s strategic objectives relating to mode shift and climate change.
- 30. Embodied carbon has not been calculated but is likely to be comparable or lower than for ELVs, with the larger mass of the buses offset by fewer buses being required.
- 31. Introducing electric articulated buses avoids major civil works to the tunnels including the emissions that would be associated with that.

Te whakatūtakitaki
Engagement

- 32. Kinetic and Wellington City Council infrastructure staff have been engaged with regarding the trial.
- 33. We are developing a communications plan to coincide with the articulated bus being in Wellington for the trial.
- 34. An accessibility workshop will be held allowing members of the disability community to provide feedback on accessibility requirements and considerations for any eventual introduction of EABs. Co-designing vehicle configuration and features was committed to in Metlink’s Accessibility Charter.
- 35. Wider stakeholder engagement will also be identified.

Ngā tūāoma e whai ake nei
Next steps

- 36. We will continue to liaise with Wellington City Council and Let’s Get Wellington Moving on infrastructure changes along Route 2, including contributing to infrastructure designs and identifying additional infrastructure changes Greater Wellington will need to lead.
- 37. We will also continue to liaise with Kinetic (formerly NZ Bus), as the Route 2 operator, on the feasibility of introducing articulated buses. This will extend to Kinetic providing detailed costings to purchase and operate the buses and contract discussions in relation to transferring assets.
- 38. We will continue to monitor the feasibility of introducing electric articulated buses, with a view to deciding in mid-2024 whether to purchase the bus fleet if confident that infrastructure and other dependencies will be in place in time for electric buses to operate from early 2026.

Ngā āpitihanga
Attachment

Number	Title
1	Route 2 Capacity Multi Criteria Assessment

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He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council's roles or with Committee's terms of reference</i> It is appropriate that the Transport Committee receive this report as it has the specific responsibility to consider "... initiatives and indicators related to transport demand management and active mode promotion."
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> The provision of public transport is a key activity in the Long Term Plan. Ensuring that there is adequate capacity to meet patronage demand is necessary to achieve this activity.
<i>Internal consultation</i> Consultation has occurred within relevant departments in Metlink.
<i>Risks and impacts - legal / health and safety etc.</i> The Trial will be used to determine any risks and impacts related to the proposed implementation of Electric Articulated Buses on Route 2.

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Route 2 capacity improvements option assessment

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CONFIDENTIAL



Multi-criteria assessment report





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Disclaimers and Limitations

This report (**'Report'**) has been prepared by WSP exclusively for Greater Wellington Regional Council (**'Client'**) in relation to preparing a multi-criteria assessment on options to increase capacity on Route 2 (**'Purpose'**) and in accordance with the all of government consultancy services order dated 31 January 2023. The findings in this Report are based on and are subject to the assumptions specified in the Report. WSP accepts no liability whatsoever for any reliance on or use of this Report, in whole or in part, for any use or purpose other than the Purpose or any use or reliance on the Report by any third party.

In preparing the Report, WSP has relied upon data, surveys, analyses, designs, plans and other information (**'Client Data'**) provided by or on behalf of the Client. Except as otherwise stated in the Report, WSP has not verified the accuracy or completeness of the Client Data. To the extent that the statements, opinions, facts, information, conclusions and/or recommendations in this Report are based in whole or part on the Client Data, those conclusions are contingent upon the accuracy and completeness of the Client Data. WSP will not be liable in relation to incorrect conclusions or findings in the Report should any Client Data be incorrect or have been concealed, withheld, misrepresented or otherwise not fully disclosed to WSP.

Executive Summary

Route 2 which runs between Karori and Seatoun/Miramar is one of the busiest routes in the Metlink public transport network carrying almost 20% of bus boardings in Wellington city. Even with a high frequency of large buses, there is insufficient capacity on Route 2 at peak and shoulder times particularly from Karori. This is leading to longer wait times and a reduced comfort for passengers both of which negatively effect the customer experience. Without changes to the service this capacity shortfall is expected to worsen in future years as the demand for public transport is forecast to further increase.

Unlike other bus routes in the Metlink network, standard double deck buses cannot be used to increase capacity due to insufficient clearance at the Karori and Seatoun tunnels. Therefore, Metlink has engaged WSP to complete an assessment of options to increase capacity on the Route 2. The aim of the assessment is to identify a preferred options to provide enough capacity to meet forecast demand whilst also being implementable within a one-two year timeframe.

The first step in the assessment was to develop a long list of all the potential options for increasing capacity on Route 2. These were grouped as options which either modified infrastructure to provide clearance for double deck buses, those that changed the route to avoid the tunnels or those that changed the fleet type. Following a workshop with stakeholders, a short of options was agreed.

The short list of options that were considered are:

1. Widen the Karori Tunnel
2. Lower the Karori Tunnel
3. Part-time one-way operation of Karori Tunnel
4. Re-route Route 2 via Raroa Road / Aro Street (therefore avoiding Karori Tunnel)
5. Re-route Route 2 via Kelburn Viaduct (therefore avoiding Karori Tunnel)
6. Increase the frequency of express services
7. Increase frequency of Route 18
8. Increase frequency of Route 2
9. Modified double deckers
10. Articulated buses

A multi-criteria assessment (MCA) was applied to this short list of options. The assessment was made up of 13 criteria which are:

- Capacity provided
- Bus travel time
- Passenger comfort
- Community response
- Access during construction
- Road user safety
- Corridor clearance

- Regulatory implications
- Implementability
- Delivery timeframe
- Depot compatibility
- Driver numbers
- Operational challenges

Through this MCA process, the articulated bus option scored highest in both the unweighted and weighted scenario. Therefore, operating articulated buses on Route 2 is the preferred option for increasing service capacity. The advantages of articulated buses are that the higher capacity fleet reduces the number of bus drivers and peak vehicles that are required. Furthermore, articulated buses enable a walk out and catch frequency whilst avoiding a too higher frequency that would result in bus bunching.

The challenges with articulated buses is the need for longer bus stops and compatibility with bus depots. However, the Karori Transitional Cycleway project proposes longer bus stops as well as a separated cycleway in the uphill direction that would reduce the number of buses stops that would need to be altered. Articulated buses could be based out of modified existing bus depots such as Karori or at the proposed new southern bus depot.

1 Introduction

Route 2 runs between Karori and Seatoun/Miramar (Figure 1) and is one of the busiest routes in the Metlink public transport network. Over 10,000 passengers use the route daily as it serves key destinations including the CBD and Kilbirnie. The route is currently serviced by 24 large buses running at a frequency of about 7.5 minutes from/to Karori during the morning and afternoon peak times.

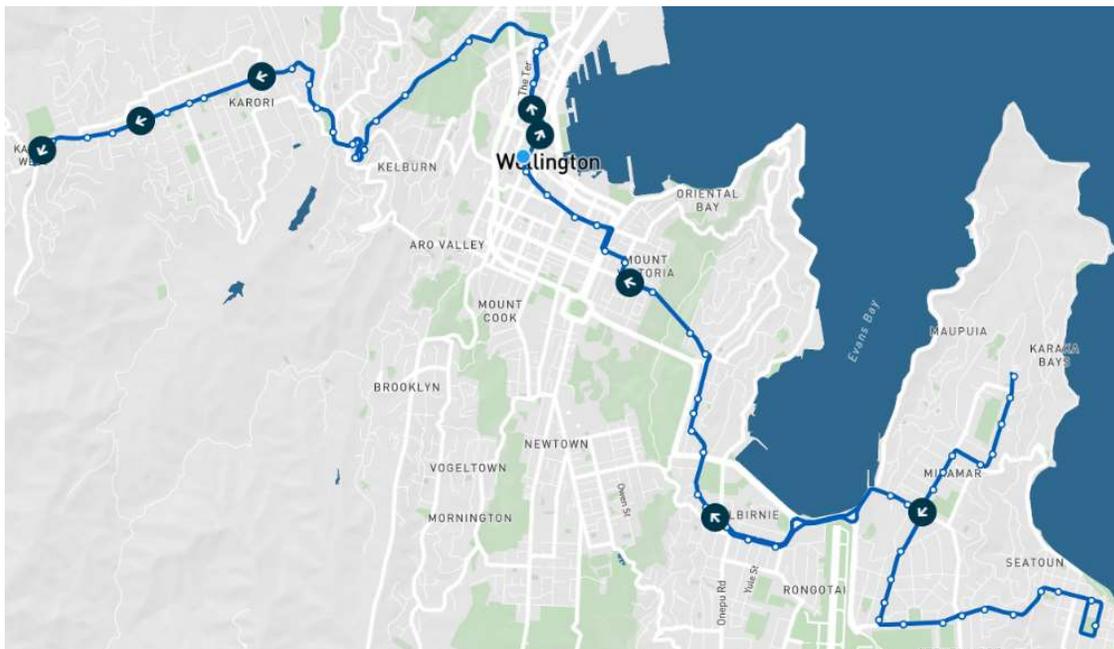


Figure 1: Map of Route 2 Karori-Seatoun/Miramar (Source: Metlink)

Route 2 frequently experiences a shortfall in capacity. Prior to the Covid-19 pandemic, about half of Route 2 services were at or above capacity, meaning that passengers were being left behind to wait for the next bus. As passenger numbers get closer to pre-pandemic levels, this capacity shortfall problem will once again become apparent. Assuming no timetable changes the forecast growth in demand will mean that by 2027 almost three-quarters of buses will be at or near capacity at peak times (Table 1).

	# of AM Peak Services above 90th %ile	% of AM peak Services above 90th %ile	# of PM Peak Services above 90th %ile	% of PM peak Services above 90th %ile	# of Services above 90th %ile	% of Services above 90th %ile*
Feb-20	15	48.4%	16	50.0%	46	23.7%
Nov-21	0	0.0%	0	0.0%	0	0.0%
Mar-22	3	7.9%	1	3.0%	4	1.6%
Mar-23	15	39.5%	8	24.2%	24	9.3%
Mar-24	19	50.0%	14	42.4%	39	15.2%
Mar-25	25	65.8%	17	51.5%	54	21.0%
Mar-26	27	71.1%	19	57.6%	60	23.3%
Mar-27	28	73.7%	23	69.7%	66	25.7%

Table 1: Number and percentage of peak time bus services at or near capacity (Source: Metlink)

Table 2 below shows how the forecast maximum load by trip from Karori during the morning peak. What can be seen is that the capacity shortfall for peak trips becomes progressively worse as demand increases in the future. Furthermore, the time of the day that buses are at or over capacity spreads into the shoulder period. In practice the shortfall in capacity may deter

customers from catching public transport that would make achieving future mode shift targets increasingly difficult.

Trip time	90th Percentile loads										
	Jul/Aug										
	2022	Mar-23	Mar-24	Mar-25	Mar-26	Mar-27	Mar-28	Mar-29	Mar-30	Mar-31	Mar-32
5:30	15	17	20	22	25	27	28	29	30	31	32
5:45	12	14	16	18	20	22	23	24	24	26	26
6:00	16	18	22	24	27	29	30	31	32	34	35
6:15	14	16	19	21	24	25	26	27	28	30	31
6:30	30	35	42	46	51	54	57	59	61	64	66
6:45	24	28	33	36	41	43	45	47	49	51	53
7:00	38	44	52	58	64	68	71	75	77	81	83
7:07	38	44	52	58	64	68	71	75	77	81	83
7:15	44	51	61	67	75	79	83	87	90	94	97
7:22	52	60	71	78	87	93	97	101	105	110	113
7:30	61	71	84	93	103	110	115	120	124	130	134
7:37	55	64	76	84	93	99	104	108	112	117	121
7:45	59	68	81	89	100	106	111	116	120	125	129
7:52	56	65	77	85	95	100	105	110	114	119	123
8:00	62	71	85	94	104	111	116	121	125	131	135
8:07	63	73	87	95	106	113	118	124	128	134	138
8:15	61	70	83	92	102	109	114	119	123	129	133
8:22	61	70	83	92	102	109	114	119	123	129	133
8:30	59	68	81	89	100	106	111	116	120	125	129
8:37	49	56	67	74	82	88	92	96	99	104	107
8:45	47	54	65	71	79	84	88	92	95	100	103
8:52	43	50	59	65	73	77	81	84	87	91	94
9:00	41	47	56	62	69	73	76	80	82	86	89
9:07	32	37	44	49	54	57	60	63	65	68	70
9:15	29	33	39	43	48	51	54	56	58	61	63
9:22	40	47	55	61	68	72	76	79	82	86	88
9:30	37	43	51	57	63	67	70	73	76	80	82
9:37	29	33	40	44	49	52	54	57	58	61	63
9:45	23	27	32	35	39	41	43	45	47	49	50
9:52	27	31	37	41	45	48	51	53	55	57	59
10:00	28	32	38	42	47	50	53	55	57	60	61
10:07	22	25	30	33	37	39	41	43	45	47	48
10:15	22	25	30	33	37	39	41	43	44	46	48
10:22	27	31	37	41	45	48	50	53	54	57	59

Table 2: Passenger loadings on Route 2 from Karori by trip forecast until 2032 (Source: Metlink)

1.1 Considerations and constraints

1.1.1 Constraints on high-frequency services

When designing a public transport service there is an optimal frequency where the service is frequent enough for customers to be able to forget the timetable but not too frequent so as to cause congestion. Figure 2 shows the relationship between departures per hour and wait time and finds that the Route 2 timetable is currently within the optimal frequency band. Therefore, if service frequency was significantly increased then further congestion would result which in turn decreases public transport travel time and reliability.

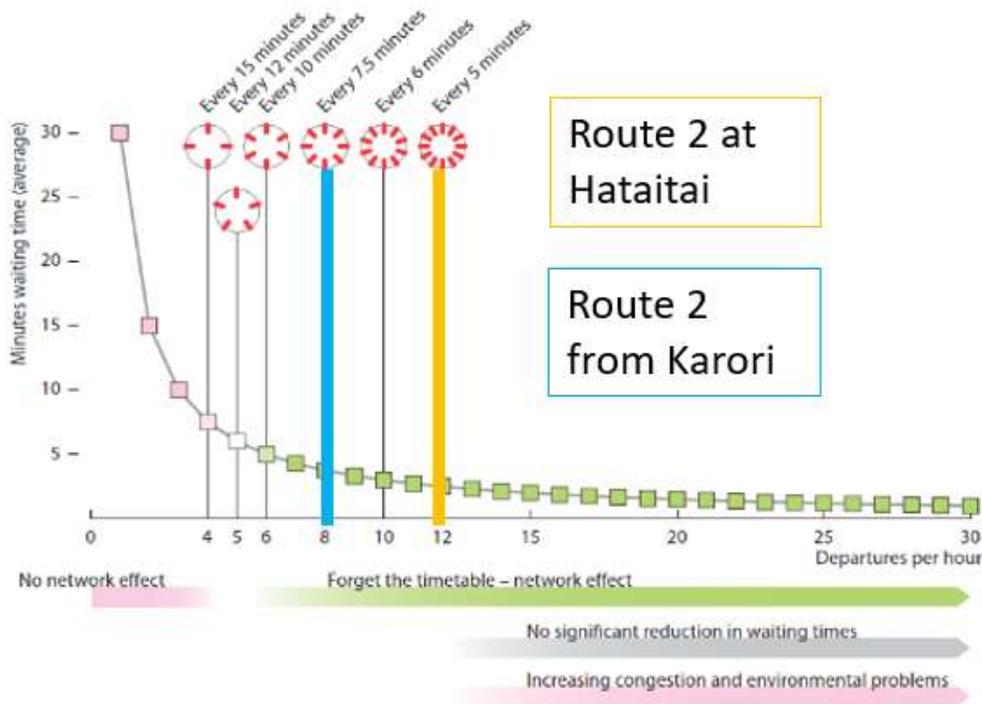


Figure 2: Relationship between bus frequency and waiting time during the morning peak

Other drawbacks from increasing service frequency on Route 2 using standard buses is increased congestion along the Golden Mile and increased delays on the Hataitai bus tunnel. Furthermore, increased service frequency would require more bus drivers at a time when bus driver shortages are a problem both in Wellington and across New Zealand. Alternatively, being able to use higher capacity buses would enable more capacity to be provided which improves the customer experience whilst avoiding the draw backs of very high service frequencies.

1.1.2 Infrastructure constraints

Metlink are unable to increase capacity on Route 2 by running standard double deck buses, because these vehicles would have insufficient clearance at the Karori and Seatoun tunnels. On behalf of Metlink, Beca undertook tunnel clearance surveys in 2021, which demonstrated the incompatibility of double deckers with the current tunnels.

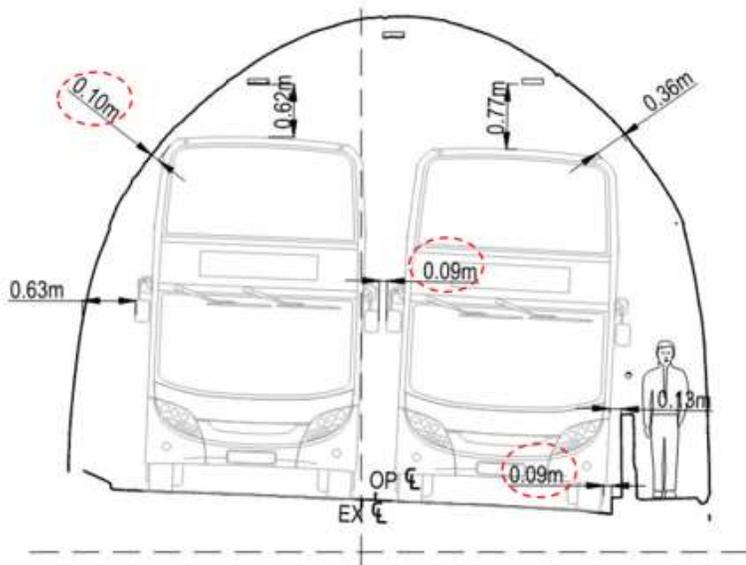


Figure 3: Karori Tunnel measurements (Source: Beca report)

Karori Tunnel is particularly constrained with a clearance of only 0.09m, compared with the typical clearance standard of 0.5m. Corners on approach to the tunnel from either end make it difficult for bus to line up straight upon entering the tunnel, further constraining the tunnel's usability for double decker buses.

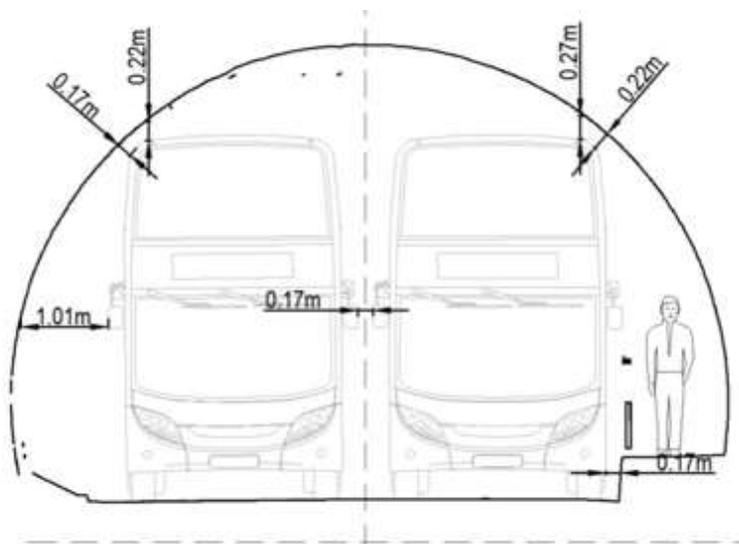


Figure 4: Seatoun Tunnel measurements (Source: Beca report)

Seatoun Tunnel is less constrained than Karori Tunnel, but with 0.17-0.22m of clearance space is still insufficient to allow two double deckers to pass one another. However additional peak time capacity is able to be provided to Miramar North and Kilbirnie via Routes 31x and 36.

1.2 Supporting programmes

1.2.1 Bus Priority Action Plan

Greater Wellington Regional Council (GWRC) and Wellington City Council (WCC) produced the Bus Priority Action Plan in 2019. The plan identified Karori Road and Glenmore Street / Bowen Street as being within the highest priority for upgrades. This represents the western end of Route 2. Improving the eastern end of the Route 2 was considered low-medium on the planning priority list.

Let's Get Wellington Moving has taken on delivery of the Bus Priority Action Plan.

Planning priority	Longer term upgrades
A	Johnsonville triangle
	Karori Road
	Glenmore & Bowen Streets
	Centennial Highway
	Newtown to city
B	Brooklyn to city
	Kilbirnie to Newtown
	Mt Cook to city
	Chaytor Street
	Kilbirnie to Hataitai
C	Kelburn to city
	Miramar to Kilbirnie
	Mt Victoria
	Seatoun to Miramar
	Ngauranga Gorge

Figure 5: Planning priority for Wellington bus routes. Source (Bus Priority Action Plan, 2019)

1.2.2 Paneke Pōneke

Wellington City Council's Bike Network Plan, Paneke Pōneke, was approved by Councillors and Waka Kotahi in 2022. Work has recently been completed on Bowen Street and the section of Glenmore Street between the Botanic Garden ki Paekākā and Bowen Street. Included in the works is a downhill bus/cycle lane which improves journey times and reliability for buses from Karori and Northland.

Planning is underway for a route from Glenmore Street to Karori Road. This project will include enhancements to bus stops such that two standard sized buses can be accommodated at each stop, with adequate entry and exit tapers. There will also be some bus stop rationalisation as part of the project.



Figure 6: Wellington City Council's Bike Network Plan

1.2.3 Let's Get Wellington Moving

Permanent changes to the road corridor to and through Karori will be considered by Let's Get Wellington Moving (LGWM) through its City Streets programme. Planning work is not expected to start until 2025, with construction from 2027.

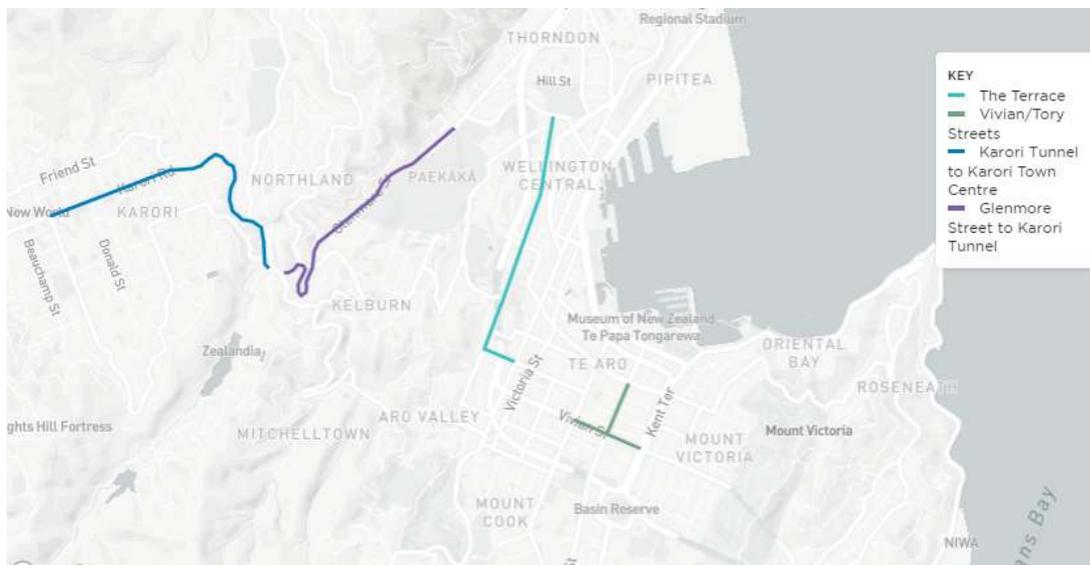


Figure 7: Phase 2 of LGWM's City Streets programme, including Glenmore Street, Chaytor Street, and Karori Road

Construction works on the Golden Mile are expected later in 2023. This will be a transformational project which will remove private vehicle traffic from the Golden Mile, with delivery vehicles allowed during certain times. Several bus stops are also being rationalised. One of the key outcomes of the project is improved bus travel times. However, corridor capacity remains highly constrained due to the width constraints on Willis Street and Manners Street.

