



# Te Mahere Waka Whenua Tūmatanui ā-rohe o Te Tairāwhiti

## Te Tairāwhiti Regional Public Transport Plan

Efficient, accessible and financially sustainable





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# He Whakatakinga Introduction

Under the Land Transport Management Act (LTMA) 2003, Gisborne District Council (GDC) provides public transport services to the Gisborne city urban area. This includes the urban bus service known as GizzyBus, Waka Kura (school buses) and the Total Mobility (TM) scheme for disabled people. Services are provided under contract with funding from three sources: passenger ticket sales, GDC ratepayers and Waka Kotahi NZ Transport Agency.

The current Te Tairāwhiti Regional Public Transport Plan (RPTP) was published by GDC in 2021, well into the COVID-19 pandemic – an event which has changed the way that people think and feel about travel, and life in general.

As a result of COVID-19, public transport patronage across Aotearoa New Zealand has suffered significantly and has yet to recover even to pre-pandemic levels. There may be no such thing as “returning to normal”; public transport now inhabits a different world to which it will have to adapt.

There is cause for optimism, and a compelling need to do better. Early engagement work on the public transport network review reveals strong support for significant improvements as a means of tackling a range of issues including access to jobs/education, social isolation, sustainable economic regeneration and climate change. The current public transport mode share for journeys to work in Te Tairāwhiti is very low, at less than 0.5%. In contrast, for journeys to school the figure is well over 10%, which is higher than the Aotearoa New Zealand average.

## Achievements since the last RPTP

The 2021 RPTP was about consolidation in a highly uncertain world. The focus for GDC was very much to ensure that people were able to travel safely and affordably. To support that objective, the Government introduced half price public transport fares for all passengers between April 2022 and June 2023, and has since supported half price Community Services Card (CSC) holders. Free fares for children between 5 and 12 years, and half price fares for young adults (13 to 24 years), are no longer funded by the government. The GDC Kaiti Bus Initiative funds school travel for low-income students. Adult fares in Gisborne city have not changed since 2009 and, at \$2 per trip, are now relatively affordable.

Demand for bus travel is driven strongly by children and young people accessing education, and GDC has maintained and enhanced capacity on school services in Gisborne city, also funding the Kaiti School Bus Initiative. Ministry of Education (MoE) continues to provide school transport from the vast outlying rural hinterland.

## Purpose of this RPTP

This 2024 RPTP is very much about looking forward with a renewed sense of ambition and improving Te Tairāwhiti public transport network to meet the challenges of a world where single occupancy car travel – especially for shorter urban journeys – is reduced to improve travel choice and improve economic efficiency of the transport network.

A statutory document under part 5 of the Land Transport Management Act (LTMA), the purpose of the RPTP is to identify public transport services integral to the region's network, and develop objectives, policies and actions which deliver improvements for passengers, both existing and future.

In Te Tairāwhiti, public transport services and infrastructure require significant improvement to provide greater travel choice. In many instances, bus services are an under-used resource



which are primarily patronised by people who do not have access to a private car. Adult passenger numbers are generally low, compared with other modes of travel – especially the private car. Only morning and afternoon school services are busy. Infrastructure – in the form of bus waiting facilities and on-road priority measures – is patchy in terms of coverage and quality. The system is not consistently accessible to disabled people, which is a breach of United Nations charter commitments that Aotearoa New Zealand signed 15 years ago.

This RPTP intends to start the transformation of public transport into a modern, economically efficient, environmentally conscious, integrated, accessible, and customer-focused service which becomes the mode of choice for a range of utility and leisure travel, whether people have a car or not. Improvement starts by understanding the current strengths and weaknesses of the system and making better use of available short-term investment. In the medium to longer term, the aim is to build further service frequency and capacity into the system, so that using public transport becomes convenient, intuitive, and excellent value for money. All this will be backed up with consistently high-quality infrastructure which will be the shop window for this modern system.

## How this plan is structured

The RPTP has several sections:

- **Legislative, regulatory and policy framework** – within which public transport services are provided.
- **Strategic direction** – sets out the vision and strategic objectives which describe what we want to achieve.
- **Policies and actions** – outline the how the vision and strategic objectives will be achieved.
- **Monitoring framework** – details the Key Performance Indicators (KPIs) and targets which will measure our success.