1.3 Project objective

The objective of this project is to provide a public transport service with enough capacity to meet the forecast demand of 640 passengers per peak hour by 2025, and 710 passengers per peak hour by 2028. The service improvements should be able to be rapidly implemented (ideally within the next 1-2 years) in order to address the current capacity shortfall. The project objective guided the development and assessment of the options.

2 Long-list options

The first step in this project was to develop a long list of all the potential options to increase capacity on Route 2. These options fall into one of three categories: Infrastructure, Route, and Fleet. These options were assessed against five filtering criteria with the purpose being to quickly identify and remove those options that were not feasible. The filtering criteria that were applied are as follows:

1. Provides sufficient capacity to support growth
2. Safety for both passengers and other road users
3. Implementable within the next 1-2 years
4. Maintains access to Karori, Northland, and Seatoun
5. Travel time competitiveness compared to driving

At the long-list stage, criteria were assessed using a simple pass/fail measure. A long-list workshop was held with staff from WSP, Metlink, Wellington City Council, and Let's Get Wellington moving. There it was decided which options would proceed to the short-list based on these criteria. Some new options were added at that workshop that were subsequently assessed by WSP using the pass/fail criteria. These were then shared with workshop attendees for agreement and/or discussion at the short-list workshop.

2.1 Infrastructure options

All the infrastructure options are about addressing the constraint posed by the Karori and Seatoun Tunnels. The change to the tunnels would be in order to enable double deck buses to use the tunnels with sufficient clearance both to the walls of the tunnel but also to the other traffic lane. Any major works on the tunnels will:

- Require the tunnel to be closed for a period, causing disruption, and reducing access to Karori and Seatoun
- Require resource consents
- Need to incorporate the heritage status of the Karori tunnel into plans and designs

The infrastructure options are described below.

Option 1a. Convert Karori Tunnel to a viaduct

This option involves significant earthworks to remove the tunnel and convert Raroa Crescent above into a viaduct. It would involve digging from Raroa Crescent and would require both Raroa Crescent and Karori Tunnel to be closed, severely restricting access to Karori while under construction.



Figure 8: Convert Karori Tunnel to Viaduct option

Option 1b. Widen Karori Tunnel

Widening the tunnel requires removal of the tunnel walls, digging out the sides and constructing a new tunnel wall. With this option, there is a risk of undermining the strengthening work undertaken on the Karori tunnel in 2012. Gaining consent for the works would likely be difficult given the heritage status of the Karori tunnel. The tunnel would need to be closed during construction activities that would significantly reduce access to homes and businesses.

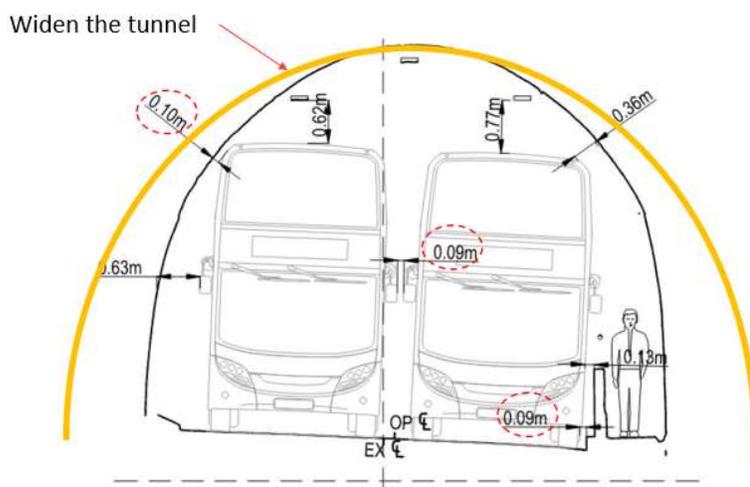


Figure 9: Option 1b - widening Karori Tunnel

Option 1c. Lower Karori Tunnel

Lowering the tunnel would involve digging down and rebuilding the road at a lower height. Sides of the tunnel would need to be braced to avoid undermining the tunnel walls. It is expected that the tunnel would need to be lower by about one metre to allow sufficient space for two double decker buses to pass each other. The footpath would also be lowered and services underneath the tunnel would need to be relocated as part of the work. The tunnel would need to be closed for at least part of the works and regrading of a section of road on either side of the tunnel would also be required.

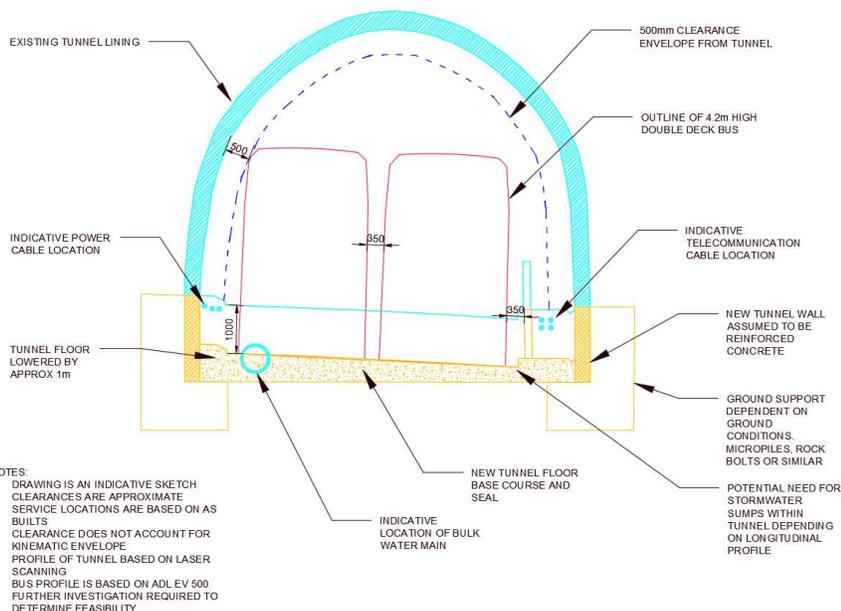


Figure 10: Option 1c – lowering Karori Tunnel

Option 1d. Construct a new road tunnel

This option involves excavating a new tunnel to either replace or support the existing tunnel. Multiple proposals have been presented for a new road tunnel over the years. There are many aspects to be considered such as gradient, road network connections, length and intersection design.

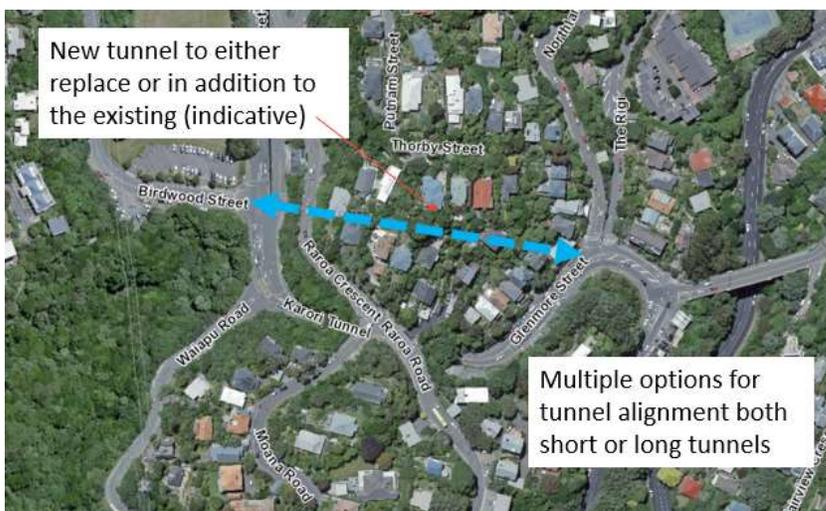


Figure 11: Indicative location for a new Karori road tunnel

Option 1e. Construct a new pedestrian and cycle tunnel

This option allows for the footpath through the Karori Tunnel to be removed, with the position of the position of the traffic lanes shifted. Pedestrians and cyclists would then be accommodated through a new active modes tunnel. However due to the narrowness of the footpath and the profile of the tunnel this change would not provide enough space to meet typical clearance standards.

Clearance to tunnel walls still an issue

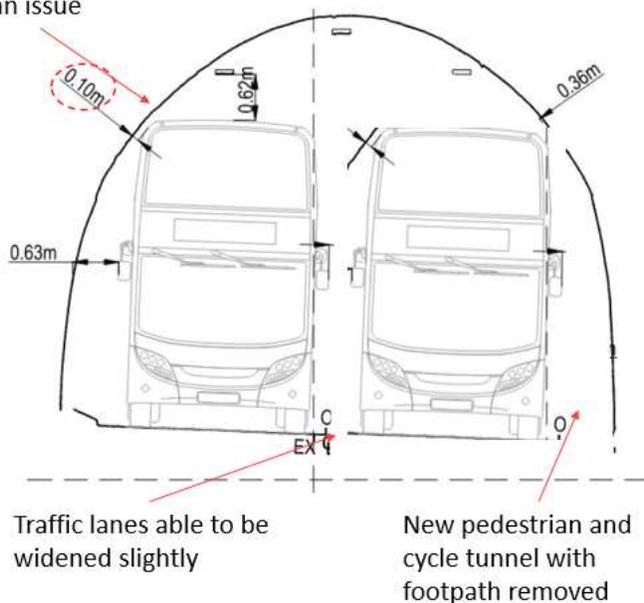


Figure 12: Option 1e - Karori Tunnel if footpath was removed

Option 1f. Widen Garden Road to allow Route 2 buses to avoid Karori Tunnel

An alternative road to Karori is via Northland along Garden Road. It is not suitable in its current state due to being narrow, windy, and steep. This road could be improved by straightening out some of the corners and removing kerb-side car parking. This would have a large property impact and would likely still be substandard for bus manoeuvrability. It also requires buses use the Northland Tunnel, which is of a challenging geometry than the Karori Tunnel. The Northland Tunnel was not included in Beca’s Tunnel Clearance report, but it’s known that two double deckers would not be able to pass each other through the Northland Tunnel with sufficient clearance without modifications.

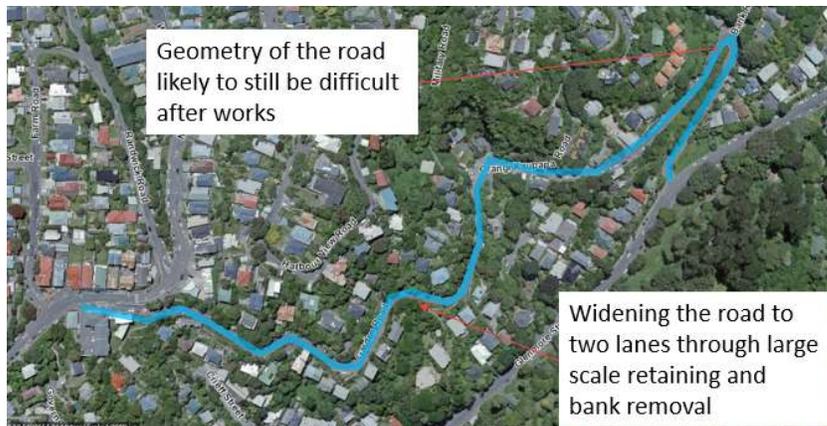


Figure 13: Garden Road widening option

Option 1g. Operate Karori Tunnel as one-way full-time

Operating the Karori Tunnel as one-way allows double deckers to fit through the tunnel by travelling down the centre. Existing traffic signals would make this option potentially quick to implement. However, there would be an impact on travel times and queuing for traffic including buses.



Figure 14: Existing traffic signals which could be used to implement Option 1g or 1h

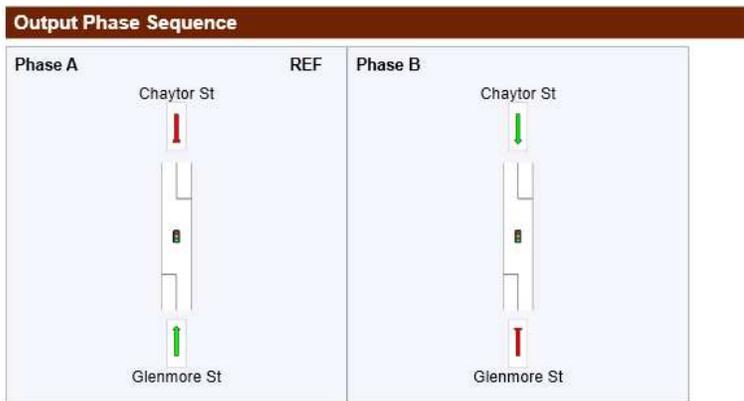


Figure 15: Phase sequence for Option 1g, full-time one-way operation of the tunnel

When modelled using an uncalibrated, isolated intersection model, operating the traffic signals full time adds around 200 seconds to travel time into the city and around 200 seconds to Karori. Queueing traffic is shown to extend by an extra 1km. The resulting Level of Service is F, which negatively impacts on bus travel times.

Option 1h. Operate Karori Tunnel as one-way when triggered by a bus approaching

This option is like Option 1g, but instead of full-time one-way operation, traffic signals would activate only when a bus approaches, allowing that bus to travel one-way through the tunnel. Operating the signals part-time would add around 30 seconds delay on an average trip to the city, and a 25 second delay on an average trip towards Karori. The uncalibrated, isolated intersection model assumes 10 double decker bus trips per hour in each direction with only the double deckers triggering the signals.



Figure 16: Phase sequence for Option 1h, partial one-way operation of the tunnel

Option 1i. Close Karori Tunnel to general traffic and operate one-way for buses

Option 1i was raised at the long-list workshop, so was not assessed prior to the workshop. Instead, it has subsequently been internally assessed by WSP.

This option closes Karori Tunnel to general traffic. It would enable double decker buses to use Karori Tunnel using a one-way system, similar to the Hataitai Bus Tunnel.

Approximately 17,000 vehicles per day travel through the Karori Tunnel. Assuming minimal mode shift, these vehicles would have to be redistributed on other roads. Four practical alternatives have been mapped in Figure 17 below.

Many trips through Karori Tunnel are likely coming to or from the motorway. If Karori Tunnel is closed, many trips to or from Karori will use Old Karori Road / Curtis Street instead (black route in Figure 17). The most direct alternative route to get back on to Glenmore Street is via the Northland Tunnel and Northland Road (pink route). This is the diversion route when Karori Tunnel is closed for maintenance purposes. Northland Road is a narrow, windy street with limited capacity for widening. The route is likely unsuitable to take the many extra thousand trips that would be expected. Other possibilities include using Raroa Crescent and Raroa Road to access the city, either through Kelburn (green route) or Aro Valley (blue route).

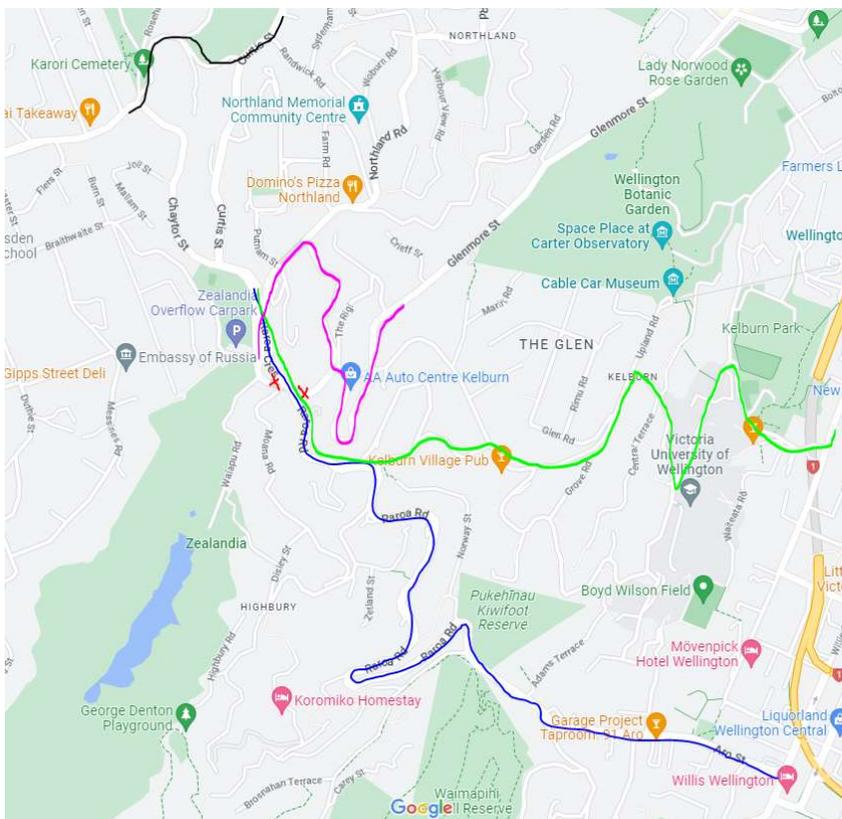


Figure 17: Possible re-distribution of private vehicle trips following closure of Karori Tunnel

Filtering assessment

Each of these options were filtered through the pass / fail criteria.

Regarding the widen/lower tunnel options, it was agreed that insufficient information was available at the time of the long-list workshop to rule them all out based on timeframes. Advice from a structural engineer was sought prior to the short-list workshop.

Table 3: Long-list infrastructure options filtering

Option	1. Capacity	2. Safety	3. Timeframe	4. Access	5. Travel time	Short-list?
1a. Convert current tunnel to viaduct	Pass	Pass	Fail	Fail	Pass	No

1b. Widen the current tunnel	Pass	Pass	Maybe	Maybe	Pass	Yes
1c. Lower the current tunnel	Pass	Pass	Maybe	Maybe	Pass	Yes
1d. Construct a new road tunnel	Pass	Pass	Fail	Pass	Pass	Yes
1e. Construct a new pedestrian and cycle tunnel	Fail	Fail	Fail	Pass	Pass	No
1f. Widen Garden Road to Northland	Pass	Fail	Fail	Pass	Pass	No
1g. Operate Karori Tunnel as one-way full-time	Pass	Pass	Pass	Pass	Fail	No
1h. Operate Karori Tunnel as one-way part-time	Pass	Pass	Pass	Pass	Pass	Yes
1i. Close Karori Tunnel to general traffic	Pass	Fail	Pass	Fail	Pass	No

Option 1a fails because it requires the closure of two roads into Karori, severely impacting access to the suburb. It is also unlikely that a viaduct could be designed, consented, and constructed within the timeframes set out in the project objective.

Option 1d fails because a new tunnel cannot be designed, consented, and constructed within the timeframes set out in the project objective.

Option 1e fails because removing the footpath from Karori Tunnel is insufficient to provide enough space for two double decker buses to pass each other.

Option 1f fails because widening of Garden Road requires significant property purchase and physical works which are not considered realistic or practical to achieve.

Option 1g fails because of the congestion impacts on the transport system, including for buses.

Option 1i fails because of impracticalities of redistributing a high amount of traffic onto roads that are not currently capable of carrying those extra loads. It is not practical to widen those alternative roads.

2.2 Route options

Most of the route options are about re-routing the bus services from Karori so that they do not go through the Karori Tunnel, allowing double deckers to be operated. There are a variety of ways this could be achieved, and four options have been assessed using the pass/fail criteria. The fifth option is to increase the frequency of Route 18 – Karori to Miramar via Kelburn and Newtown.

If any of the first four route options are eventually chosen, that allow double deckers to run, this will have implications for Route 2 through to Seatoun. Assuming the route stays the same, only buses coming to or from the Miramar branch will be able to operate double deckers. None of the route options include route changes to avoid the Seatoun Tunnel.

To avoid the Karori Tunnel, many of the options require buses to navigate the Chaytor Street / Raroa Crescent intersection which is a known road safety hotspot. There are also known structural issues with the retaining wall. WCC are looking at low-cost options to improve the intersection. However major improvements are not expected until later this decade through LGWM. The retaining wall is scheduled for work from 2024/25.

Options 2c-e were raised at the long-list workshop, so were not assessed prior to the workshop. Instead, they have been internally assessed by WSP. These assessments were discussed at the second workshop.

Option 2a. Change route to go via Raroa Crescent – Plunket Street – Upland Road – Kelburn Parade – Salamanca Road – The Terrace

This option alters Route 2 to avoid the Karori Tunnel by going via Kelburn and The Terrace. This route is 900m, or 2 minutes (not including bus stops), longer between the Chaytor Street / Raroa Crescent and the Bowen Street / Lambton Quay intersections than the existing Route 2.

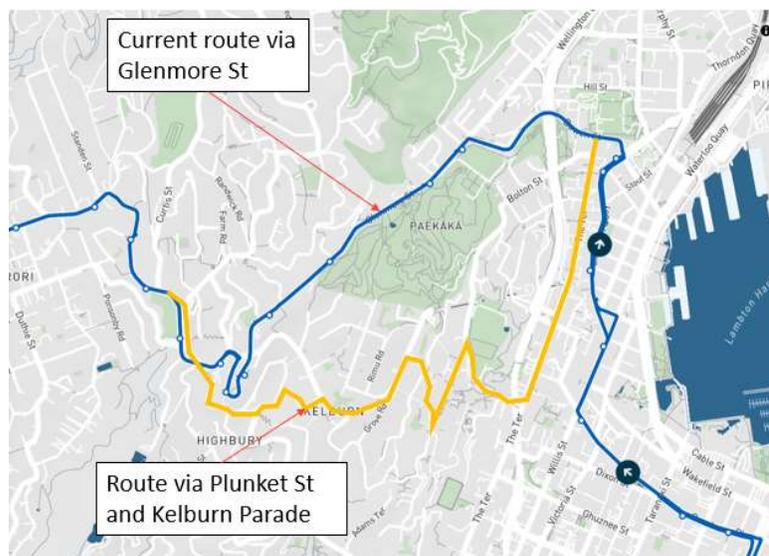


Figure 18: Route 2 re-routing Option 2a

Option 2b. Change route to go via Raroa Road – Aro Street – Willis Street

This option adjusts Route 2 to avoid the Karori Tunnel by going via Aro Valley. This route does reduce the distance between the Chaytor Street / Raroa Crescent intersection and the Willis Street / Manners Street intersection. However, adjusting the route in this way would mean buses would not be able to serve Courtenay Place or continue to Miramar North/ Seatoun.