# Ngā whakature me te anga kaupapa here Legislative, Regulatory and Policy Framework

## Legislation

In section 117 of Land Transport Management Act (LTMA), the purpose of the RPTP is stated as being:

- a) A means for encouraging Regional Councils and public transport operators to work together in developing public transport services and infrastructure;
- b) An instrument for engaging with the public in the region on the design and operation of the public transport network; and
- c) A statement of:
  - i. The public transport services that are integral to the public transport network;
  - ii. The policies and procedures that apply to those services; and
  - iii. The information and infrastructure that support those services.

Section 126 of the LTMA states the RPTP must, at all times, be kept current for a period not less than three, and not more than ten, years in advance. The Council may review the Plan from time to time, after the public transport service components of the Regional Land Transport Plan (RLTP) are approved or varied.

Under the LTMA, Regional Councils are required to list all services which are integral to the public transport network in the RPTP – see Appendix A.

Appendix B summarises how the RPTP delivers against the LTMA requirements.

## Regulatory System

The previous RPTP was prepared under the Public Transport Operating Model (PTOM), a system for planning, procuring, and funding public transport, which aimed to increase patronage with less reliance on public subsidies, through improved collaboration between operators and Regional Councils.

Services which do not form part of the core public transport network are exempt from operating under contracts. This currently includes long distance services provided by Inter City.

PTOM has been replaced by the Sustainable Public Transport Framework (SPTF), which is underpinned by new objectives prioritising mode-shift, fair and equitable treatment of employees, and improved environment and health outcomes. The basic structure of PTOM has been retained, whereby all bus services are divided into units and provided under contracts to GDC. Furthermore, there remains a significant emphasis on obtaining the very best value for the investment in public transport.

An amended LTMA enables Regional Councils to either operate public transport services in-house or to continue to outsource the operation of services to private operators. This change acknowledges that outsourcing of services to private operators may not always align with



wider objectives for public transport services, for example, improving the terms and conditions of employees or accelerating the decarbonisation of the bus fleet. At this point in time, GDC is undertaking a service efficiency review under section 17A of the Local Government Act, which will examine all viable options for future procurement and governance arrangements for public transport in the region.

The amended act also establishes a requirement for public transport services to be planned, procured, and operated in an open and transparent manner - in relation to operating costs, service performance, vehicles used to deliver services, aggregate employee terms and conditions, and financial performance of operators. Commercially sensitive data can remain confidential.

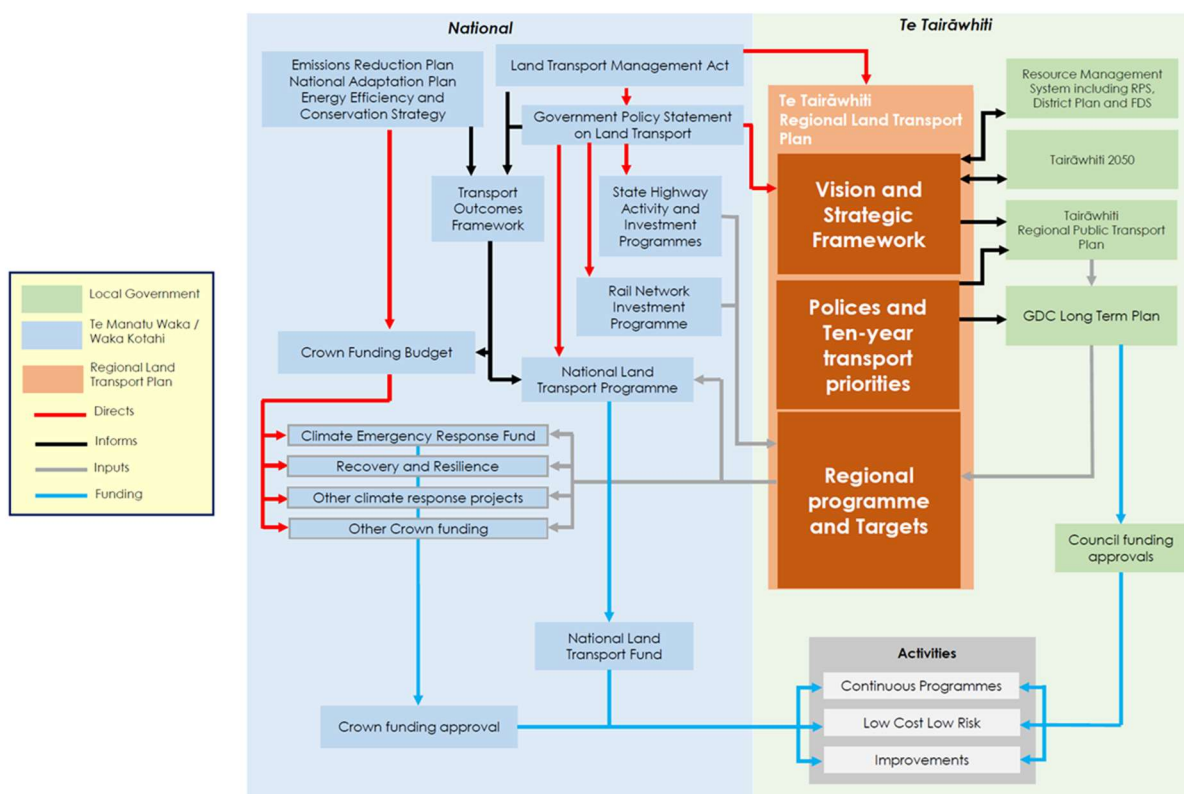
Under the SPTF, the definition of public transport includes on-demand and shuttle services which do not run to a fixed schedule. Therefore, Regional Councils can support any form of passenger transport service through any mode, other than air transport, whether delivered to a timetable or not. This includes procurement and delivery of on-demand services separately to timetabled services by amending the definition of a unit and removing the requirement for every unit to be contracted on an exclusive basis.