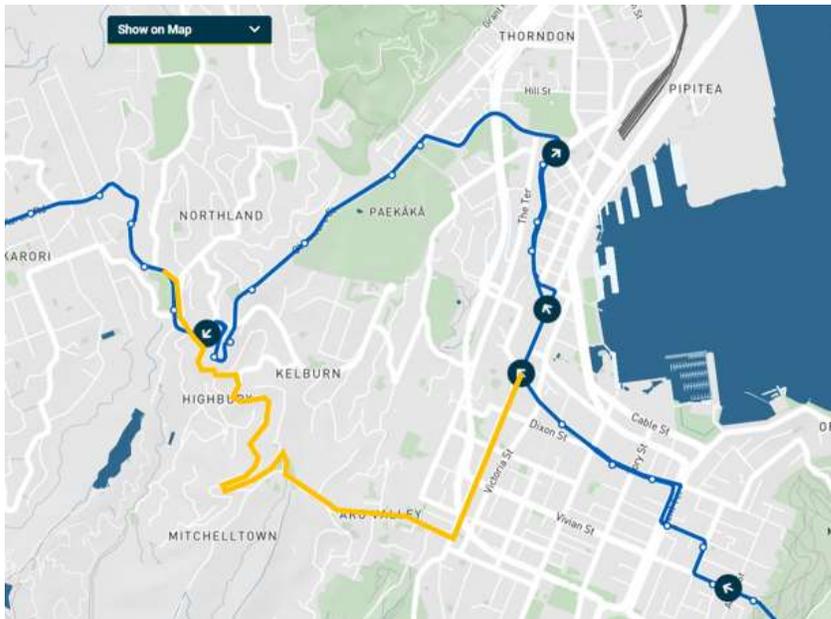


Figure 19: Route 2 re-routing Option 2b

Option 2c. Overlay service between Karori and central Wellington using Routes 33 and 34

This option is to have extra peak-time bus services operating to and from Karori on Routes 33 and 34. It requires additional buses and drivers at peak times compared with operating higher capacity buses on the Route 2 resulting in more bus-on-bus congestion and more split shifts for bus drivers that are more difficult to recruit for.

Note that as these routes terminate at Brandon Street capacity added on these routes benefits less customers compared with additional capacity on the Route 2 which traverses the full Golden Mile.

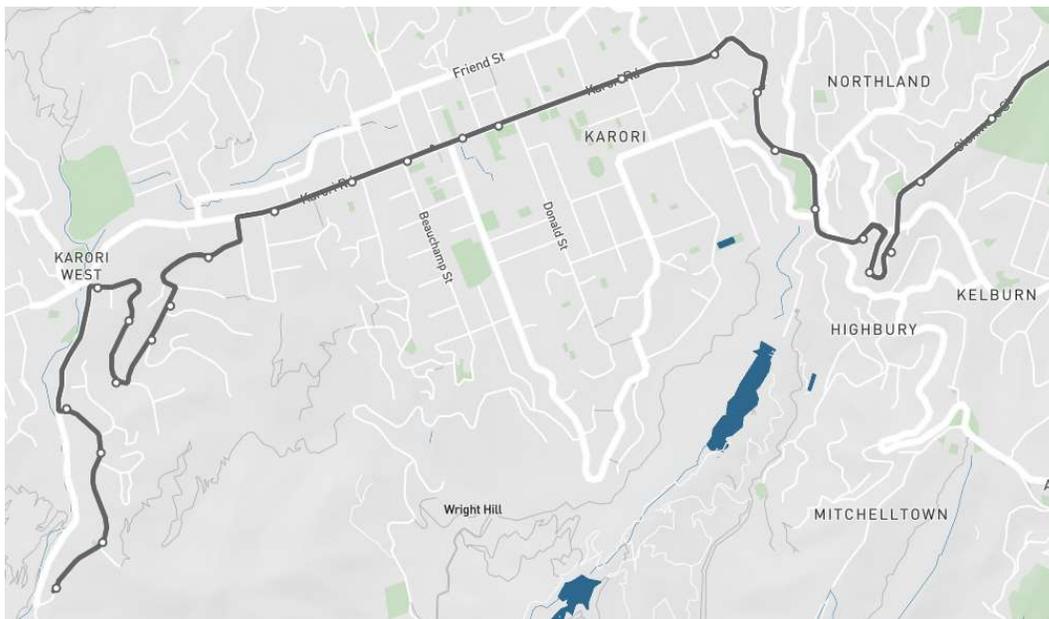


Figure 20: Bus Route 33, Karori South-Brandon Street

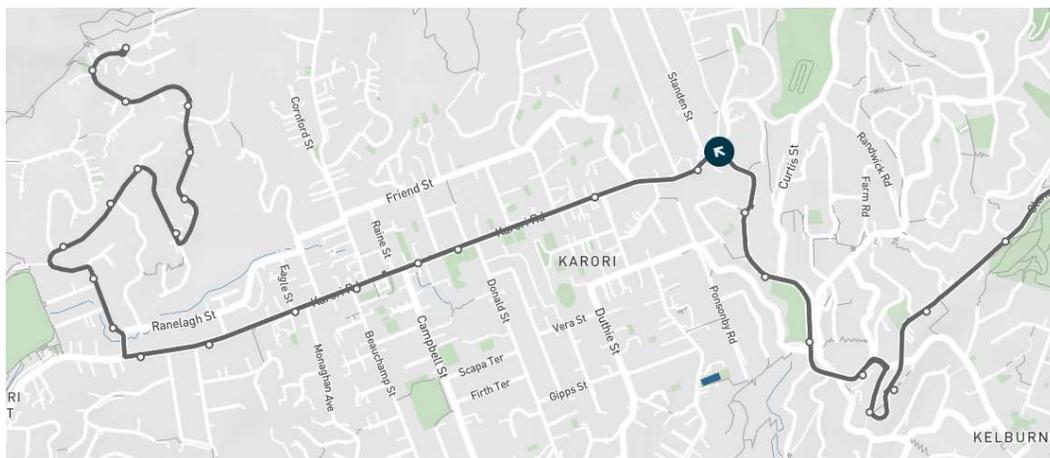


Figure 21: Bus Route 34, Karori West-Brandon Street

Option 2d. Adjust Route 2 to go via the Kelburn Viaduct

This option adjusts Route 2 to avoid Karori Tunnel by going past the Kelburn Viaduct. That would involve going in a circle and adds 1km, or at least two minutes, to the travel distance. There may also be a need to remove parking on sections of street in order to provide enough space for buses to navigate the street.

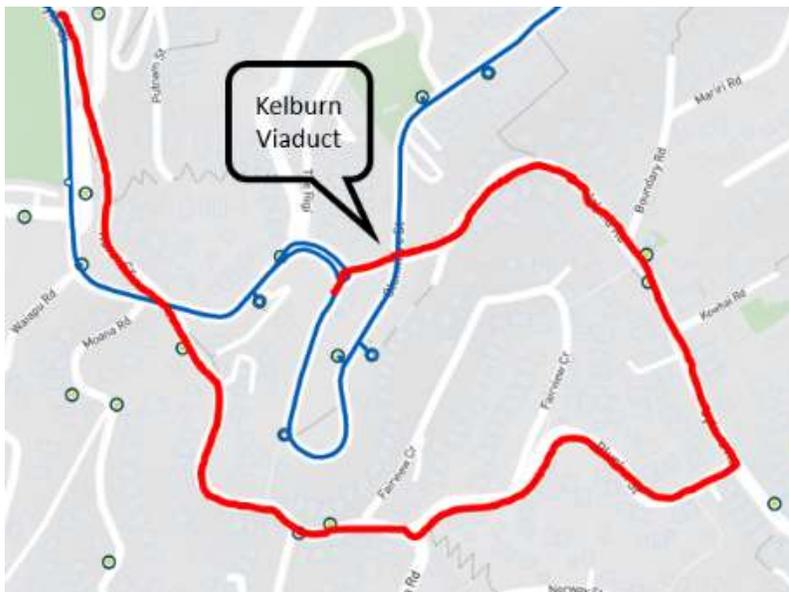


Figure 22: Option 2d, re-routing Route 2

Option 2e. Increase frequency of buses on Route 2

Large buses with a planning capacity of 68 passengers currently operate on Route 2. This option is simply to increase the number of large vehicles running on this route at peak times. The extra trips could be short runs between Karori Mall and Kilbirnie.

While this would increase capacity, an increase in frequency would also result in higher bus operating cost, more bus-on-bus congestion (particularly on the Golden Mile and Hataitai Tunnel) along with worse driver shifts compared with operating higher capacity buses.

Option 2f. Increase frequency of buses Route 18 Karori-Miramar

Route 18 travels between Karori and Miramar via Kelburn, Te Aro, and Newtown. It serves important destinations such as Victoria University Kelburn Campus and Wellington Regional Hospital. It currently runs an hourly service at off-peak times and 10-30 minutes at peak times. This option would increase frequency to every 20 minutes to improve the routes usefulness, which may reduce demand on Route 2 services.

This route does not follow the Golden Mile so would not contribute to congestion on this busy corridor. However, by avoiding the Golden Mile, Route 18 is not as useful for passengers accessing the city centre.

Metlink do plan to increase capacity on the Route 18 anyway to meet growing customer demand.

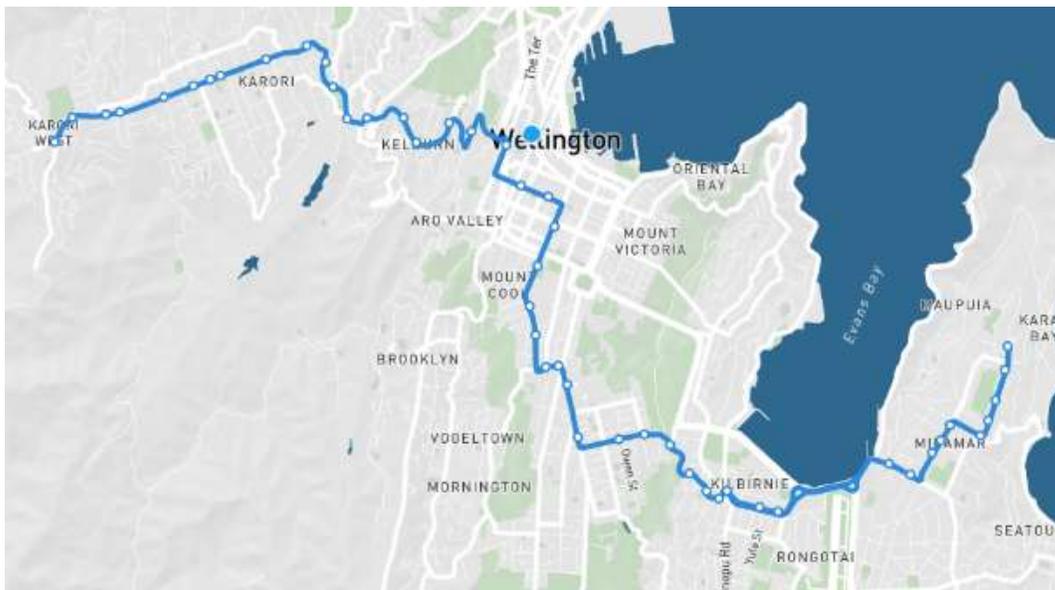


Figure 23: Bus Route 18, Karori-Miramar

Route options filtering assessment

Each of these options were filtered through the pass / fail criteria to identify the options that warranted further assessment. The results of the filtering assessment for the route options are shown in the table below.

Table 4: Long-list route options filtering

Option	1. Capacity	2. Safety	3. Timeframe	4. Access	5. Travel time	Short-list?
2a. Re-route Route 2 via Kelburn	Pass	Pass	Pass	Pass	Fail	No
2b. Re-route Route 2 via Aro Valley	Pass	Pass	Pass	Pass	Pass	Yes
2c. Express services through Aro Valley	Pass	Pass	Pass	Pass	Pass	Yes
2d. Re-route Route 2 via Kelburn Viaduct	Pass	Pass	Pass	Pass	Pass	Yes
2e. Higher frequency Route 2	Pass	Pass	Pass	Pass	Pass	Yes
2f. Higher frequency Route 18	Pass	Pass	Pass	Pass	Pass	Yes

Option 2a fails because the route adds too much additional time and distance to the journey, reducing the travel-time competitiveness of public transport.

2.3 Fleet options

Fleet options relate to the types of vehicles being used to carry passengers. Most of the options are high-capacity vehicles which allow for increased capacity on Route 2 with fewer peak buses and drivers compared with standard large single deck buses. High-capacity vehicles reduce the requirement for split driver shifts which are generally harder to recruit and retain drivers for.

Table 5 below outlines the maximum and planning capacity of each vehicle type considered. Maximum capacity is the maximum number of the passengers that the bus can hold considering the number of seats, standing area, and the total laden weight of the bus relative to axle limits. Planning capacity is a more realistic expectation of how many passengers each vehicle can take. It represents about 80% of the maximum capacity. The capacity of large vehicles and standard double deckers is based on Metlink numbers, while the capacity of other vehicle types not currently on the Wellington network are based on manufacturer specifications.

Table 5: Comparison of different bus types

Vehicle type	Maximum capacity per vehicle	Planning capacity per vehicle	Seats	% standing when at max capacity	Height	Length	Turning circle
Large bus	68	61	37	46%	3.4m	12.5-13.5m	23m
Low height double decker	80	72	75	6%	3.9m	13.5m	23m
Modified double decker	87	78	TBC	TBC%	4.1m	13.5m	23m
Standard double decker	110	99	91	17%	4.1-4.3m	12.5-13.5m	23m
Articulated bus	116	104	49	58%	3.4m	18m	24m

The forecast demand indicates that there will be demand for 769 passengers per peak hour on Route 2 by 2031, with interim forecasts of 710 passengers per peak hour by 2028 and 640 passengers per peak hour by 2025. Figure 26 below demonstrates the capacity of each vehicle type per hour by frequency.

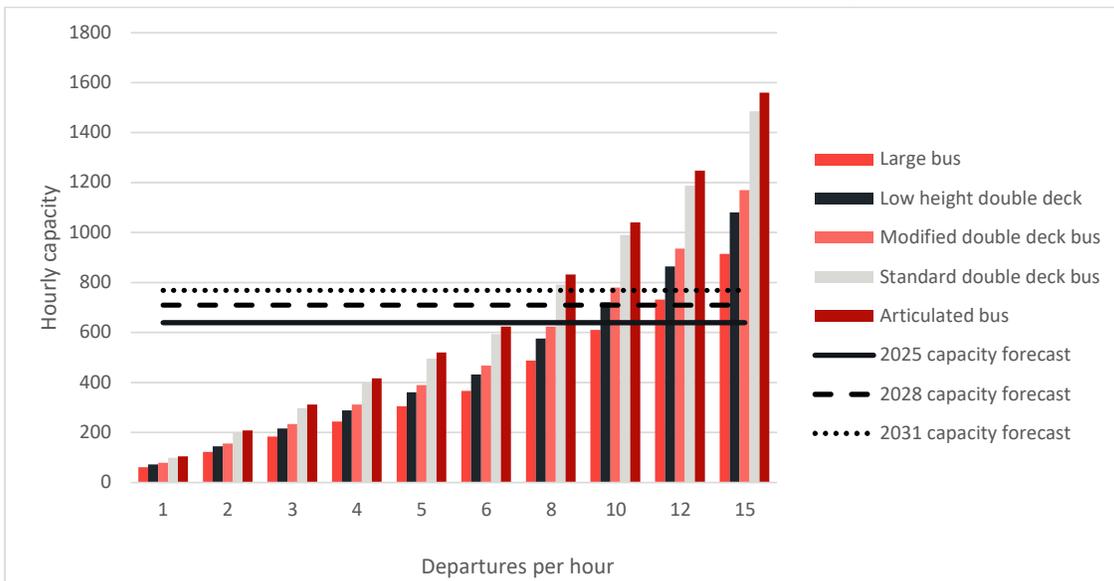


Figure 24: Performance of different fleet types against Metlink capacity forecasts

Only standard double decker buses and articulated buses can meet the 2028 capacity forecast with departures of 10 vehicles per hour or less.

Option 3a. Low-height double deckers

This option is an off-the-shelf double decker with a lower height than standard double deckers. These buses do not have seating above the rear wheels which enables the height of the bottom level to be lower. Having a reduced number of seats on the lower deck reduces the accessibility of the bus, as there are fewer spaces for passengers who cannot or do not want to use the upper deck. This type of bus is typically used for long distance coach services so modifications to the layout may be required to make the bus suitable for urban service.



Figure 25: Example of low-height double decker

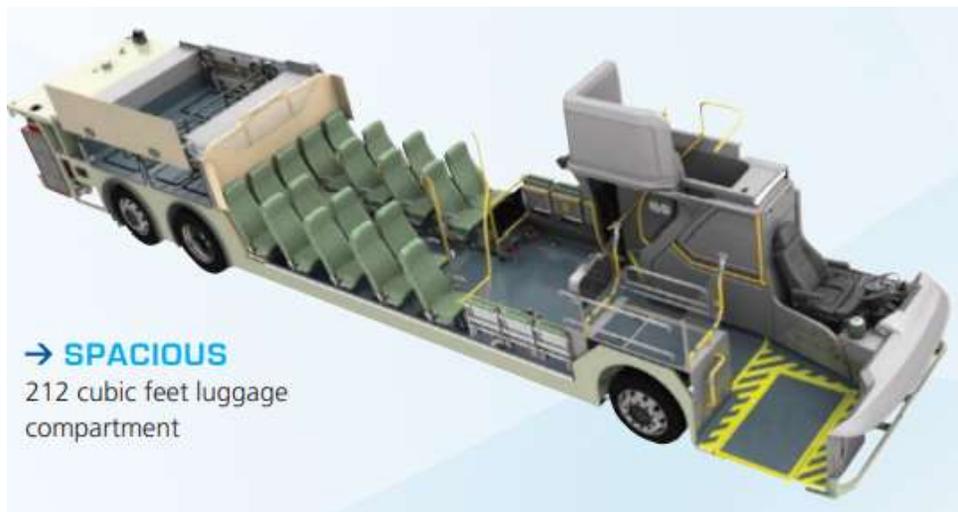
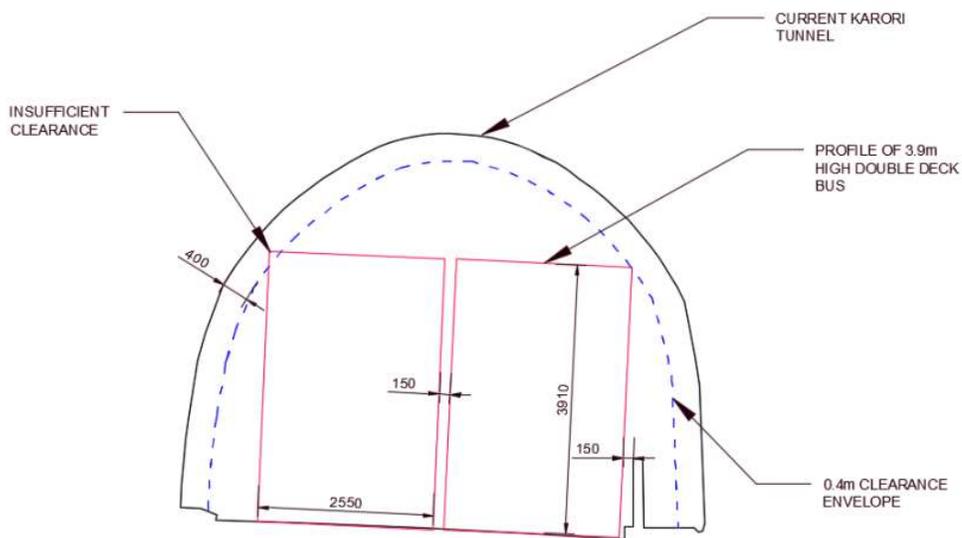


Figure 26: Diagram of low-height double decker demonstrating the reducing seating capacity on the bottom level

These low-height double deckers are 3.9m tall, as opposed to 4.3m tall for a standard double decker. However, this is not enough of a difference to meet clearance requirements through the Karori Tunnel.



- NOTES:
- DRAWING IS AN INDICATIVE SKETCH
 - CLEARANCES ARE APPROXIMATE
 - CLEARANCE DOES NOT ACCOUNT FOR KINEMATIC ENVELOPE
 - PROFILE OF TUNNEL BASED ON LASER SCANNING
 - BUS PROFILE IS BASED ON ADL ENVIRO 500 SUPERLO

Figure 27: Low-height double decker bus profile through Karori Tunnel

Option 3b. Modified double deckers

This option requires working with a manufacturer to design a bespoke vehicle to fit through the Karori Tunnel with the maximum amount of capacity. It will cost more and take longer to

procure but is expected to provide more capacity than a large single-deck bus. At the long-listing stage, it was unknown how much extra capacity could be provided. It was initially assumed that there will be one less row of seats on the upper deck with the same amount of lower deck seating as a double deck.

A possibility for a modified double decker on Route 2 is to have rounded sides, similar to some London Underground trains as pictured below. This would require reduced seating in the upper deck.



Figure 28: Example of vehicle modified to fit through tunnel

During the short-listing stage of the project, it became apparent that these cannot be modified to the point of being able to clear the Karori Tunnel. Metlink consulted with bus manufacturers about the possibilities. Based on their response, it appears that modified double deckers are likely to be unsuitable.

Option 3c. Articulated buses

An articulated bus is the highest capacity option, with a maximum capacity of 116 passengers, or a planning capacity of 105 passengers.



Figure 29: Example of an articulated bus

Articulated buses have a similar turning circle to a standard bus so are physically able to travel along the corridor with some modifications to traffic islands. However, being a longer vehicle the bus stops along the route would need to be lengthened that would impact on parking.

There are question marks over the safety of articulated buses due to reduced visibility for the driver. However, a thorough literature review found inconclusive evidence to conclude differed meaningfully between bus types. Safety concerns can be mitigated through road design and on-board technology.

Fleet options filtering assessment

Each of the fleet options were filtered through the pass/ fail criteria.

The modified double decker and articulated bus options were progressed to the short-list stage.

Table 6: Long-list route options filtering

Option	1. Capacity	2. Safety	3. Timeframe	4. Access	5. Travel time	Short-list?
3a. Low-height double decker	Pass	Fail	Pass	Pass	Pass	Yes
3b. Modified double decker	Pass	Pass	Pass	Pass	Pass	Yes
3c. Articulated bus	Pass	Pass	Pass	Pass	Pass	Yes

Option 3a fails for safety reasons as low-height double deckers are not low enough to provide sufficient clearance through the Karori Tunnel.

3 Short-list options

Following the long-list screening, the following 10 options have been short-listed to go through a multi-criteria assessment (MCA):

Table 7: Short-list options to address Route 2 capacity

Option No.	Description	Route	Fleet	Infrastructure
1	Widen Karori Tunnel	Current Route 2	Double decker	Modified tunnel
2	Lower Karori Tunnel	Current Route 2	Double decker	Modified tunnel
3	Part-time one-way tunnel operation	Current Route 2	Double decker	Traffic signals
4	Re-route Route 2 via Raroa Road / Aro Street	New Route 2	Double decker	Current
5	Re-route Route 2 via Kelburn Viaduct	New Route 2	Double decker	Current
6	Additional express buses from Karori	Current Routes 33/34	Large bus	Current
7	Increase frequency of Route 18	Current Route 18	Large bus	Current
8	Increase frequency of Route 2	Current Route 2	Large bus	Current
9	Modified double deckers	Current Route 2	Modified double decker	Current
10	Articulated bus	Current Route 2	Articulated bus	Current

3.1 Multi-criteria assessment criteria

An overview of the MCA criteria and weightings is outlined in Table 8 below. An unweighted score was compared against a weighted score. The four most important criteria from a discussion during the short list workshop are capacity provided, bus travel time, delivery timeframe and driver numbers. In the weighted scenario these are weighted at 15% each, with 4.5% weighting for the rest.

Table 8: Multi-criteria assessment criteria

Criteria	Measure	Unweighted	Weighted
Capacity provided	2028 patronage forecast	7.7%	15.0%
Bus travel time	Comparison to current timetable	7.7%	15.0%
Passenger comfort	Seated capacity of bus	7.7%	4.5%
Community response	Professional judgement	7.7%	4.5%

Access during construction	Level of disruption during construction	7.7%	4.5%
Road user safety	Crash history and literature review	7.7%	4.5%
Corridor clearance	CAD drawings	7.7%	4.5%
Regulatory implications	Consent and approvals required	7.7%	4.5%
Implementability	Professional judgement on technical complexity	7.7%	4.5%
Delivery timeframe	Complexity of project	7.7%	15.0%
Depot compatibility	Assessment of existing NZ Bus depots	7.7%	4.5%
Driver numbers	Calculation on number of peak buses required	7.7%	15.0%
Operational challenges	Driver training and operational process required	7.7%	4.5%

Further detail on the criteria that each option was scored against is provided in the following sections.

3.1.1 Capacity provided

This criterion is a measure of the options ability to provide extra capacity on Route 2, compared to the current timetable.

Table 9: Scoring guidance for 'capacity provided' criterion

Criterion	Score		
	-5	0	5
Capacity provided	Decrease in capacity compared to current timetable	Capacity of current Route 2 timetable	Significant increase in capacity compared to current timetable

3.1.2 Bus travel time

Options are scored based on bus travel time compared to current travel times. An option which provides better travel times than currently score between 1 and 5, while an option where travel times are worse score between -1 and -5. Options with the same travel times as currently exist score 0.

Table 10: Scoring guidance for 'bus travel time' criterion

Criterion	Score		
	-5	0	5
Bus travel time	Worse than current bus journey times	Same as current bus journey times	Better than current bus journey times

3.1.3 Passenger comfort

This criterion relates to standing vs sitting passengers. Unless travelling for a short journey, most passengers prefer to sit. The higher the score, the higher proportion of passengers who can sit.

Table 11: Scoring guidance for 'passenger comfort' criterion

	Score		
Criterion	-5	0	5
Passenger comfort	Full standing load with forecast demand	A few standing passengers with forecast demand	Fully seated load with forecast demand

3.1.4 Community response

Community refers to the community who live near or along the route and will be affected by whatever option is chosen. Community response is based on a range of factors:

- Impact on parking
- Perceived or real impact on safety
- Impact on travel times (by any mode)
- Visual impacts
- Noise impacts
- Disruption during implementation

However, it is difficult to predict community response to the options so this scoring is acknowledged to be subjective.

Table 12: Scoring guidance for 'community response' criterion

	Score		
Criterion	-5	0	5
Community response	Potential concern from motivated members of the public	Little to no community interest	Likely to be positively received by the community

3.1.5 Access during construction

This criterion specifically relates to the Karori Tunnel. Disruption affecting residents of Karori, Northland, and Highbury during construction or implementation of each option is assessed.

Table 13: Scoring guidance for 'access for all modes' criterion

	Score		
Criterion	-5	0	5
Access during construction	Access to Karori, Northland, and Highbury significantly hindered	Current level of access maintained during implementation	NA

3.1.6 Road user safety

The impact on road user safety of each of these options is assessed using this criterion.

Many of the re-routing options require buses to negotiate the Raroa Crescent / Chaytor Street intersection where there have been many crashes in the past. Cyclists are disproportionately represented in those crashes. It is considered that adding buses to this intersection could further increase the risk of death or serious injury.

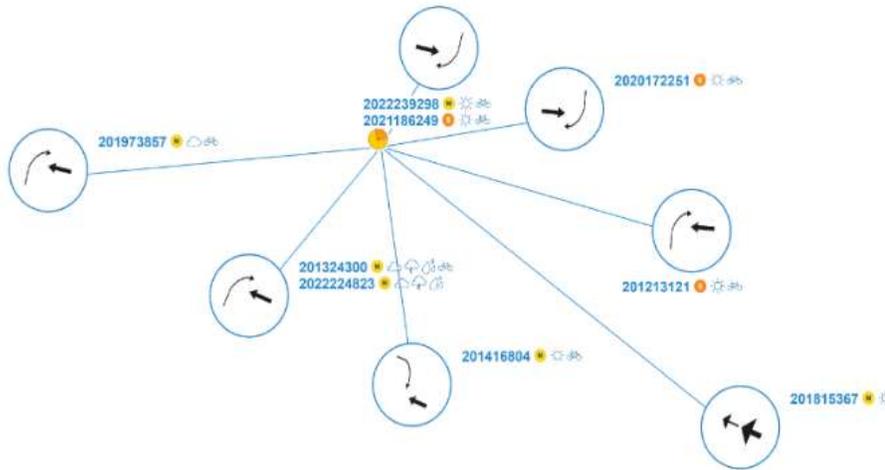


Figure 30: Collision diagram for Raroa Crescent / Chaytor Street intersection 2012-22 (Source: CAS, Waka Kotahi)

Figure 31 demonstrates that westbound buses do not track safely through the intersection, having to cross the centre-line upon exit.



Figure 31: Westbound bus tracking through Raroa Crescent / Chaytor Street intersection

Table 14: Scoring guidance for 'road safety' criterion

	Score		
Criterion	-5	0	5
Road safety	Potential impact on road user safety	No impact on road user safety	Improvement in road user safety

3.1.7 Corridor clearance

The ideal clearance from obstruction for vehicles is 500mm. The minimum clearance that is acceptable is 400mm. The obstruction along this route is the walls of the Karori Tunnel and to the adjacent traffic lane so this criterion relates to the ability for buses to clear the tunnel safely.

Table 15: Scoring guidance for 'corridor clearance' criterion

	Score		
Criterion	-5	0	5
Corridor clearance	Does not provide sufficient clearance through Karori Tunnel (<400mm)	Current single deck bus clearance	Provides >500mm clearance through Karori Tunnel in all directions

3.1.8 Regulatory implications

This criterion refers to what consenting or regulatory requirements may be. For example, any tunnel works will trigger the need for a resource consent. A modified bus type will have to be approved for New Zealand roads by Waka Kotahi.

Table 16: Scoring guidance for 'regulatory implications' criterion

	Score		
Criterion	-5	0	5
Regulatory implications	Consents or approvals difficult or uncertain	Straightforward consents or approvals	NA

3.1.9 Implementability

This criterion refers to the technical complexity in implementing the option. This could be the complexity of constructing tunnels or making changes to bus routes.

Table 17: Scoring guidance for 'implementability' criterion

	Score		
Criterion	-5	0	5
Implementability	Significant technical challenges	Moderate technical challenges	Straightforward or routine project

3.1.10 Delivery timeframe

WSP have assumed the following time periods when considering the delivery timeframes for each option. All are approximate and based on professional judgement.

Table 18: Delivery timeframes for different options

Option	Delivery timeframe
Lower tunnel	~2 years
New tunnel	10+ years
New 'off-the-shelf' large buses	~10 months
New 'off-the-shelf' double deckers	~16 months (includes bus driver training)
New 'off-the-shelf' articulated buses	~18 months (includes bus driver training)
Modified buses	~3-4 years (includes bus driver training)
Recruiting additional drivers	~6 months

Table 19: Scoring guidance for 'delivery timeframe' criterion

Criterion	Score		
	-5	0	5
Delivery timeframe	Delivery beyond four years	Implemented within four years	Implemented within two years

3.1.11 Bus depot compatibility

Bus depot compatibility is most relevant to the fleet and route options. All the fleet options require a new type of bus to be stored, while many of the route options require additional buses. It is important for articulated buses which take up more space than double deckers. NZ Bus currently has three bus depots in Wellington. They are in Kaiwharawhara, Karori, and Kilbirnie. The depot in Kilbirnie has been sold with a new bus depot planned in Lyall Bay.

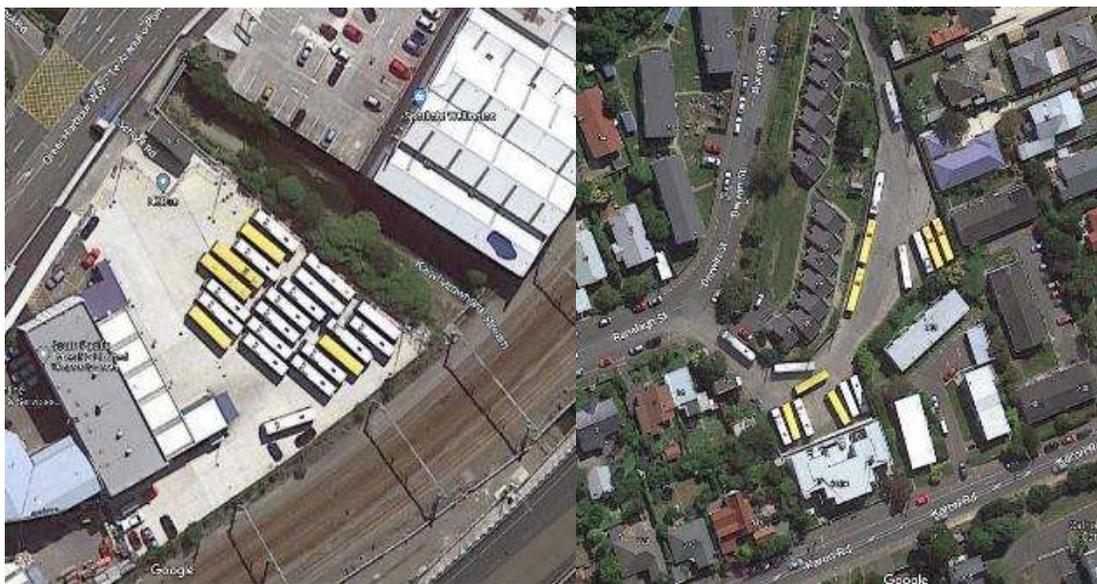


Figure 32: Kaiwharawhara and Karori bus depots

Scoring for the bus depot is based on what level of impact the options will have on configuration of existing bus depots. A score of 1 to 5 is applied to options where there is minimal to no impact on bus depots. A score of -1 to -5 implies more significant alterations being made to the bus depots.

Table 20: Scoring guidance for 'depot compatibility' criterion

	Score		
Criterion	-5	0	5
Depot compatibility	Major reconfiguration of depots required	No impact on bus depots	NA

3.1.12 Driver numbers

This criterion refers to relative number of drivers required for each option. Options which reduce the number of drivers required score positively.

Table 21: Scoring guidance for 'driver numbers' criterion

	Score		
Criterion	-5	0	5
Driver numbers	Increase in bus drivers required	Current number of bus drivers or less	Reduction in the number of drivers

3.1.13 Operational challenges

Operational challenges refer to the amount of training and new processes that will be required with each option.

Table 22: Scoring guidance for 'operational challenges' criterion

	Score		
Criterion	-5	0	5
Operational challenges	Driver training or processes critical to safety	Some additional training or processes	No additional training or processes

3.2 Multi-criteria assessment scoring

A second workshop with staff from WSP, Metlink, WCC, and LGWM was held in April 2023. The purpose of the workshop was to reach agreement on the scoring and weighting of each of the criteria against each option.

The MCA scoring finalised shortly after the second workshop yields the following scores.

Table 23: MCA scoring for short-list infrastructure options against criteria

Criteria	1: Widen Karori Tunnel	2: Lower Karori Tunnel	3: Part-time on-way tunnel	4: Re-route via Raroa / Aro	5: Re-route via Kelburn Viaduct	6: More express buses	7: Increase Route 18 freq	8: Increase Route 2 freq	9: Modified DDs	10: Articulated buses
Capacity provided	4	4	-3	4	4	2	1	2	3	5
Bus travel time	-1	-2	-4	-5	-4	-1	0	-1	-2	3
Passenger comfort	2	2	2	2	2	-2	-2	-2	2	3
Community response	-3	-3	-5	-3	-1	2	2	2	2	-1
Access during construction	-4	-4	0	0	0	0	0	0	0	0
Road user safety	4	0	-3	0	0	-1	-1	-1	0	0
Corridor clearance	-2	-2	-2	-2	-2	0	0	0	-5	0
Regulatory implications	-4	-1	0	0	0	0	0	0	-2	0
Implementability	-5	-5	-3	-3	-3	3	3	3	3	2
Delivery timeframe	-5	-3	5	0	0	5	5	5	0	5
Depot compatibility	0	0	0	0	0	-1	-1	-1	0	-2
Driver numbers	3	3	3	1	2	-3	-3	-3	1	4
Operational challenges	3	3	3	4	4	5	5	5	-3	-2

This scoring yields the following ranking results for an unweighted and weighted scenario.

Table 24: Preliminary MCA ranking based on different weighting scenarios

Option No.	Description	Total score	Unweighted ranking	Weighted ranking
1	Widen Karori Tunnel	-8	9=	10
2	Lower Karori Tunnel	-8	9=	8
3	Part-time one-way tunnel operation	-7	8	9
4	Re-route Route 2 via Raroa Road / Aro Street	-2	7	7
5	Re-route Route 2 via Kelburn Viaduct	2	5	5
6	Additional express buses from Karori	9	2=	2=
7	Increase frequency of Route 18	9	2=	2=
8	Increase frequency of Route 2	9	2=	2=
9	Modified double deckers	-1	6	6
10	Articulated bus	17	1	1

Articulated buses score the highest in the weighted and unweighted scenarios. The buses score highly for the extra capacity they can provide without increasing the number of drivers. They can also be procured within a reasonable timeframe.

The next-highest scoring options are the options to increase frequency of large buses on routes from Karori. Although the next-highest scoring, these options score eight points lower than the articulated buses option.

4 Preferred option

From the multi-criteria assessment, the preferred option to increase capacity on Route 2 is articulated buses.

The advantages of articulated buses are:

- The ability to increase capacity without increasing the number of drivers
- Lower dwell time at bus stops compared to double deck buses due to third door and avoiding the need for customers to use stairs
- Improved passenger comfort through more space available on each bus
- The ability to procure within a reasonable timeframe
- Aligns with future LGWM planning for Enhanced Bus to eastern suburbs of Wellington

4.1 Challenges of operating articulated buses

Operational challenges

Articulated buses are currently not common in New Zealand, so there may be some operator resistance to operating them on public transport routes. An articulated bus requires more depot space, impacting on how depots are configured. However, this can be mitigated by the fact that fewer vehicles are required.

Additional training will be required for drivers to operate these larger vehicles. Because of these operational challenges the operating cost (per bus) of articulated buses may be higher than for standard buses depending on the agreed contract rates. However, the operating costs may decrease over time to be closer to double deck and standard buses as operators become more familiar with this type of vehicle. Furthermore, the Mass Rapid Transit service which is part of Let's Get Wellington Moving provides a potential for future operational efficiencies.

Addressing safety concerns

There have been concerns with the safety of articulated buses in other jurisdictions around the world, most notably in London. Findings from a literature review undertaken by WSP were inconclusive. There is the potential for some community resistance to articulated buses based on perceived safety due to the larger size of the vehicle. However, the proposed Karori Transitional Cycleway and People Friendly City Streets projects would help to mitigate these concerns through a combination of separated cycle lanes and other corridor enhancements for buses, cyclists, and pedestrians. In the event of a road closure along Route 2, articulated buses may have to use other routes. It is recommended that Metlink plans diversion routes that are suitable for articulated buses and communicates these with the operator. In the event that a road closure occurs where there is no alternative route that is suitable for articulated buses then standard buses would need to be used temporarily instead. This is the same practice as managing road closures for double deck bus routes.

5 Conclusion

The Route 2 bus route between Karori and Miramar North / Seatoun is the busiest bus route in the Metlink bus network. It is the only core bus route in Wellington city not operated by high-capacity buses. It experiences capacity issues which are forecast to get worse over time. The objective of this project was to identify the preferred option for increasing service capacity to meet forecast demand whilst being able to implement in a time frame to meet growing passenger demand.

A long-list of possible infrastructure, route, and fleet options were considered, resulting in a short-list of 10 options. These options were assessed against 13 criteria. Two weighting scenarios were applied, one unweighted, and one weighted with four criteria receiving a higher weighting relative to the rest.

The articulated bus option scored highest in both the unweighted and weighted scenarios. Articulated buses scored highly for providing capacity without increasing driver numbers or contributing to congestion at bottlenecks along the route. Travel times can also be decreased due to lower dwell times compared to double deck buses



wsp.com/nz

Transport Committee
14 September 2023
Report 23.422



For Information

RAIL PARTNERING CONTRACT – EXTENSION OF TERM

Te take mō te pūrongo

Purpose

1. To advise the Transport Committee (the Committee) of an extension of term to the Rail Partnering Contract with Transdev Wellington Limited (Transdev).

Te tāhū kōrero

Background

2. On 10 March 2016, Greater Wellington Regional Council and Greater Wellington Rail Limited entered into a Partnering Contract with Transdev for the provision of the Greater Wellington Metro Rail Service.
3. The Rail Partnering Contract commenced on 3 July 2016.

Contract term

4. The Rail Partnering Contract has a 9-year term (ends 3 July 2025) with a 6-year option to extend (until 3 July 2031).

Extension criteria

5. The Rail Partnering Contract provides that Transdev are entitled to have the contract extended by 6 years subject to certain criteria (End of Term Performance Measures) being met. Relevant excerpts from the Rail Partnering Contract are attached as [Attachment 1](#) to this report).
6. The End of Term Performance Measures cover a 36-month period ending 31 July 2023:
 - a Failure of reliability KPI cannot exceed 1% of services (rolling average 99%)
 - b Punctuality KPI cannot not exceed 5% (rolling average 95%)
 - c Transdev to have received at least one Customer Satisfaction Payment
 - d No safety matters (written confirmation from NZTA)
 - e No unremedied Events of Default or Termination Events.

Extension of contract term

Achievement of End of Term Performance Measures

7. Transdev achieved each of the End of Term Performance Measures for the 36-month period ending 31 July 2023 as set out below:

- a Reliability KPI: Rolling average 99.25%
- b Punctuality KPI: Rolling average 96.88%
- c Transdev has received at least one Customer Satisfaction Payment
- d No safety matters - written confirmation from NZTA received
- e No unremedied Events of Default or Termination Events.

Formal confirmation of extension

- 8. As required by the Rail Partnering Contract, Transdev has provided formal confirmation of the extended term ([Attachment 2](#)).
- 9. The Rail Partnering Contract has now been extended through to 3 July 2031.

**Ngā āpitihanga
Attachments**

Number	Title
1	Relevant excerpts from Rail Partnering Contract (clauses 4.3-4.11)
2	Formal confirmation from Transdev

**Ngā kaiwaitohu
Signatories**

Writer	Matthew Chote – Senior Manager Operations and Partnerships (Acting)
Approver	Samantha Gain – Kaiwhakahaere Matua Waka-ā-atea Group Manager Metlink

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council's roles or with Committee's terms of reference</i> It is appropriate the Transport Committee receive this report as it is advising the Committee of an automatic extension to a public transport contract.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> The provision of public transport is a key activity in the Long Term Plan.
<i>Internal consultation</i> Legal and Procurement was involved with the extension.
<i>Risks and impacts - legal / health and safety etc.</i> There are no identified risks relating to this information report.

- 3.6.2 is satisfied (at GWRC's sole discretion) that each of the conditions in clause 3.3 (*Conditions*) has been satisfied by the Operator or waived by GWRC.

Consequences of non-fulfilment

- 3.7 Without prejudice to any other rights or remedies of GWRC and GWRL, a failure by the Operator to satisfy any of the conditions in clause 3.3 (*Conditions*) may give rise to a Termination Event pursuant to clause 56.1.1.

4. Appointment and Term

Appointment

- 4.1 The Operator agrees to provide the Services in accordance with and subject to the terms and conditions of this Partnering Contract for the Term.

Commencement of Term

- 4.2 The Term will commence from the Transfer Time.

Extension of Term

- 4.3 In this Partnering Contract:

- 4.3.1 the "**End of Term Measurement Period**" means the period of 36 Relevant Months ending on the seventh anniversary of the last day of the calendar month in which the Commencement Date falls;
- 4.3.2 each of the following requirements is an "**End of Term Performance Measure**" and the End of Term Performance Measures will only be deemed to have been met if, as at the seventh anniversary of the last day of the calendar month in which the Commencement Date falls, all of them have been met:
- (a) the number of Scheduled Services during the End of Term Measurement Period in respect of which the Operator incurs Performance Deductions due to a failure to meet the Reliability KPI does not exceed 1% of Scheduled Services;
 - (b) the number of Scheduled Services during the End of Term Measurement Period in respect of which the Operator incurs Performance Deductions due to a failure to meet the Punctuality KPI does not exceed 5% of Scheduled Services;
 - (c) the Operator has received or is entitled to at least one Customer Satisfaction Payment in respect of any period forming part of the End of Term Measurement Period and/or the results of any Customer Satisfaction Survey undertaken during the End of Term Measurement Period demonstrate that the average response (expressed as a percentage to two decimal points) to the questions contained in the Customer Satisfaction Survey

- exceeds the initial Customer Satisfaction Threshold calculated by the Surveying Organisation in accordance with paragraph 6.6 (*Setting the Customer Satisfaction Threshold*) of Annexure 9;
- (d) the Transport Agency has confirmed in writing to GWRC and the Operator that there are no material matters concerning the Operator's safety record that may have implications for the Extension Period, provided that such confirmation shall not be dated earlier than the date falling six years and nine months after the Commencement Date; and
- (e) there are no unremedied Events of Default and no Termination Events subsisting.
- 4.4 Subject to clauses 4.5 to 4.8, the Operator may by notice in writing to GWRC given no later than the date falling seven years and 20 Business Days after the last day of the calendar month in which the Commencement Date falls, extend the Term for the Extension Period.
- 4.5 If the Operator wishes to serve a notice under clause 4.4, it shall first issue a written notice (**Request for Confirmation**) to GWRC providing evidence that it has met all of the End of Term Performance Measures and requesting GWRC to confirm whether or not it agrees. Such Request for Confirmation shall be issued within 5 Business Days after the seventh anniversary of the last day of the calendar month in which the Commencement Date falls.
- 4.6 The Operator shall promptly provide such information as GWRC may reasonably require to determine the extent to which the Operator has met the End of Term Performance Measures. It shall be the Operator's responsibility to procure that the Transport Agency provides the confirmation referred to in clause 4.3.2(d).
- 4.7 Within 10 Business Days of receipt of a Request for Confirmation, GWRC shall confirm in writing whether or not it agrees that the Operator has met the End of Term Performance Measures. If the Operator disputes GWRC's view as to whether or not the Operator has met the End of Term Performance Measures, it may refer the matter for determination by the Expert in accordance with clauses 53.9 to 53.15 (*Expert determination*) and the period for service of the Operator's notice under clause 4.4 shall be suspended during the period from the date of such referral until the date of such determination.
- 4.8 The Operator shall only be entitled to serve a notice extending the Term under clause 4.4 if:
- 4.8.1 GWRC has confirmed in writing that it agrees the Operator has met the End of Term Performance Measures; or
- 4.8.2 where the Operator has referred the matter for determination by the Expert pursuant to clause 4.6, the Expert has determined that the Operator has met the End of Term Performance Measures.

- 4.9 If the Term is extended in accordance with clauses 4.4 to 4.8, the terms and conditions of this Partnering Contract (excluding clauses 4.4 to 4.8) will continue to apply during the Extension Period, subject to any earlier termination of this Partnering Contract.
- 4.10 If the Operator:
- 4.10.1 is not entitled to issue a notice extending the Term due to the operation of clause 4.8;
 - 4.10.2 notifies GWRC that it does not wish to serve a notice extending the Term; or
 - 4.10.3 subject to clause 4.7, does not serve notice under clause 4.4 by the date specified in clause 4.4,
- GWRC may, by written notice to the Operator, extend the Term beyond the Initial Expiry Date for the period of time specified in such notice (which period shall not be longer than three years after the Initial Expiry Date).
- 4.11 If GWRC serves a notice under clause 4.10, the terms and conditions of this Partnering Contract (excluding clause 4.10) will continue to apply during the period specified in such notice, subject to any earlier termination of this Partnering Contract.