"Exempt services", which are not integral to the public transport network, include commercially operated buses, on-demand, and shuttles. Some exempt on-demand, and all exempt shuttle services, can be operated without being registered with GDC. A smaller subset of commercially operated passenger transport services will be subject to registration requirements - limited to those services more likely to affect public transport services provided by GDC.

Inter-regional buses, which cross a boundary between two Regional Councils, are no longer automatically classed as "exempt" and are treated the same as services within a region. Inter-regional services would only be automatically exempt if they are not identified as integral in an RTP and operate without a subsidy, or if the regions that they operate between are not required to have RTPs. Subsidised inter-regional services that are identified as integral in an RTP would need to be provided in a specified unit.

## Policy Framework

Figure 1 shows that the RTP supports the vision, objectives, and policies of the Regional Land Transport Plan (RLTP), and inputs into the GDC Long Term Plan (LTP).



**Figure 1 Wider policy context of the RPT**

Whilst Waka Kotahi provides significant financial support to public transport through the National Land Transport Fund (NLTF), a third of the funding required (after accounting for fare revenue) comes from GDC ratepayers.

### Arataki

Arataki<sup>1</sup> is Waka Kotahi's 30-year view of what is needed to deliver on the government's current priorities and long-term objectives for the land transport system. Arataki outlines the context for change and levers Waka Kotahi will use, in partnership with others, to shape it. The regional view of Arataki for Te Tairāwhiti<sup>2</sup> provides several directions which this RPT directly addresses, as summarised in Table 1.

Arataki Direction	How this is addressed in the RPT
Enable and support the region's transition to a low-carbon economy.	<p>Significant investment in public transport to deliver mode shift for shorter and medium distance urban journeys.</p> <p>Work towards introduction of zero emission buses for urban, school, and community transport.</p>

<sup>1</sup> [Arataki - 30-year plan](#)

<sup>2</sup> [Arataki: Tairāwhiti – Gisborne](#)



Arataki Direction	How this is addressed in the RTP
Improve access to social and economic opportunities, especially by public transport, walking, and cycling.	Development of a safe, secure, convenient, and integrated active travel and public transport network, designed and operated to maximise opportunities for people of all backgrounds, including disabled people and other marginalised groups.
Begin to reduce vehicle kilometres travelled in a way that's equitable and improves people's quality of life.	Targeting of commuting and school travel for mode shift, through active travel and public transport network improvements, road safety initiatives, and a comprehensive travel demand management and behaviour change programme (including parking controls).
Actively support, enable, and encourage growth and development in areas that already have good travel choices and shorter trip lengths.	Proposed comprehensive active travel, public transport, and road safety package to support the Future Development Strategy (FDS) of intensive growth within Gisborne city.
Explore new and emerging technologies, such as on demand services, to improve access to social and economic opportunities.	Develop a community and accessible transport planning / funding framework to identify gaps in provision, and co-design appropriate locally operated solutions.
Reduce financial and other barriers to iwi Māori getting a driver's licence in areas not well served by public transport.	Investigate introduction of community transport services in rural areas and connecting townships along the coast with Gisborne city.
Improve or maintain, as appropriate, physical access to marae, papakāinga, wāhi tapu, and wāhi taonga.	Use public and active travel network and service planning to identify accessibility gaps and develop culturally appropriate solutions.