Expiry of Term

- 4.12 Subject to being terminated earlier in accordance with this Partnering Contract and subject to clause 67 (*Survival of Obligations*), this Partnering Contract shall expire at 2.00am on the later of:
- 4.12.1 the Initial Expiry Date;
 - 4.12.2 if the Term is extended in accordance with clauses 4.4 to 4.9 (*Extension of Term*), the expiry date of the Extension Period;
 - 4.12.3 if GWRC issues a notice under clause 4.10, the last day of the period of extension specified in such notice; and
 - 4.12.4 a date agreed in writing by GWRC and the Operator.

5. Transition

Employees

- 5.1 The Operator shall, within 3 Business Days following the date of this Partnering Contract use its best endeavours to meet with the GWRC representative, the relevant KiwiRail representative and the relevant representative from the Rail & Maritime Transport Union to confirm and obtain up to date information about Existing Employees, including such information that the Operator may reasonably require to enable offers of employment to be made to the Existing Employees.



28 August 2023

Ms. Samantha Gain
Group Manager, Metlink
Greater Wellington Regional Council
PO Box 11646 Manners Street
Wellington 6142 New Zealand

By e-mail: samantha.gain@gwrc.govt.nz

Cc:

melissa.anderson@gw.govt.nz
matt.chote@gw.govt.nz

Dear Samantha,

Partnering Contract (PT 0416): Notice to GWRC of the Term being extended for the Extension Period

Transdev Wellington Limited (**Transdev**) refers to the Partnering Contract between the Greater Wellington Regional Council (**GWRC**), Greater Wellington Rail Limited (**GWRL**) and Transdev for the Greater Wellington Metro Rail Service, dated 10 March 2016 (the **Partnering Contract**).

Unless stated otherwise, terms used in this letter have the same meaning as defined in the Partnering Contract and any references in this letter to clauses and schedules are to clauses and schedules of the Partnering Contract.

Confirmation of Extension of Term

GWRC has confirmed in writing dated 28 August 2023 that it agrees that the End of Term Performance Measures have been met by Transdev.

Pursuant to Clause 4.4 of the Partnering Contract, Transdev provides this Notice to GWRC to confirm that the Term has been extended for the Extension Period.

Expiry of Term

In accordance with Clause 4.12 Transdev confirms that the Term has been extended (Extension of Term), to the expiry date of the Extension Period.

The expiry date of the Extension Period is **2.00am on 3 July 2031**.

Should you have any queries or require further information, please do not hesitate to contact me directly.

Yours sincerely,

Ian Ladd
Authorised Representative
Managing Director

Transport Committee
14 September 2023
Report 23.309



For Information

2023 METLINK CUSTOMER SATISFACTION SURVEY RESULTS

Te take mō te pūrongo

Purpose

1. To update the Transport Committee (the Committee) on the 2023 Metlink customer satisfaction survey results for the public transport network.

Te tāhū kōrero

Background

2. Each year, Metlink commissions an independent annual survey (run by Gravitass OPG) of Metlink customers' experiences of public transport in the Region.
3. The survey helps us identify and prioritise improvements for customers and are also part of reporting requirements to Waka Kotahi NZ Transport Agency (Waka Kotahi) and Greater Wellington Regional Council (Greater Wellington).
4. The survey's independence and thorough on-vehicle surveying methodology provides a robust benchmarked measure of the customer experience overtime.
5. A Summary of this survey can be found in [Attachment 1](#) to this report.
6. 3,099 customers participated in the survey on 201 trips across all modes. The survey has a margin of error of 1.8%.
7. The survey was undertaken throughout June 2023, when patronage was approximately 90% percent for bus and 80% percent for rail of pre-Covid 2019 patronage, half-price fares were still in force and bus and rail service cancellations were still at a high level, but recovering, due to staff shortages and absenteeism.

Te tātaritanga

Analysis

Key measures

8. The survey's lead indicator is over-all satisfaction 'with the trip'. This is a measure of passengers' satisfaction with the journey they were surveyed on (the survey is undertaken onboard while passengers are traveling).
9. Results of the 2023 customer satisfaction survey show that customer 'Satisfaction with the trip' (the customer experience on that journey) remains consistently high and on par with previous high scoring surveys. Over-all satisfaction with the trip was 93%. Over-all this dropped 1% from the previous year, bus dropping 1% (to 92%) and rail dropping

2% (to 94%). Ferry has increased its score 1% (to 97%). This indicates most aspects of a journey people travelled on when surveyed continue to perform well.

10. However, ‘Satisfaction with the public transport network’ has dropped significantly, dropping by 8% from the previous year to 75%. This is a measure of perceptions for how the region’s public transport is performing over-all and is a reflection of Metlink’s reputation. This drop is particularly strong for rail, which dropped 12% from the previous year to 76%.
11. The drop is likely to have been strongly influenced by service cancellations and disruptions related to staff shortages on both the rail and bus network throughout the year. This is evidenced by significant drops in satisfaction with service reliability (‘Service being on time’ which has dropped 4%), travel time (which dropped 5%) and seat availability (‘Enough seats available’ – which has dropped 7%).
12. The chart below summarises the key customer satisfaction measures over the last three years.

	OVER-ALL			Bus			Rail			Ferry		
	2021	2022	2023	2021	2022	2023	2021	2022	2023	2021	2022	2023
The trip % satisfaction	93	94	93	92	93	92	95	96	94	94	96	97
PT system % satisfaction	77	83	75	75	81	74	81	88	76	80	78	71
Stop/station/wharf % satisfaction	94	93	91	93	91	91	95	96	94	95	92	90
PT information % satisfaction	79	79	76	75	76	75	84	85	75	82	73	73

Red = significant reduction in satisfaction

Measures for specific aspects of service

13. Over-all, satisfaction with aspects of bus stops, stations and wharves remains at similarly high levels to the previous survey, with most satisfaction scores only varying plus-or-minus 1 to 2%. The only score that showed a significant decrease in satisfaction was cleanliness of stops and stations. This dropped 3% for bus and rail (to 82% and 89% respectively).
14. Significant decreases in satisfaction can be seen across many aspects of information provided to customers. Perceptions of reliability have a strong influence on the perceptions of the quality of information customers receive. When perceptions of reliability drop, so do perceptions of the quality of information. The most significant decrease in satisfaction with information was for ‘information about delays and disruptions’, which has dropped 8% (to 50%). This was the lowest scoring aspect of service in the survey.

Planned responses to improving customer satisfaction

- 15. The recent restoration of front-line staff numbers will have a strong influence on the over-all improvement of customer satisfaction, as cancellations significantly reduce and services are restored.
- 16. Due to the correlation between perceptions of reliability and quality of information, the significant improvements to reliability will also have a positive influence on perceptions of information.
- 17. In addition, the introduction of a more user-friendly Metlink website and app in July 2023 and the introduction of the on-bus announcement system in September 2023 are expected to improve the quality and perceptions of customer information. The planned introduction of more accurate upgraded real-time information system in mid-2024 will have a further positive influence.

The influence of Snapper payment onto the rail network

- 18. There has been a significant increase in satisfaction with ‘the convenience of paying’, which has increased 4% (to 87%). The influence of electronic payment introduction to the rail network is a clear influence on this, with rail showing a very significant increase in satisfaction of 8% (to 84%).

The influence of half-price fares on Metlink patronage

- 19. Half- price fares, introduced by the Government in April 2022, have had a positive influence on customer behaviour, with 53% of customers advising that they have increased their use of public transport due to lower fares. There is a significantly larger number of people who have started using public transport for the first time this year of 9% (up 5% from the previous year).

	% Started using PT for the first time		% Restarted using PT again		% Using PT more often now		% No impact or change in behaviour		% Not aware of half-price fares	
	2022	2023	2022	2023	2022	2023	2022	2023	2022	2023
OVER-ALL	4	9	13	11	39	33	40	40	4	7
Bus	4	8	12	10	42	33	38	41	4	8
Rail	5	10	16	13	30	34	45	38	4	5
Ferry	3	9	13	15	37	37	47	32	-	7

Ngā Take e hāngai ana te iwi Māori

Implications for Māori

- 20. The Metlink Customer Satisfaction Survey helps us identify, target and prioritise improvements for Public Transport customers.
- 21. The 2024 survey will include identification of ethnicity so the specific perceptions and requirements of Māori can be more readily identified.

Ngā tūāoma e whai ake nei

Next steps

- 22. The full Passenger Satisfaction Survey results are available on the Metlink website on www.metlink.org.nz/news-and-updates/surveys-and-reports/customer-satisfaction-survey/

Ngā āpitihanga

Attachment

Number	Title
1	Public Transport Customer Satisfaction Survey - Summary

Ngā kaiwaitohu

Signatories

Writer	David Boyd – Manager, Customer Experience
Approvers	Bonnie Parfitt – Senior Manager, Network & Customer Samantha Gain – Kaiwhakahaere Matua Waka-ā-atea Group Manager Metlink

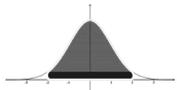
<p style="text-align: center;">He whakarāpopoto i ngā huritaonga Summary of considerations</p>
<p><i>Fit with Council’s roles or with Committee’s terms of reference</i></p> <p>“Reviewing performance trends related to public transport activities” is a specific responsibility set out the Committee’s Terms of Reference.</p>
<p><i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i></p> <p>Certain performance measures in Greater Wellington’s Long-Term Plan 2021 - 2031 relate to matters reported on in the operational performance report.</p>
<p><i>Internal consultation</i></p> <p>No other departments were consulted in preparing this report.</p>
<p><i>Risks and impacts - legal / health and safety etc.</i></p> <p>There are no risks arising from this report.</p>



2023 Public Transport Passenger Satisfaction Survey

Attachment 1 / Results Summary

Survey Method

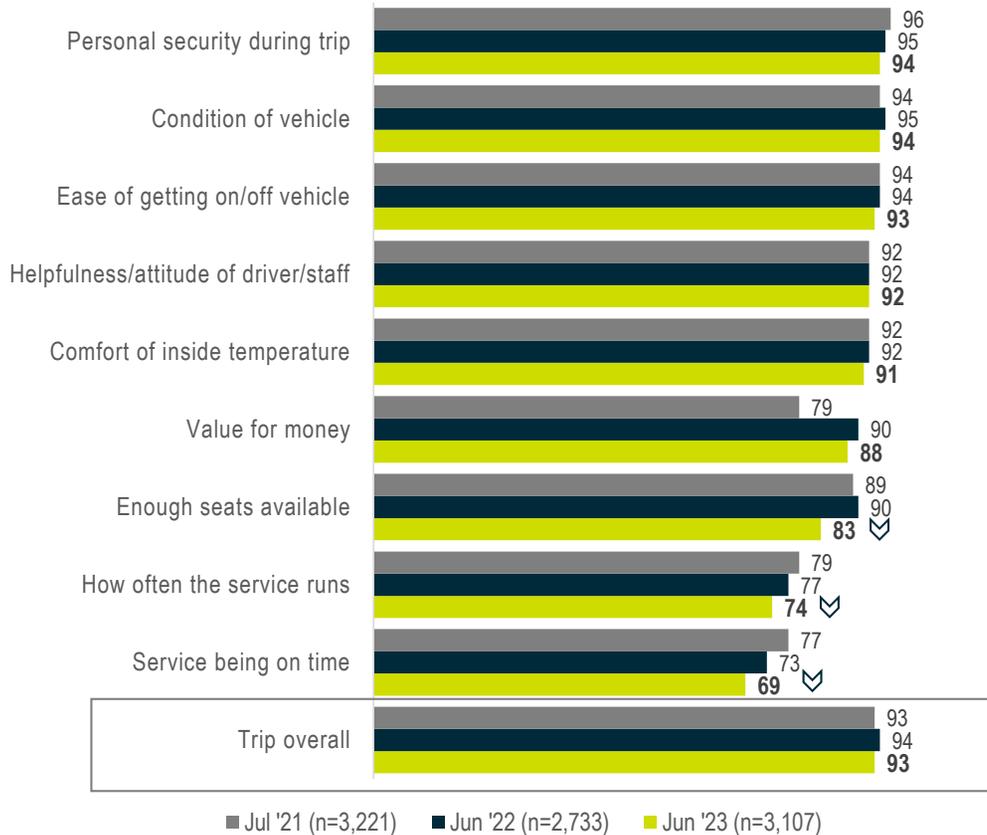
<p>Survey Method</p>  <p>On-board survey. Questionnaires handed out to every (bus/ferry)/every second (train) passenger aged 15 years + on pre-selected services (school services excluded). Services selected using systematic random sampling from trip lists provided by Metlink.</p>	<p>Fieldwork Dates</p>  <p>June 2023: 17th May – 18th Jun 2023</p> <p>Jun 2022: 2nd to 29th June 2022 July 2021: 1st July to 1st August 2021 Nov 2020: 21st Oct to 20th Nov 2020 May 2019: 1st May to 5th June 2019 May 2018: 1st May to 1st June 2018 May 2017: 2nd to 28th May 2017 May 2016: 3rd to 29th May 2016 May 2015: 21st April to 10th May 2015 May 2014: 5th to 25th May 2014</p>	<p>Sample Size*</p>  <p>June 2023: n=3,099 (from 201 trips)</p> <p>Jun 2022: n=2,745 Jul 2021: n=3,221 Nov 2020: n=3,228 May 2019: n=4,042 May 2018: n=3,759</p> <p>May 2017: n=4,053 May 2016: n=2,362 May 2015: n=4,456 May 2014: n=4,298</p>	<p>Response Rate**</p>  <p>June 2023 Total: 67% Ferry: 69%; Train: 69%; Bus: 64%</p> <p>Jun 2022: 66% Jul 2021: 62% Nov 2020: 66% May 2019: 61% May 2018: 67%</p> <p>May 2017: 61% May 2016: 59% May 2015: 63% May 2014: 58%</p>
<p>Maximum Margin of Error (at 95% confidence interval)</p>  <p>± 1.8%</p>	<p>Testing for True Differences</p>  <p>All results cross-tabulated by mode, travel time, operator, day of trip, direction of trip, payment method, reason for trip, gender, disability status and age of passenger. Statistically-significant differences identified in this analysis have been highlighted.</p>	<p>Time Series Comparisons</p>  <p>Statistically significant changes over time have been highlighted.</p>	<p>Data Weighting</p>  <p>'Total' results have been weighted by mode to be representative of the actual patronage of public transport trips during May 2023 (68% bus, 31.5% train, 0.5% ferry). Results by mode are unweighted.</p> <p><i>(This weighting method is consistent with that used since 2016)</i></p>

* Note: Distribution of respondents by rail line, time and direction of travel, age, gender, disability status and reason for trip is provided in the full survey report

** Share of completed surveys as proportion of all eligible passengers (i.e. those aged 15 years +)

Perceptions of the Trip Today

Share of Passengers Satisfied/Very Satisfied (%)



Arrows denote statistically significant change from previous year

At 93%, the share of Wellington public transport users satisfied with their trip has remained stable over the last 12 months. Of the three modes, ferry users are the most satisfied (97%, stable from 96% last year); bus passengers continue to be least likely to give positive ratings (92%). The share of train passengers satisfied with their trip overall has declined over the last 12 months – down from 96% to 94%.

Passengers continue to be most satisfied with their personal security during the trip (94%). Perceptions of the condition of the vehicle (94%) and the ease of boarding/disembarking (93%) have also remained high and stable.

In contrast, perceptions of the trip remain least positive for service frequency (74%) and reliability (69%), with perceptions of both having declined significantly from June 2022.

The most notable decline in satisfaction over the last 12 months has been for having enough seats available – down from 90% satisfied in June 2022 to 83% in June 2023. This decline is most notable among train passengers, satisfaction with service capacity down from 95% to 85%.



Satisfaction with Trip Overall

Thinking about the vehicle you are on now, how satisfied or dissatisfied are you with this trip overall?

June 2023 Results

Total satisfied
93%

- 45% Very satisfied (9-10)
- 48% Satisfied (6-8)
- 5% Neither/nor (5)
- 2% Dissatisfied (2-4)
- <1% Very dissatisfied (0-1)

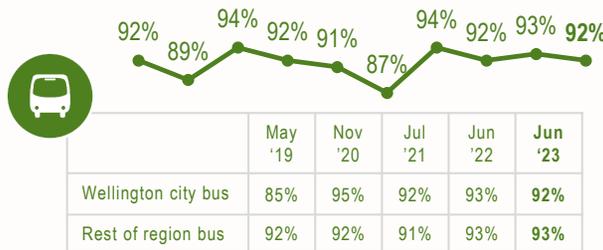
Base: n=2,900 (All passengers who answered this question)

Satisfaction Over Time (All modes, weighted)



May '14 (n=4117) May '15 (n=4247) May '16 (n=2261) May '17 (n=3862) May '18 (n=3578) May '19 (n=3733) Nov '20 (n=3022) Jul '21 (n=3000) Jun '22 (n=2576) Jun '23 (n=2,900)

Satisfaction by Mode



May '14 May '15 May '16 May '17 May '18 May '19 Nov '20 Jul '21 Jun '22 Jun '23

Arrows denote statistically significant change from previous year.



Passengers most satisfied

- ✓ Travelling to visit friends and relatives (99%) or sports/recreation/dining out (96%)

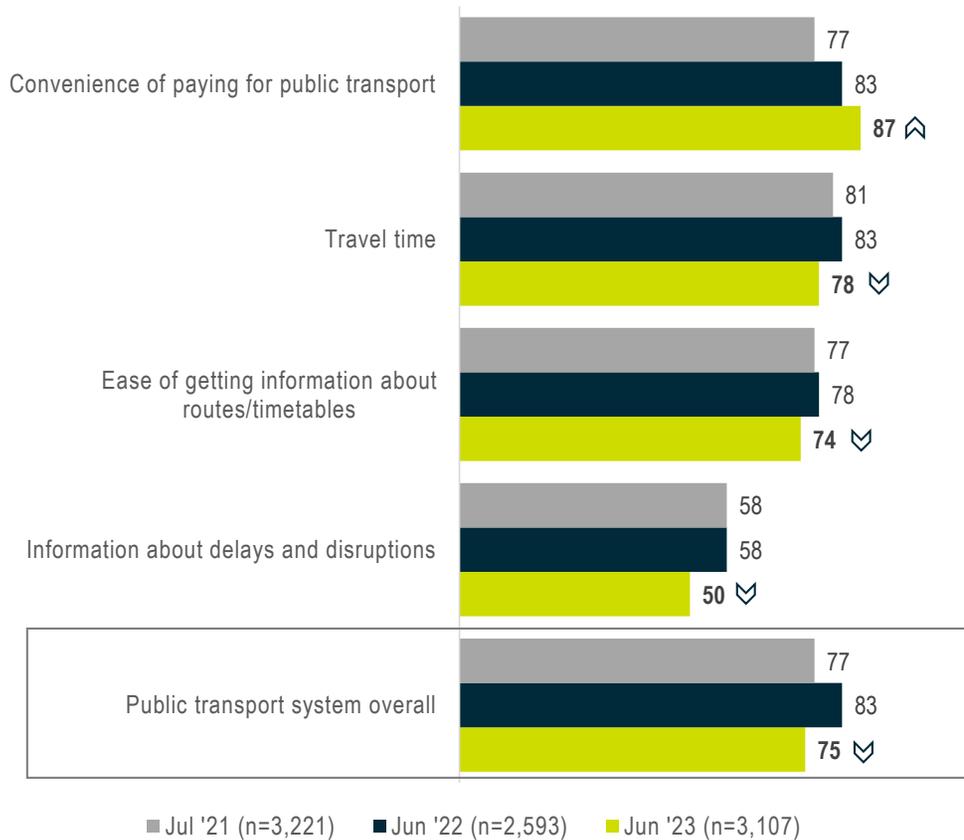


Passengers most dissatisfied

- ✗ Travelling for work (4%)

Perceptions of Wellington's PT System

Share of Passengers Satisfied/Very Satisfied (%)



Arrows denote statistically significant change from previous year

Users' perceptions of Wellington's public transport system have declined significantly over the last 12 months, satisfaction with the public transport system overall down 8 percentage points to 75%. Perceptions have declined across all three modes, with declines most notable among train passengers (down from 88% to 76%).

Declines in positive ratings are evident for most aspects of the public transport system. In contrast, satisfaction with the convenience of paying for public transport has improved significantly over the last 12 months (up 4 percentage points to 87%). Most likely due to the introduction of Snapper payments on rail services, this improvement is most notable among train passengers (up 8 percentage points to 84%).

The impact of half price fares on public transport use in Wellington has been positive, with 20% of respondents reporting being new (9%) or returning (11%) public transport users since cheaper fares were introduced, and 33% using public transport more often than they were prior to the introduction of half-priced fares in April 2022.

Overall Satisfaction with Public Transport System Overall

Thinking about your experience of public transport (including trains, buses and harbour ferries) in the Wellington region over the last three months, how satisfied or dissatisfied are you with the public transport system overall?

June 2023 Results

Total satisfied
75%

- 22% Very satisfied (9-10)
- 53% Satisfied (6-8)
- 10% Neither/nor (5)
- 12% Dissatisfied (2-4)
- 3% Very dissatisfied (0-1)

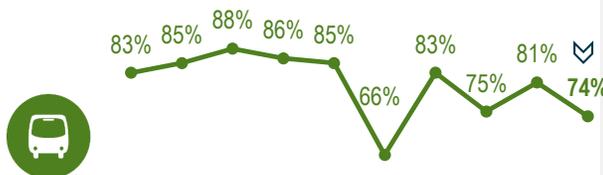
Base: n=2,922 (All passengers who answered this question)

Satisfaction Over Time (All modes, weighted)

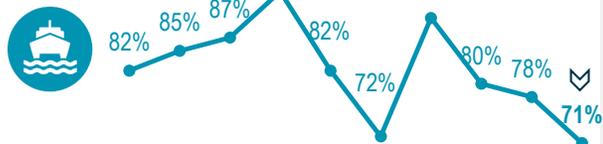


May '14 (n=4189) May '15 (n=4324) May '16 (n=2292) May '17 (n=3877) May '18 (n=3586) May '19 (n=3798) Nov '20 (n=3029) Jul '21 (n=3087) Jun '22 (n=2593) Jun '23 (n=2922)

Satisfaction by Mode



	May '19	Nov '20	Jul '21	Jun '22	Jun '23
Wellington city bus	63%	83%	74%	80%	74%
Rest of region bus	77%	80%	78%	85%	74%



May '14 '15 '16 '17 '18 '19 '20 '21 '22 '23



Passengers most satisfied

- ✓ Travelling for sightseeing (96%) or to visit friends/relatives (85%)
- ✓ Using PT less often than once a month (89%)
- ✓ SuperGold card users (86%)/aged 65 years + (84%)
- ✓ Cash users (80%)
- ✓ Travelling off-peak (77%)



Passengers most dissatisfied

- ✗ Aged 25-34 years (18%)

Arrows denote statistically significant change from previous year.

Satisfaction with Convenience of Paying for PT

Thinking about your experience of public transport (including trains, buses and harbour ferries) in the Wellington region over the last three months, how satisfied or dissatisfied are you with how convenient it is to pay for public transport?

June 2023 Results

Total satisfied
87%

- 47% Very satisfied (9-10)
- 40% Satisfied (6-8)
- 5% Neither/nor (5)
- 6% Dissatisfied (2-4)
- 2% Very dissatisfied (0-1)

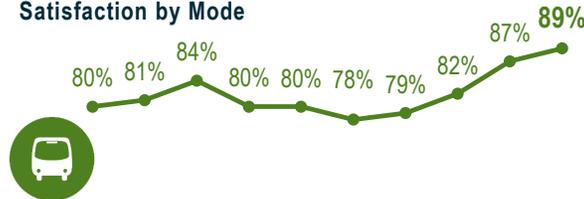
Base: n=2,966 (All passengers who answered this question)

Satisfaction Over Time (All modes, weighted)

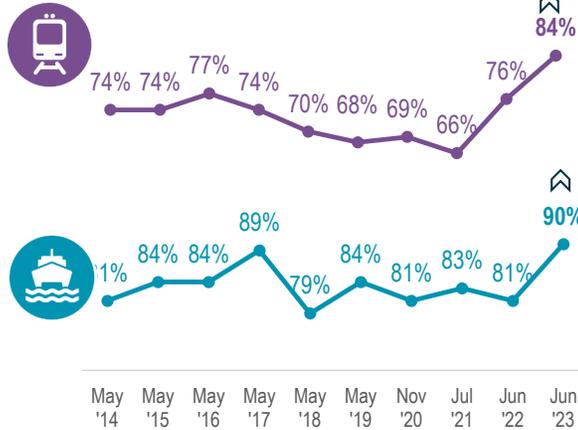


May '14 (n=4150) May '15 (n=4302) May '16 (n=2286) May '17 (n=3929) May '18 (n=3626) May '19 (n=3850) Nov '20 (n=3060) Jul '21 (n=3092) Jun '22 (n=2610) Jun '23 (n=2,966)

Satisfaction by Mode



	May '19	Nov '20	Jul '21	Jun '22	Jun '23
Wellington city bus	76%	81%	82%	87%	90%
Rest of region bus	82%	74%	82%	86%	85%



Passengers most satisfied

- ✓ SuperGold card users (91%)
- ✓ Bus passengers (89%)



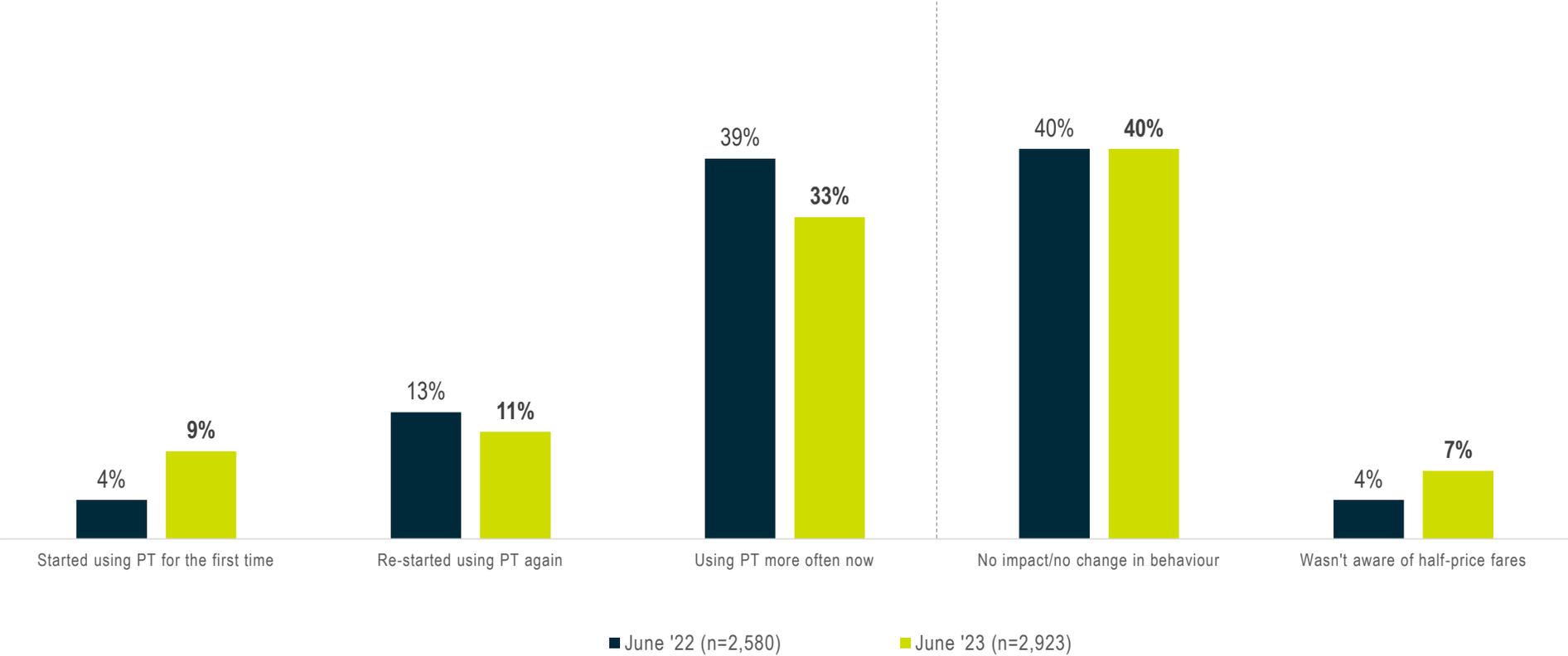
Passengers most dissatisfied

- ✗ (No significant differences by passenger sub-groups)

Arrows denote statistically significant change from previous year.

Impact of Half-Price Fares on Public Transport Use

What impact has the introduction of half-price fares has on your public transport use?



Transport Committee
14 September 2023
Report 23.416



For Information

REINSTATEMENT OF BUS SUSPENDED SERVICES - PROGRESS

Te take mō te pūrongo

Purpose

1. To update the Transport Committee (Committee) with progress made on the reinstatement of bus services.

Te tāhū kōrero

Background

Temporary service suspensions

2. As a result of driver resource shortages and in an effort to provide more certainty for customers, Metlink has, in partnership with bus operators, made a number of temporary service suspensions on the network.
3. In October 2022, 67 NZ Bus (from 1 September 2023 trading as Kinetic) trips were temporarily suspended; these services were predominantly Wellington City bus services.
4. In November 2022, 114 Tranzurban trips were temporarily suspended; these services were in Wellington City and Porirua.

Driver resource numbers – as at 1 September

5. To operate the full Metlink bus network timetable, approximately 675 bus drivers are required.
6. As at 1 September 2023, we are approximately 66 bus drivers short of the establishment required to reinstate the full bus network service levels. Note, of the 66 drivers that we are short, there are currently 40 drivers in training; subject to training being successfully completed the shortfall will reduce to 26. Drivers are expected to complete their training progressively during September and October 2023.
7. The table below outlines current driver numbers and expected driver recruitment numbers as provided by our operators:

Operator	Approx Required Drivers (to operate full timetable)	Shortfall of Drivers (Drivers in Training*) as at 1 Sept 2023	Expected Additional Drivers
Kinetic (NZ Bus)	249	8 (39*)	31
Tranzurban	341	58 (40*)	18
Mana	58	0	0
Uzabus	27	0	0
TOTAL	675	66 (79*)	(Allows for attrition)

* Drivers who are in training are included in brackets

Requirements and timings for return to full timetabled services

8. In order to return the network to full timetabled service levels for each operator, Metlink requires evidence of an operator achieving KPI performance for reliability for two consecutive months.
9. Following an operator meeting the requirements above, Metlink will work with the operator to reinstate suspended trips. It is estimated that it will take an average of six weeks for operators to reinstate suspended trips (i.e. have reinstated services running on the road).

Requirements already met (as at 1 September)

10. In August 2023, Kinetic met the requirements for Metlink to begin planning to reinstate services.
11. Tranzurban has not yet met the requirements for Metlink to begin planning to reinstate services. Tranzurban has consistently tracked several weeks behind Kinetic in this aspect of reliability.

Te tātaritanga Analysis

Reinstatement of temporarily suspended NZ Bus/Kinetic bus services

12. From Sunday 8 October 2023, all of the 67 Kinetic trips temporarily suspended from October 2022 will be reinstated. This includes:

Route	Community served	Number of trips	Time Of Day		Capacity
			AM	PM	
2	Karori / Miramar / Seatoun	7	1	6	511
3	Lyll Bay / Newtown	16	6	10	1,180
14	Wilton / Roseneath	3	3	-	168
18	Karori / Miramar	2	-	2	136
20	Mt Victoria	5	-	5	250
21	Wrights Hill / Karori / Uni	11	3	8	686
22	University	5	-	5	286

Route	Community served	Number of trips	Time Of Day		Capacity
			AM	PM	
22	Mairangi	2	2	-	136
30x	Scorching Bay	1	1	-	68
31x	Miramar North	1	-	1	68
33	Karori South	2	1	1	136
34	Karori West	1	1	-	68
35	Hataitai	1	-	1	68
36	Lyll Bay / Hataitai	1	-	1	91
83	Eastbourne / Lower Hutt / Petone	6	2	4	431
84	Eastbourne / Gracefield / Petone	1	1	-	68
Total					4,351

Ngā tūāoma e whai ake nei

Next steps

13. The Committee will be updated on progress with reinstated services as required.

Ngā kaiwaitohu

Signatories

Writers	Matthew Lear – Manager Network Operations Rita Aiono – Manager Service Design
Approvers	Matthew Chote – Senior Manager Operations & Partnerships (Acting) Bonnie Parfitt – Senior Manager Network & Customer Samantha Gain – Kaiwhakahaere Matua Waka-ā-atea Group Manager Metlink

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council’s roles or with Committee’s terms of reference</i> “Reviewing performance trends related to public transport activities” is a specific responsibility set out in the Committee’s Terms of Reference.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> Reinstatement of services have an impact on service levels. Certain performance measures in the 2021-31 Long-Term Plan relate to service levels.
<i>Internal consultation</i> No other functions were consulted in preparing this report.
<i>Risks and impacts - legal / health and safety etc.</i> There are no risks arising from this report.

Transport Committee
14 September 2023
Report 23.417



For Information

PUBLIC TRANSPORT PERFORMANCE – JULY UPDATE

Te take mō te pūrongo

Purpose

1. To update the Transport Committee (the Committee) on the current performance of the public transport network.

Te horopaki

Context

2. Since the introduction of the Public Transport Operating Model (PTOM) bus partnering contracts in July 2018, Metlink has had access to information that helps us to better appreciate and understand the performance of our public transport network.
3. Monthly operational performance reports were developed in early 2019; drawing on available information to provide performance reporting at the level provided in other authorities.
4. Monthly performance reports are published on the Metlink website to enable the public to easily access this information.
5. Over time, Metlink has amended the content of these operational reports to respond to requests from transport committees and to make improvements/changes identified by officers.
6. At recent meetings, members of the Committee have requested that the information provided in these performance reports be reviewed and amended to ensure that the information is reported on in the most useful and meaningful way possible.
7. Metlink met with relevant Committee members to better understand the performance outcome reporting Councillors would like to see and what performance data Metlink has to facilitate that requirement. It was agreed to include reporting on:
 - a driver numbers
 - b note on graphs the reasons for major spikes in performance
 - c add a quarterly report on Health, Safety and Wellbeing
 - d add 'target' patronage on the 12 month rolling graph
 - e show suspended trips along with cancelled trips
 - f accessibility
 - g bus capacity

- h emissions/decarbonisation.
- 8. The performance reports incorporate the following requested changes:
 - a 2018/19 patronage line added to 'all modes' graph
 - b brief comments added on graphs for reliability and punctuality
 - c added suspended services to the bus cancellations graph
 - d section added on driver numbers
 - e explanation of what is included under 'Other' in the complaints section.
- 9. Metlink expects to be able to provide the Committee with further changes over the next few months as data required for the additional sections is sourced and collated.
- 10. Monthly performance reports are published on the Metlink website at: <https://www.metlink.org.nz/news-and-updates/surveys-and-reports/performance-of-our-network/#DataAndReports>
- 11. **Attachment 1** contains an overview (including commentary) of the key results in Metlink's monthly performance report for July 2023.
- 12. Metlink looks forward to continuing to strengthen our access to data, insight, expertise, and capability.

Te tātaritanga Analysis

FIFA Women's Football World Cup

- 13. Metlink provided public transport services for FIFA Women's World Cup 2023 (Tournament).
- 14. Nine games were hosted at the Wellington Regional Stadium, attendance for these games was over 230,000.
- 15. Additional capacity on the network was provided where resources allowed.
- 16. Metlink provided integrated ticketing for the Tournament, which included free transport on game days for match ticket holders, and throughout the Tournament for Accreditation Pass holders.
- 17. WellingtonNZ, as part of its budget for the Tournament, met the cost of the integrated ticketing.

Bus performance – July 2023

Patronage

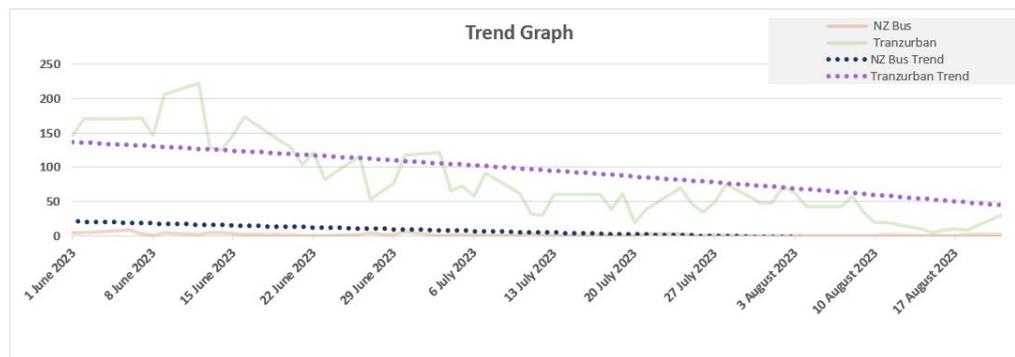
- 18. Bus passenger boardings for July 2023 were 2.04 million, this compares to boardings of 2.25 million in July 2019 (pre-COVID-19). Patronage for the year to date is at 90.7% of pre-COVID-19 levels, which shows good recovery despite significantly reduced service levels due to driver shortages.

Reliability

- 19. The reliability metric is a measure of services deemed to have run. The daily reliability target for our bus services is 98%. Reliability for July 2023 was 97.7%, compared to

95.6% last month. Reliability this month is starting to reflect more stability in driver numbers.

20. The graph below provides information on cancellation trends by the two largest operators. Note, this reports against timetabled services and does not therefore include suspended services.



Punctuality

21. The punctuality metric is a measure of services departing from origin, leaving between one minute early and five minutes late. Bus service punctuality was 94.4% in July 2023, compared to 93.7% last month. Punctuality this month reflects traffic congestion and disruptions.

Rail performance – July 2023

Patronage

22. Rail passenger boardings for July 2023 were 1.03 million, this compares to boardings of 1.30 million in July 2019 (pre-COVID-19). Patronage for the year to date is at 79.2% of pre-COVID-19 levels, which shows good recovery and may indicate changed travel behaviour.

Reliability

23. The rail reliability measure shows the percentage of scheduled services that depart from origin and key stations no earlier than 30 seconds before the scheduled time, meet the consist size for the scheduled service, and stop at all stations timetabled for the service.
24. Rail service reliability was 97.2% in July 2023, compared to 95.9% last month.
25. Services this month were affected by cancellations and bus replacements following a fatality, speed restrictions, a collision between a car and a passenger train on the Wairarapa line, strong winds causing a tree to come down onto the power lines, a bomb scare, a broken rail, icy conditions, a signal outage at Wellington station, and two occasions where passengers were taken ill on board a service.

Punctuality

26. The rail punctuality measure records the percentage of services arriving at key interchange stations and final destination within five minutes of the scheduled time.
27. Punctuality for July 2023 was 86.8%, compared to 83.5% last month.

Bus replacements

28. In July 2023, 6.0% of rail services were replaced by buses (planned and unplanned):
 - a 1.3% of the rail services that were replaced by buses were unplanned.
 - b 4.7% of the rail services that were replaced by buses were planned.
29. Of the 4.7% of planned rail services that were replaced by buses, 58% were awarded to Metlink bus operators (Tranzurban and Mana).
30. Planned bus replacements are used to allow upgrade works across the rail network to continue on a regular basis. During the FIFA Women’s World Cup all KiwiRail upgrade work was put on hold to allow trains to run every day.

Ferry performance – July 2023

31. Ferry services have operated as per their usual timetable.
32. Boardings were 107.8% of July 2019 numbers (pre COVID-19).

Fare revenue

33. In July 2023, there was a budget shortfall of \$5.6 million for the month across bus and rail services.
34. The budget shortfall is attributable to:
 - a \$3.27 million due to the extended half-price fares scheme
 - b \$2.49 million due lower patronage post COVID-19
 - c Offset by additional fare revenue of \$0.14 million from Airport and On Demand services.
35. Part of the revenue deficit due to the extended half-price fares scheme is expected to be offset by the Government funding under the agreed transitional arrangement with Waka Kotahi.
36. The budget does not include ferry fare revenue as harbour ferry services operate under a different (net) PTOM contract. Unlike the bus and rail operators, the ferry operator has revenue responsibility for its Metlink harbour ferry services. However, given the nature of net contracts, any significant fluctuation in ferry fare revenue may impact the amount of subsidy required to recover the operating costs. Year to date, there has been no major change to operator payments.

Ngā āpitihanga

Attachments

Number	Title
1	Metlink performance report – July 2023

**Ngā kaiwaitohu
Signatories**

Writers	Matthew Lear – Manager Network Operations Andrew Myers – Manager Customer Insights & Assets
Approvers	Fiona Abbott – Senior Manager Assets and Infrastructure Matthew Chote – Senior Manager Operations and Partnerships (Acting) Samantha Gain – Kaiwhakahaere Matua Waka-ā-atea Group Manager Metlink

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council's roles or with Committee's terms of reference</i> The Committee has the specific responsibility to review performance trends related to public transport and transport demand management activities as set out in the Committee's Terms of Reference.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> Certain performance measures in the 2021-31 Long-Term Plan relate to matters reported on in the operational performance report.
<i>Internal consultation</i> No other departments were consulted in preparing this report.
<i>Risks and impacts - legal / health and safety etc.</i> There are no risks arising from this report.



Performance report

July 2023



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Partner Performance

Attachment 1 to Report 23.417

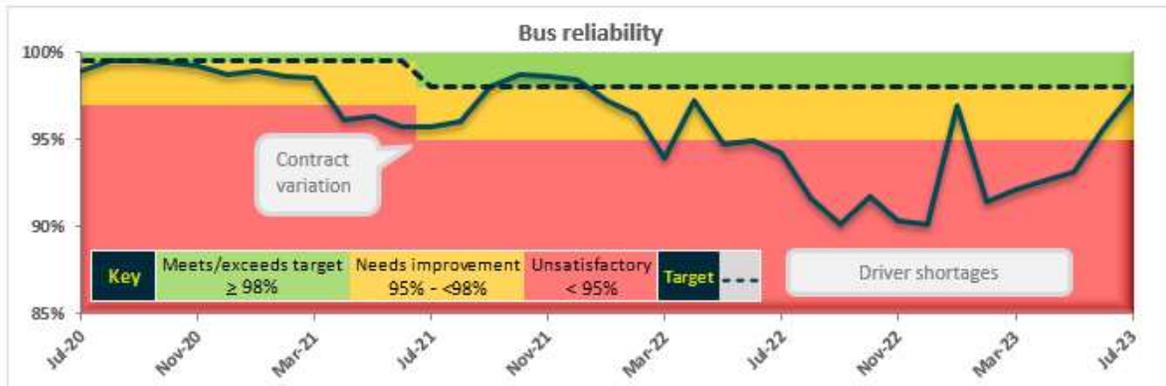


Bus operators

Reliability

The bus reliability measure shows the percentage of scheduled services that ran, as tracked by RTI and Snapper systems.

In July, 97.7% of bus services were delivered, an improvement of 3.5% compared to the same month last year. Reliability this month is starting to reflect more stability in driver numbers.



Reliability - current month

	Jul-23	Jul-22	% Change
Wellington City			
Newlands & Tawa	99.4%	99.4%	0.0%
East, West & City	99.7%	90.9%	8.8%
North, South, Khandallah & Brooklyn	94.9%	93.2%	1.6%
Hutt Valley	98.8%	96.7%	2.1%
Porirua	94.4%	94.0%	0.4%
Kapiti	96.1%	99.7%	-3.7%
Wairarapa	97.3%	99.5%	-2.1%
Total	97.7%	94.2%	3.5%



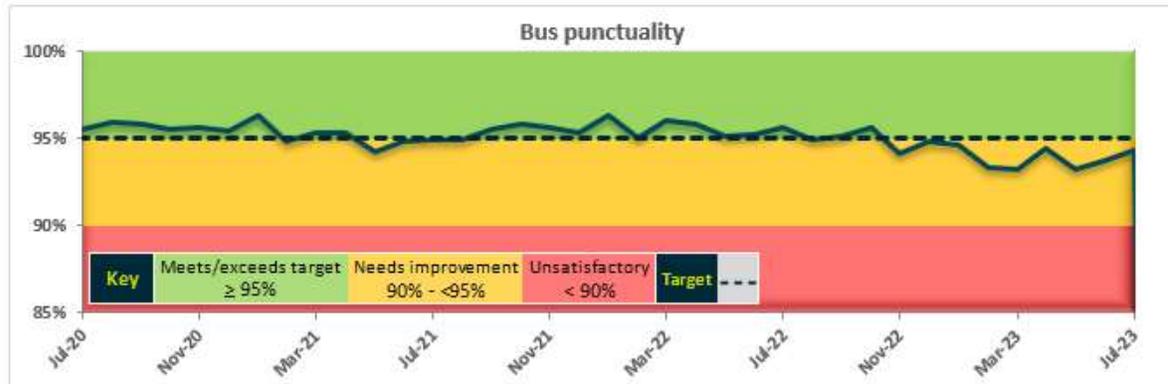
In July, there were 91,595 bus trips run, carrying 2.0 million passengers.

Punctuality

Attachment 1 to Report 23.417

We measure bus punctuality by recording the bus departure from origin, leaving between one minute early and five minutes late.

Bus service punctuality was 94.4% in July, close to the 94.2% for the same month last year. Punctuality this month reflects traffic congestion and disruption in the usual places, particularly Wellington City and currently Masterton due to State Highway works.



Punctuality - current month

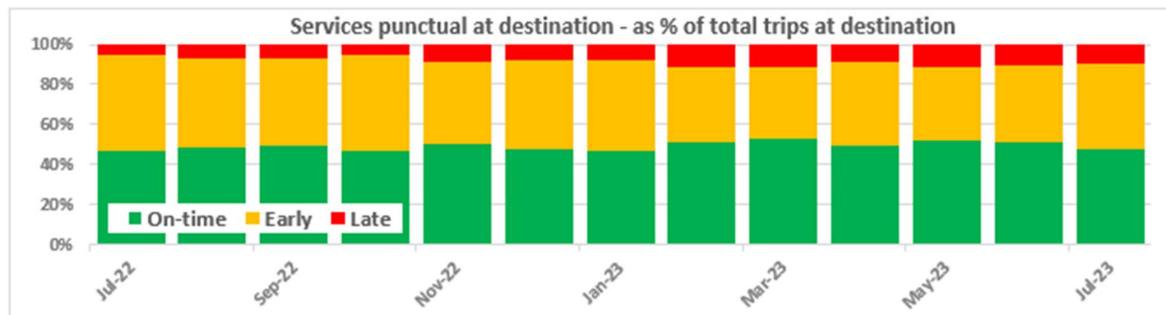
	Jul-23	Jul-22	% Change
Wellington City			
Newlands & Tawa	95.9%	98.0%	-2.1%
East, West & City	96.6%	96.6%	0.1%
North, South, Khandallah & Brooklyn	88.2%	91.6%	-3.4%
Hutt Valley	95.6%	96.3%	-0.7%
Porirua	95.4%	96.0%	-0.7%
Kapiti	95.4%	98.6%	-3.2%
Wairarapa	91.8%	92.5%	-0.7%
Total	94.4%	95.6%	-1.2%

Punctuality at destination

Bus punctuality at destination is not a contractual measure and is included here at the request of our auditors. We have used the same criteria as for punctuality at origin as a proxy, recording the bus arrival at destination between one minute early and five minutes late.