**Table 1 How the RTP addresses Arataki directions**



# Te Anga Rautaki Strategic Direction

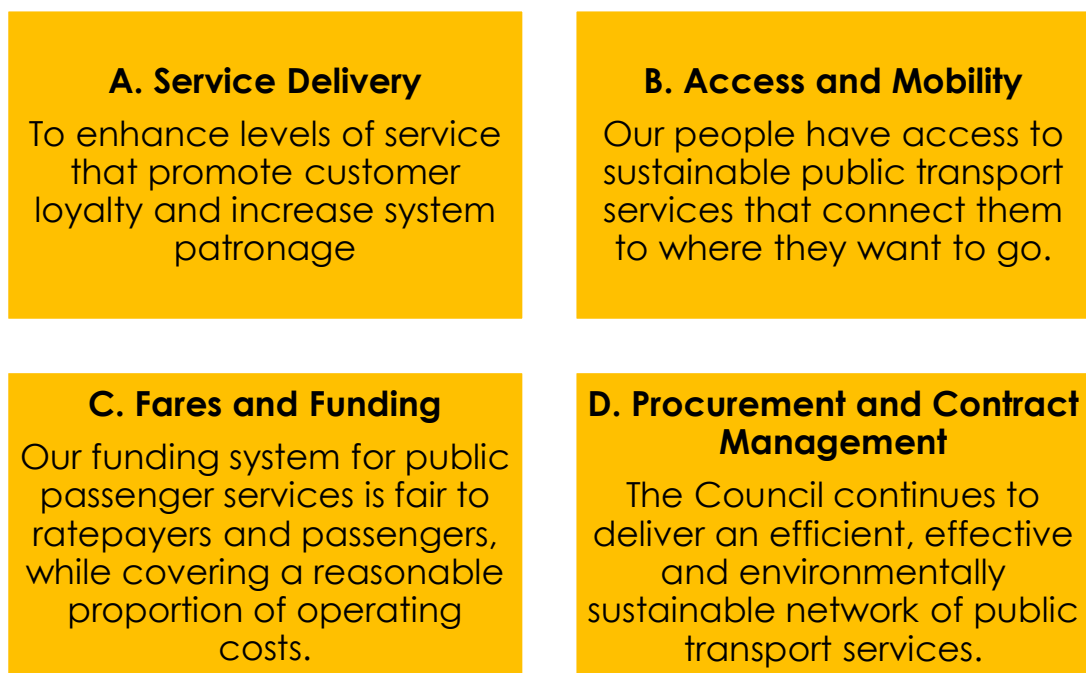
If public transport is to play a much stronger role in meeting demand for travel and accessibility in Te Tairāwhiti, a compelling vision should set out what success looks like when we get there, and strategic objectives need to outline how it can be achieved.

The vision for this RPTP is:

Our people, communities and businesses are connected to each other by a safe, environmentally sustainable, efficient, and integrated transport network. Walking, cycling and public transport work in harmony to be the preferred choice for local travel, and we connect our rural areas through community-based shared transport. People can therefore meet, connect, participate in, and enjoy community and civic life, without dependency on a private car.

The aim is for public transport to become a credible travel option for people both in Gisborne city, and the wider region. Integration with the active travel network is critical, as a better bus network is of limited use if people cannot safely and conveniently access it.

To deliver this vision there are four strategic objectives:



*Figure 2 Strategic objectives for the 2024 RPTP*

Each of these objectives gives rise to a series of policies and actions, which clearly set out how GDC and partners will deliver benefits both to public transport users and wider society.



# Policies and actions

This RPTP proposes a series of policies and actions which will give effect to the strategic objectives and realise the vision.

## Objective A: Service Delivery

Service delivery involves planning and implementing improvements to existing services in Gisborne city and investigating new services across the whole of Te Tairāwhiti (which could be introduced on a trial basis). To support new and improved services, there needs to be a stronger emphasis on marketing the opportunities and benefits offered by public transport and ensuring that good standards of physical infrastructure (bus stops and hubs) are provided.

If significant numbers of new passengers are to be attracted to public transport, service usage needs to be made very convenient – in terms of information provision and ticketing. For people unfamiliar with public transport, it is about providing confidence that the system is reliable, easy to use and gets them where they need to be.