We have little influence over punctuality once a bus has departed from origin, with factors such as traffic, passenger volumes and behaviour, weather events, accidents and roadworks all affecting the punctuality of services.

In July, 47.7% of bus services recorded at destination arrived on time, with a further 42.7% arriving more than one minute early, while 9.6% of services arrived more than five minutes late.



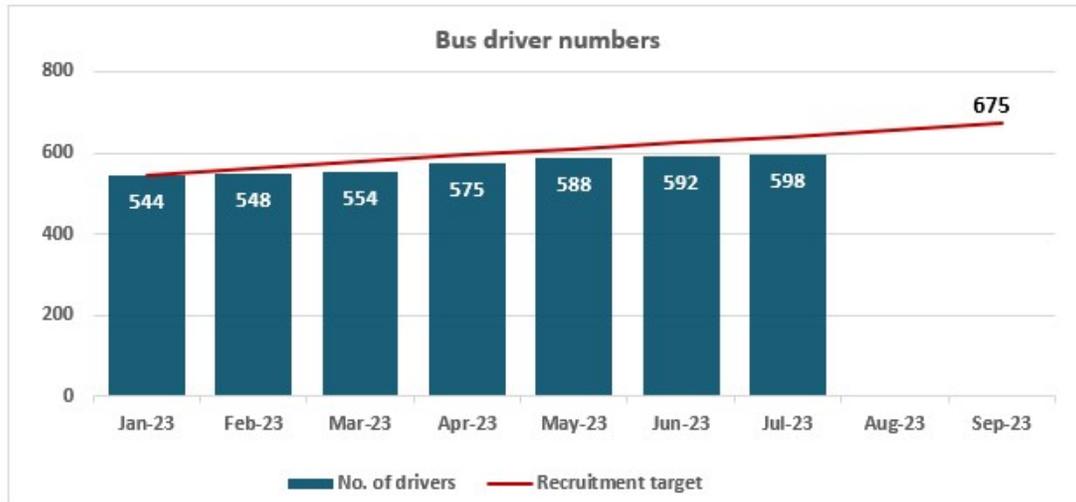
Punctuality at destination - current month

	Jul-23	Jul-22	% Change
On-time	47.7%	46.5%	1.1%
Early	42.7%	48.7%	-6.0%
Late	9.6%	4.8%	4.8%

Attachment 1 to Report 23.417

Bus driver shortages

There is currently a shortage of bus drivers in the Greater Wellington Region – this impacts the ability to be able to run all timetabled services. The graph below shows the total number of bus drivers each month, against the recruitment target of having 675 drivers by September 2023.



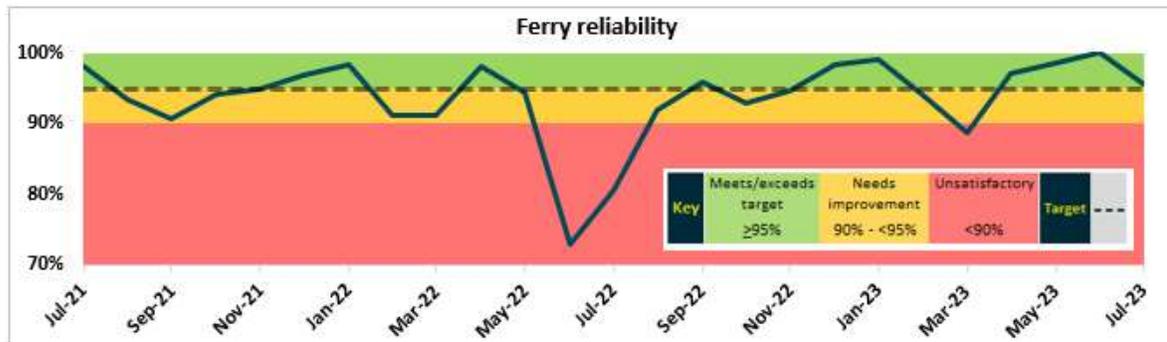
Ferry operator

Reliability

Ferry reliability is a measure of the number of scheduled services that ran.

Reliability for July was 95.5%, compared to 80.5% for the same month last year.

The greatest impact on reliability is weather conditions – July saw 22 services cancelled as a result. There were a further 10 services impacted by some remedial maintenance for protective belting on City Cat.



Reliability - current month

	Jul-23	Jul-22	% Change
Total	95.5%	80.5%	15.0%

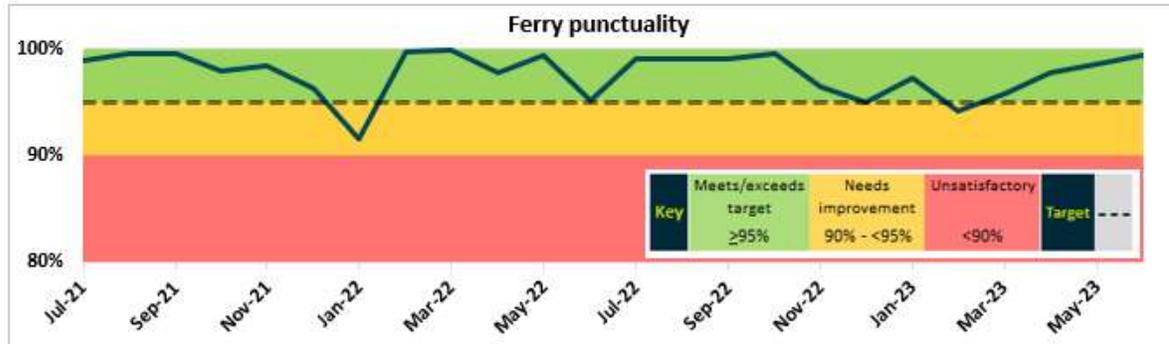
Punctuality

Attachment 1 to Report 23.417

Ferry punctuality is a measure of ferries leaving the origin wharf no earlier than 4 minutes 59 seconds before schedule.

Punctuality for July was 96.5%, compared to 99.0% for the same month last year.

A total of 18 trips ran late mostly due to passenger loadings in a month which surpassed the 2019 previous best July.



Punctuality - current month

	Jul-23	Jul-22	% Change
Total	96.5%	99.0%	-2.5%



Te Hunga Whaikaha Total Mobility

Te Hunga Whaikaha Total Mobility

In July 2023 there were 31,000 Te Hunga Whaikaha Total Mobility trips, an increase of 15.1% compared to the same month in the previous year. This shows a continuance of strong levels of usage of Te Hunga Whaikaha Total Mobility reflective of the now permanent half price fares initiative.



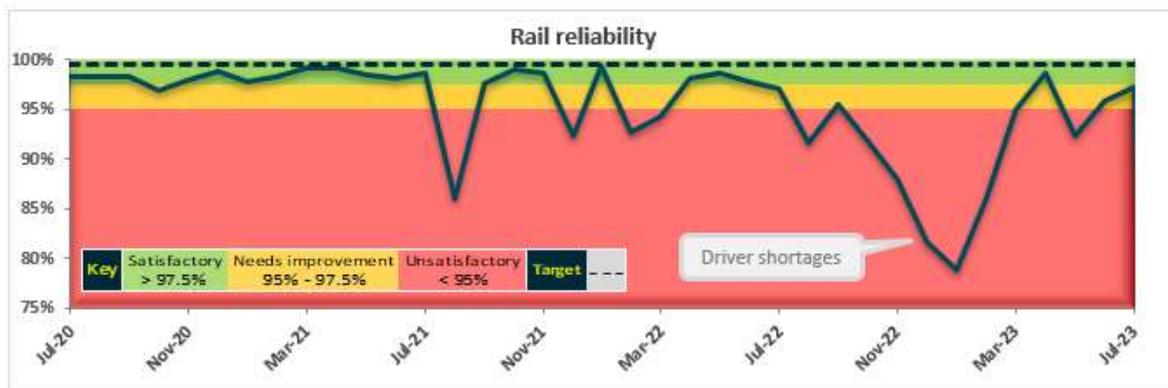


Reliability

The rail reliability measure shows the percentage of scheduled services that depart from origin and key stations no earlier than 30 seconds before the scheduled time, meet the consist size for the scheduled service, and stop at all stations timetabled for the service.

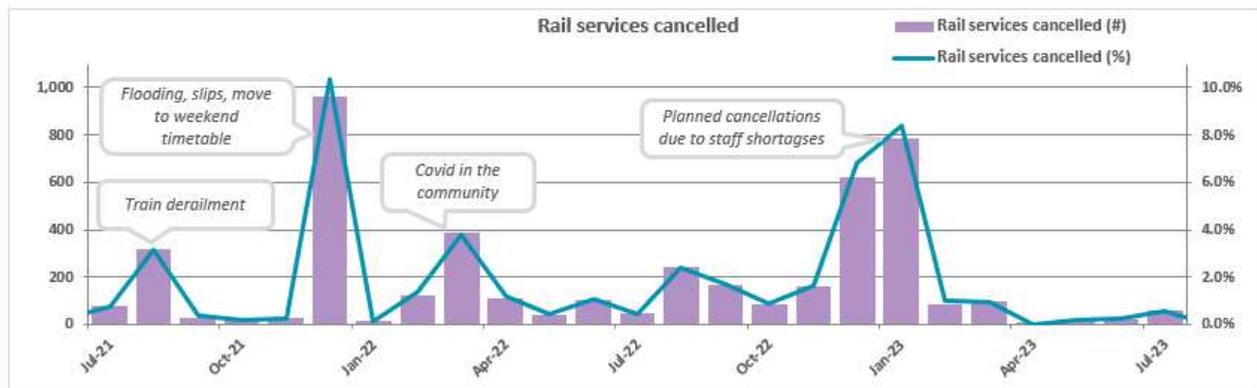
Rail service reliability was 97.2% in July, compared to 97.1% for the same month last year.

The major impacts on reliability this month were cancellations and bus replacements due to a fatality by Kaiwharawhara on 2 July, and some Johnsonville peak services were bus replaced due to a speed restriction in the week of 10th July. Services were also affected by a number of other incidents during the month, including a collision between a car and a passenger train on the Wairarapa line, strong winds causing a tree to come down onto the power lines, a bomb scare, a broken rail, icy conditions, a signal outage at Wellington station, and two occasions where passengers were taken ill on board a service.



Reliability - current month

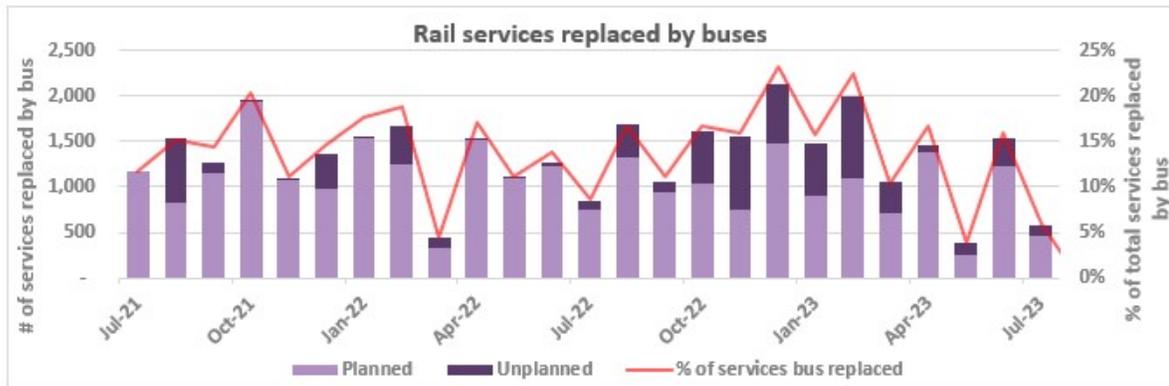
	Jul-23	Jul-22	% Change
Hutt Valley	98.2%	96.4%	1.8%
Johnsonville	96.0%	96.4%	-0.4%
Kapiti	97.8%	98.3%	-0.5%
Wairarapa	96.4%	99.0%	-2.6%
Total	97.2%	97.1%	0.1%



In July, there were 9,571 rail trips run, carrying 1.03 million passengers.

In July, 4.7% of rail services were replaced by buses, compared to 16.0% the previous month.

Attachment 1 to Report 23.417

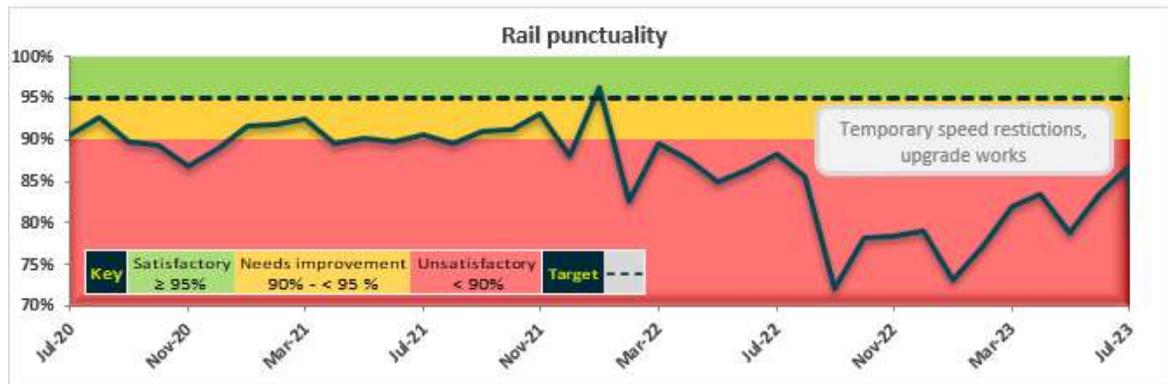


Punctuality

The rail punctuality measure records the percentage of services arriving at key interchange stations and at the final destination within five minutes of the scheduled time.

Punctuality for July was 86.8%, compared to 88.2% for the same month last year.

The large number of incidents this month also impacted punctuality, including speed restrictions on the Johnsonville line in particular. The Wairarapa line continues to be impacted by ongoing speed restrictions on the line, plus an extra speed restriction at the Norfolk Rd level crossing following a vehicle and passenger train collision on 21st July.



Punctuality - current month

	Jul-23	Jul-22	% Change
Hutt Valley	88.4%	87.6%	0.8%
Johnsonville	88.8%	85.8%	3.0%
Kapiti	88.2%	93.6%	-5.4%
Wairarapa	27.9%	56.0%	-28.1%
Total	86.8%	88.2%	-1.4%

Rail network owner

Attachment 1 to Report 23.417

July Commentary

July performance in relation to punctuality increased slightly from the previous month. The main contributor to delay was a track asset fault in Wellington station during the morning peak of the 26th of July. Whilst the fault was identified and fixed quickly, the disruption caused congestion throughout the peak. July’s reliability decreased compared to the month prior due to a track fault at North Junction on the NIMT, this occurred during the evening peak on the 27th of July.

A short notice track access was agreed so monitoring equipment repairs could take place prior to the FIFA Women’s World Cup commencement. This lost time led to several services being cancelled during the peaks to reduce the impact to the timetable.

Key Performance Indicators				
Punctuality	Reliability	Network Availability	Maintenance Backlog	HSE Score
96.60%	99.30%	Unplanned: 98.80%	Reducing Trend	Zero Harm
97.90%	98.97%	Planned: 92.03%	15	39 Days LTI Free
		Unplanned: 99.99%		

(Yellow row is KPI target)

KPI Summary

Network Availability

The NIMT was closed for nearly 4 hours on the 27th of July due to track asset fault at North Junction (43.850km) network shutdowns attributed to KiwiRail infrastructure throughout the month.

Planned access for July was down from the previous month, due to a hold on Block of Line access during the FIFA Women’s World Cup.

Asset Condition Mapping

Condition mapping for Structures and Traction is 100% complete. Track is currently at 99.7% with the outstanding portion in the yards. Civils are at 52%, most of the gap is with culverts on all lines, and slopes on the Wairarapa.

Maintenance Compliance

Maintenance compliance across both Track and STTE (Signals, Traction, Telecoms & Electrical) is 100%.

Operational Performance

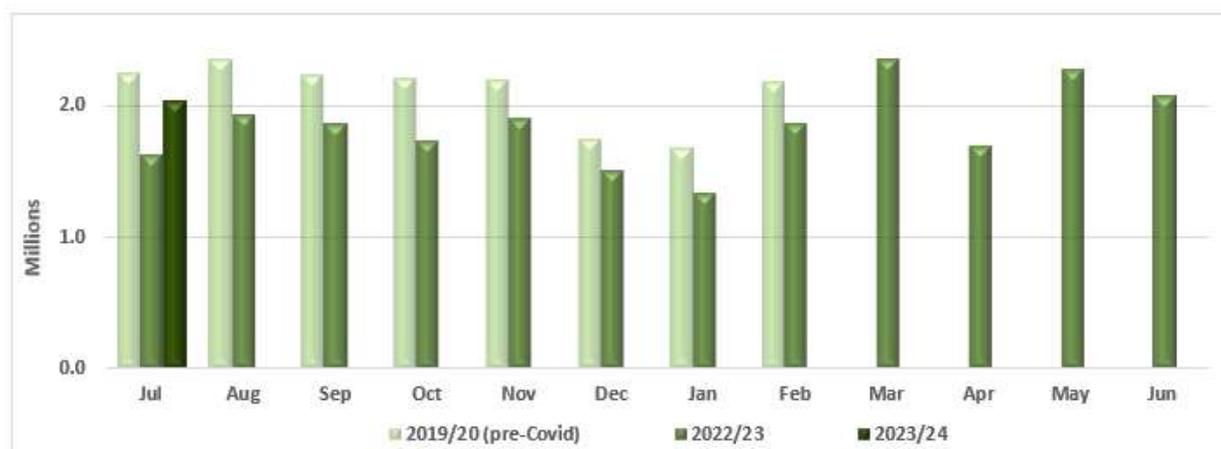
Patronage

There are two ways to report on patronage - passenger boardings and passenger journeys. We calculate passenger journeys by subtracting recorded transfers (movements from one vehicle to another within 30 minutes) from passenger boardings. Metlink generally reports passenger boardings given the lack of visibility on transfers between modes and on rail and ferry services.

In July 2023, we saw increased passenger boardings when compared to the same month last year – in July 2022 NZ was under Orange of the Covid-19 Protection Framework. There were increased passenger boardings in July with extra people being in Wellington for FIFA world cup events, but free travel for ticket holders is not included in these numbers as it was unable to be recorded.

Bus passenger boardings

July bus passenger boardings were 24.9% higher than the same month last year - in July 2022 NZ was under Orange of the Covid-19 Protection Framework. Boardings this month were 90.7% of July 2019 numbers (pre-Covid).



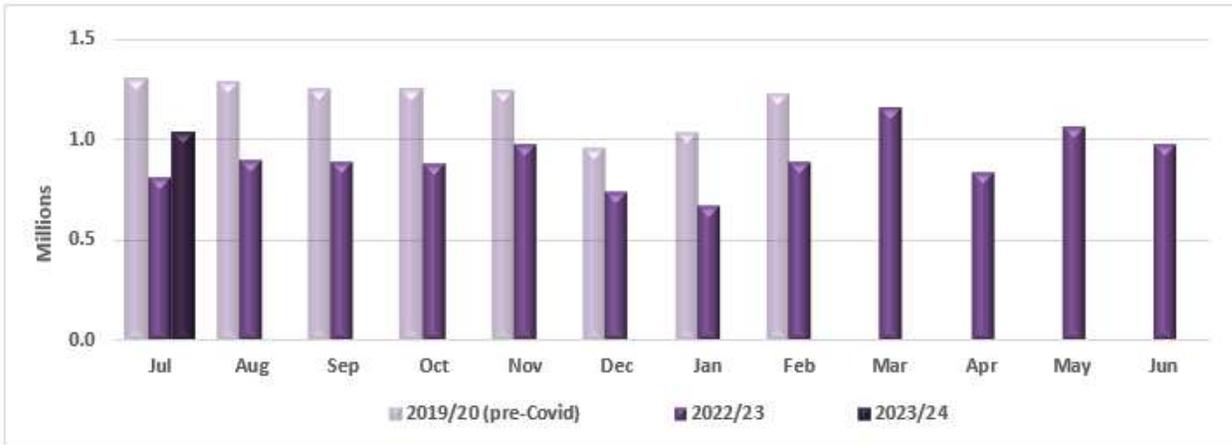
Boardings by area - current month

	Jul-23	Jul-22	% Change
Wellington	1,552,801	1,222,589	27.0%
Hutt Valley	365,324	303,868	20.2%
Porirua	66,084	59,207	11.6%
Kapiti	47,231	39,617	19.2%
Wairarapa	12,083	10,268	17.7%
Total	2,043,523	1,635,549	24.9%

Rail passenger boardings

Attachment 1 to Report 23.417

July rail passenger boardings were 27.6% higher than the same month last year - in July 2022 NZ was under Orange of the Covid-19 Protection Framework. Boardings this month were 79.2% of July 2019 numbers (pre-Covid).

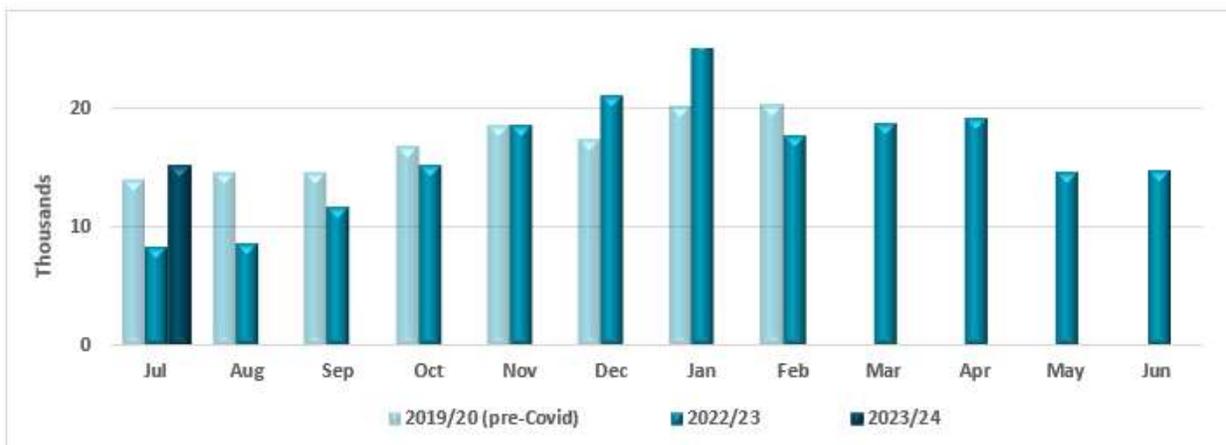


Boardings by line - current month

	Jul-23	Jul-22	% Change
Hutt Valley	445,724	338,907	31.5%
Kapiti	415,879	336,110	23.7%
Johnsonville	115,328	88,865	29.8%
Wairarapa	53,169	43,641	21.8%
Total	1,030,100	807,523	27.6%

Ferry passenger boardings

Ferry boardings show an increase of 7.8% on the same month last year - in July 2022 NZ was under Orange of the Covid-19 Protection Framework. Boardings for the month were 107.8% of July 2019 numbers (pre-Covid).