### *Bus Service Improvements in Gisborne City*

**Policy 1: Increase the convenience and attractiveness of public transport for a range of journey purposes through investment in service improvements.**

Action 1a	Implement short-term recommendations of the public transport network review to make best use of existing GizzyBus and Waka Kura budgets prior to contract renewal in 2025 or 2026.
Action 1b	Seek public views on proposed improvements to GizzyBus and Waka Kura bus services which could be implemented in the next contract, from 2025-26 to 2034-35.
Action 1c	Following public consultation and finalisation of the new network, seek Waka Kotahi and GDC Long Term Plan funding to implement the preferred option for the new GizzyBus and Waka Kura contracts.

**Table 2 Overview of Policy 1 under Objective A**

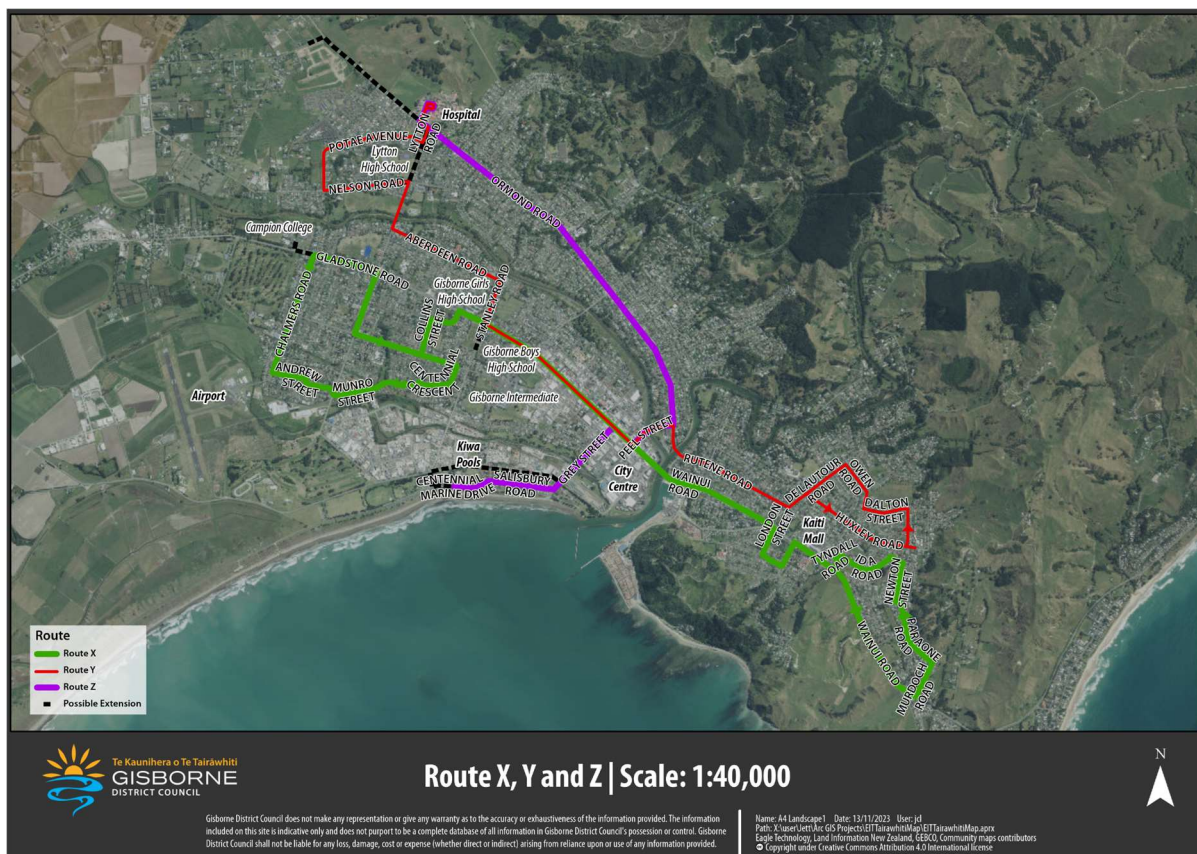
The public transport network review proposes to significantly change the existing Gizzybus routes under the current contract, pending introduction of improved services in the new contract. In the short term, routes 1A, 1B, 2A, and 2B would be replaced with three cross-city routes (labelled as X, Y and Z) as shown in Table 3 and Figure 3.