Boardings - current month

	Jul-23	Jul-19	% Change
Total	15,044	13,958	7.8%

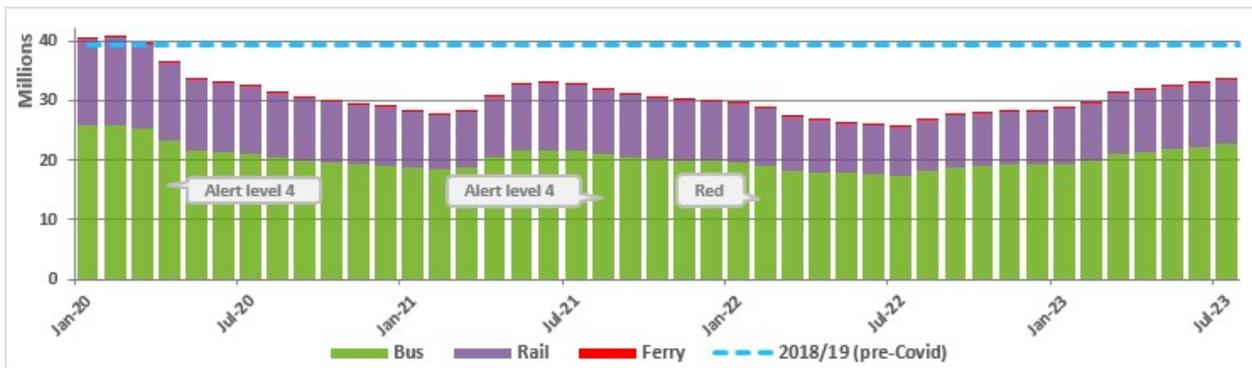
Passenger boardings trend

Attachment 1 to Report 23.417

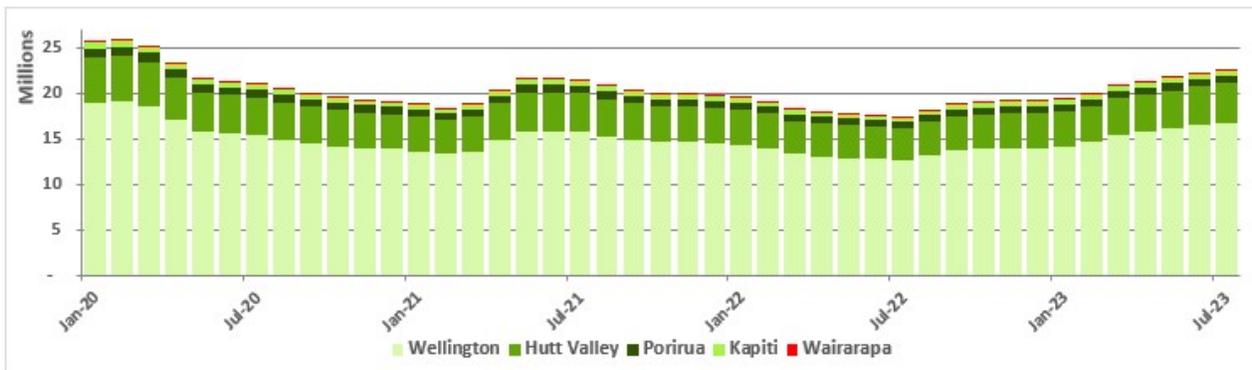
The following graphs show the number of passenger boardings using a 12-month rolling total.

There had been continuing growth up to February 2020, then decreases with the Covid-19 pandemic (mid-March 2020 onwards, a move to level 4 in August 2021, and a move to Red of the Covid-19 Protection Framework in late January 2022) - we can now see trending growth again for all modes, but this has not yet reached pre-Covid levels, as shown by blue dotted line in the graph below.

All modes



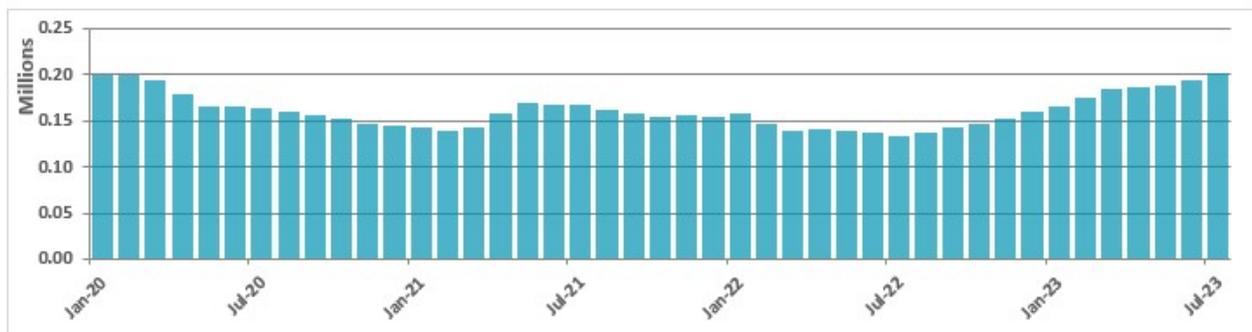
Bus



Rail



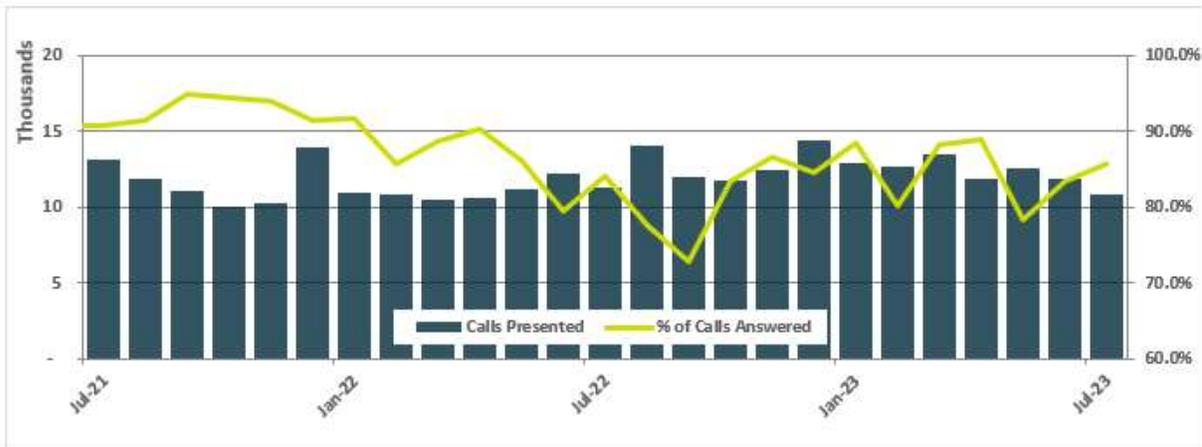
Ferry



Customer Contact

Call centre incoming calls

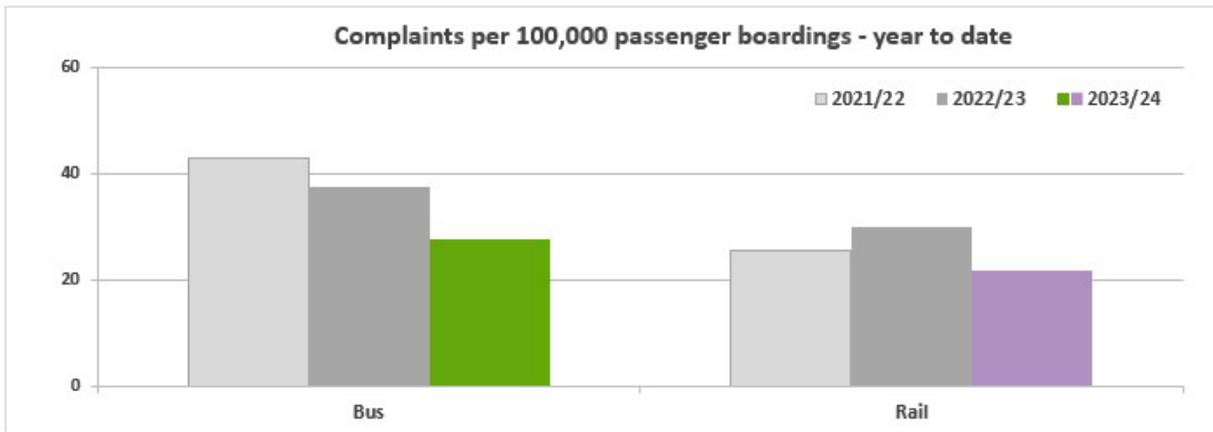
Metlink answered 85.7% of the 11,000 calls received in July.



Complaints

Complaints volume

To compare complaint volumes, Metlink reports the number of complaints per 100,000 passenger boardings. This shows that complaint volumes relative to passenger boardings are higher for bus than rail. Complaints have increased in recent months during driver shortages and illness.



Complaints have started to reduce in recent months as driver numbers improve.

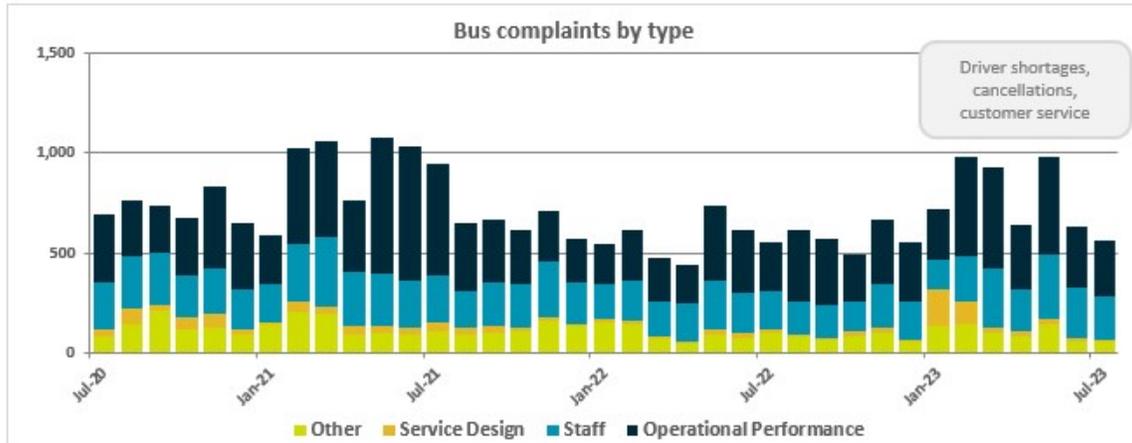


Bus complaints

Attachment 1 to Report 23.417

Bus complaints for the month were 2.4% higher than in July last year - in July 2022 NZ was under Orange of the Covid-19 Protection Framework.

Complaints for the month relate mostly to customer service, buses not stopping, and quality of information related to matters such as cancellations and services not shown as cancelled in RTI.



'Other' includes complaints re: Covid, passenger information, stops/stations, vehicles.

Bus complaints - current month

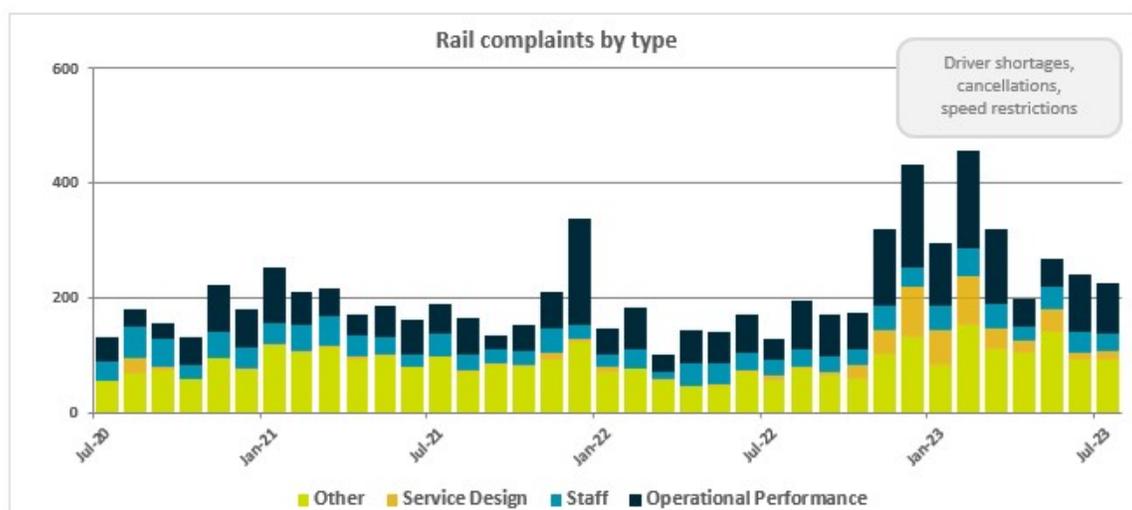
	Jul-23	Jul-22	% Change
Wellington			
Newlands, Tawa	23	15	53.3%
East-West, City	156	189	-17.5%
North-south, Khandallah, Brooklyn	216	176	22.7%
Hutt Valley	127	129	-1.6%
Porirua	26	24	8.3%
Kapiti	12	13	-7.7%
Wairarapa	4	5	-20.0%
Total	564	551	2.4%

Rail complaints

Attachment 1 to Report 23.417

Rail complaints for July were 73.1% higher than the same month last year - in July 2022 NZ was under Orange of the Covid-19 Protection Framework and there were less people travelling.

Customer feedback remains high - this month we saw an increase due to the high number of issues across the network.



'Other' includes complaints re: Covid, passenger information, stops/stations, vehicles.

Rail complaints - current month

	Jul-23	Jul-22	% Change
Hutt Valley	75	34	120.6%
Kapiti	50	44	13.6%
Johnsonville	24	12	100.0%
Wairarapa	28	16	75.0%
General	48	24	100.0%
Total	225	130	73.1%

Financial Performance

Fare revenue

Bus and rail fare revenue

The table below compares revenue received for fares on bus and rail, compared to budgeted fare revenue.

In April 2022 the Government introduced half-price fares – numbers reported here are for actual fare revenue, without adjustment for any additional Waka Kotahi funding during the half-price fares period. Funding for half price fares is claimed through Waka Kotahi within grants and subsidies.

In July there was a budget shortfall of \$5.6m - \$3.27 million is attributable to the half price fares scheme, \$2.49 million is attributable to lower patronage post Covid-19, with the shortfall being off-set by \$0.14 million fare revenue from the Airport and On Demand services. Part of the revenue deficit due to the extended half-price fares scheme is expected to be offset by the Government funding under the agreed transitional arrangement with Waka Kotahi.

Fare revenue - current month

	Jul-23	Budget	Excess/Shortfall
Bus	1,927,381	4,319,701	- 2,392,320
Rail	1,477,566	4,702,354	- 3,224,788
Total	\$ 3,404,947	\$ 9,022,055	-\$ 5,617,108

Transport Committee
14 September 2023
Report 23.418



For Information

PUBLIC TRANSPORT OPERATOR UPDATE – TRANSDEV

Te take mō te pūrongo

Purpose

1. To provide the Transport Committee with a brief overview of public transport rail operator Transdev’s business.

Te tāhū kōrero

Background

2. Both the Council Chair and Chair of the Transport Committee have expressed a desire for there to be ongoing opportunities for interaction between Councillors and public transport operators.
3. Each of our six public transport operators are scheduled to attend a Transport Committee meeting in 2023 to provide a brief overview of their business.

Ngā tūāoma e whai ake nei

Next steps

4. A senior manager from Transdev will speak to [Attachment 1](#) at the Committee’s meeting on 14 September 2023.

Ngā āpitihanga

Attachment

Number	Title
1	Transdev’s presentation

Ngā kaiwaitohu

Signatories

Writer	Margaret Meek – Principal Advisor Public Transport Governance
Approvers	Matthew Chote – Senior Manager Operations and Partnerships (Acting) Samantha Gain – Kaiwhakahaere Matua Waka-ā-atea Group Manager, Metlink

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council's roles or with Committee's terms of reference</i> It is appropriate for the Committee to receive an overview of its public transport operators' businesses.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> This overview provides information that will help inform delivery of public transport.
<i>Internal consultation</i> There was no internal consultation.
<i>Risks and impacts - legal / health and safety etc.</i> There are no known risks and impacts.



Attachment 1 to Report 23.418



Transport Committee

14 September 2023

Transdev Wellington Operator Performance

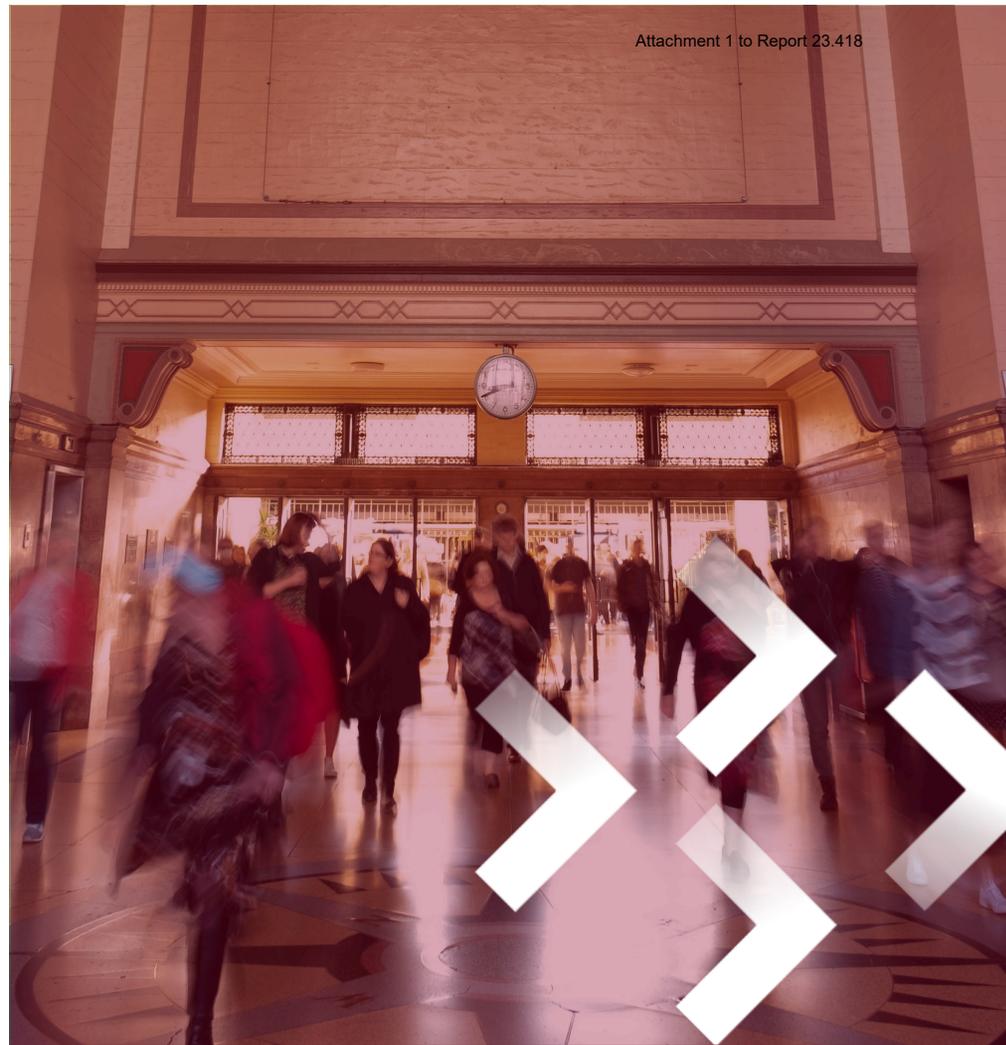
- Punctuality @ 96.88%
- Reliability @ 99.2%
- MDBF 85,800 KM
- Fleet Availability 100%

*Figures during the Auto Renewal period 2022/2023



Attachment 1 to Report 23.418

Customer Experience



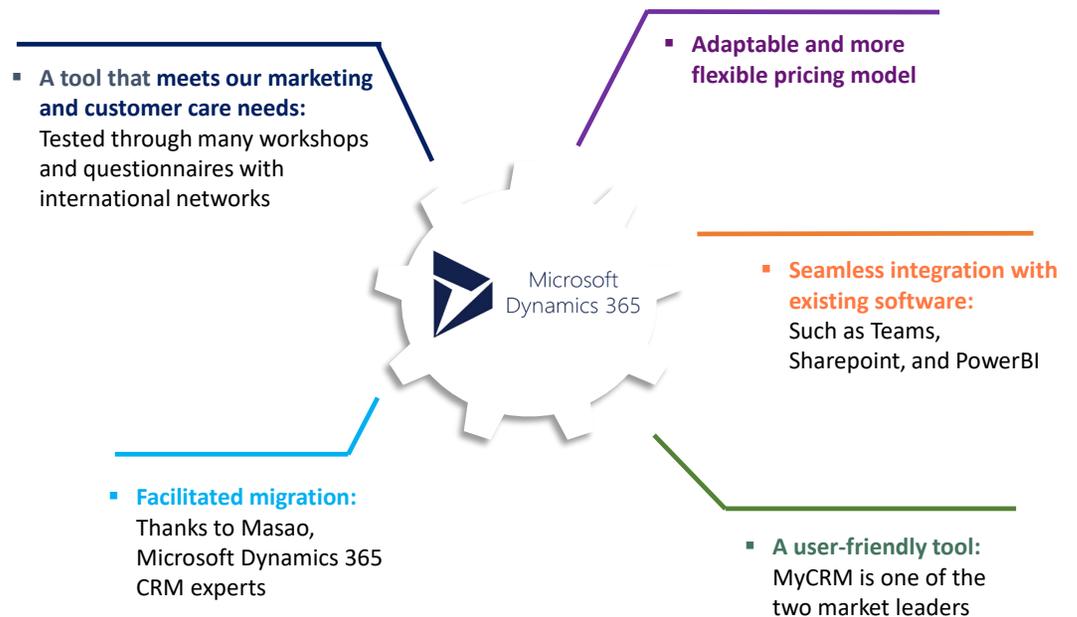
Focus into 2024

- CSIA - International Customer Service Standard (ICSS).
- Development of Customer-Centric Training that is unique to the Wellington Rail Network.
- Focus groups with customers and Metlink, scheduled on a regular basis.
- Continued investment in 'Careers in Rail'.
- Introduction of MY CRM

MyCRM - Microsoft Dynamics

Why a new customer relationship management (CRM) system?

- Replace 'Listen' (the current CRM tool for customer feedback) which is soon to be obsolete
- MyCRM will make it possible to gain powerful insights into our relationship with passengers and customer feedback trends in order to increase service quality and satisfaction
- It will provide the customer communications team with a modern solution that meets all the new technical challenges of customer relations, housed in one software
- To streamline and simplify collaboration with Metlink's teams, who will also have access to this new tool



>> Deployment planned for mid-2024

Quality, Safety, & Environment



Focus into 2024

Continual Focus on SPAD reduction -

Supported by Human Factors consultant.

Driver Support/Trainer Programs.

Audit Regime to deliver compliance –

Transdev Australasia

Waka Kotahi R3F Rail operator safety licence

ISO across the business.

Team & Customer Safety –

Refreshed Training

Industry engagement

RMTU Governance