Route Identification and Summary	Detailed Description (and main timing points)
<b>X:</b> City Centre – Kaiti Mall – Kaiti South – City Centre – Gladstone Road supermarkets – Elgin Shops – Gladstone Road supermarkets – City Centre	<b>City Centre (Gladstone Road eastbound)</b> , Gladstone Road, Wainui Road, London Street, Ranfurly Street, Endcliffe Road, Wainui Road, <b>Kaiti Mall</b> , Wainui Road, Murdoch Road, Paraone Road, Matthews Road, Newton Street, Alice Street, Ida Road, Tyndall Road, Rutene Road, Wainui Road, <b>Kaiti Mall</b> , Wainui Road, Endcliffe Road, Ranfurly Street, London Street, Wainui Road, Gladstone Road, <b>City Centre (Gladstone Road Westbound)</b> , Gladstone Road, <i>(possible school time extension to Boys High School)</i> , Abbott Street, Collins Street, Childers Road, Centennial Crescent, Endeavour Street, Blackpool Street, Munro Street, Andrew Street, Chalmers Road, Gladstone Road <i>(possible school times extension to Campion College)</i> , Lytton Road, <b>Elgin Shops</b> , Childers Road, Collins Street, Abbott Street, Gladstone Road, <i>(possible school time extension to Boys High School)</i> , <b>City Centre (Gladstone Road Eastbound)</b> .
<b>Y:</b> City Centre – Kaiti North – De Lautour Road shops – City Centre – Gladstone Road supermarkets – Aberdeen Road – Lytton Road – Gisborne Hospital – Aberdeen Road – Gladstone Road supermarkets – City Centre	<b>City Centre (Gladstone Road eastbound)</b> , Gladstone Road, Peel Street, Fitzherbert Street, Ormond Road, William Pettie Bridge, Rutene Road, De Lautour Road, Huxley Road, Pickering Street, Dalton Street, Tyndall Road, Owen Road, De Lautour Road, <b>De Lautour Road Shops</b> , De Lautour Road, Rutene Road, William Pettie Bridge, Ormond Road, Fitzherbert Street, Peel Street, Gladstone Road, <b>City Centre (Gladstone Road Westbound)</b> , Gladstone Road, Stanley Road <i>(possible school time extension to Boys High School)</i> , Aberdeen Road, Lytton Road, Nelson Road, Potae Avenue, Lytton Road, Ormond Road, <b>Gisborne Hospital</b> , Ormond Road, Lytton Road, Potae Avenue, Nelson Road, Lytton Road, Aberdeen Road, Stanley Road, <i>(possible school time extension to Boys High School)</i> , Gladstone Road, <b>City Centre (Gladstone Road eastbound)</b> .
<b>Z:</b> Kiwa Pools – Awapuni – Grey Street – City Centre – Ormond Road – Gisborne Hospital – Ormond Road – City Centre – Grey Street – Awapuni – Kiwa Pools	<b>Kiwa Pools</b> , Centennial Marine Drive, Salisbury Road, <i>(or Awapuni Road)</i> , Grey Street, Gladstone Road, <b>City Centre (Gladstone Road eastbound)</b> , Gladstone Road, Peel Street, Fitzherbert Street, Ormond Road, <b>Gisborne Hospital</b> , <i>(possible school time extension to Lytton High School)</i> , <i>(future extension to Back Ormond Road and new housing development when required)</i> , Ormond Road, Fitzherbert Street, Peel Street, Gladstone Road, <b>City Centre (Gladstone Road Westbound)</b> , Gladstone Road, Grey Street, Salisbury Road, Centennial Marine Drive, <i>(or Awapuni Road)</i> , <b>Kiwa Pools</b> .

**Table 3 Proposed service routes until 2025 or 2026**

Subject to more detailed feasibility work, and discussions with the bus operators, the proposal is to introduce these three new hourly routes in the latter half of 2024 and run them for a period of 12 to 18 months until a new contract is introduced in either 2025 or 2026. This will enable new routes to bed-in, and further passenger feedback will be sought as to whether they benefit from the changes.



**Figure 3 Map of proposed routes**

The hours of operation would remain the same: Monday to Friday from 7am to 5pm. The design principles for the new network are:

Three hourly cross-city routes that enable a greater range of journeys

Longer two-way working and shorter one-way loops, making journeys more direct

Removal of some sections of route to speed up journey times

Greater integration with Waka Kura services to make more efficient use of buses

New route between the hospital, city centre, Awapuni and Kiwa Pools

**Figure 4 Design principles for the proposed routes**



Short term route changes under the current contract can be introduced by making more efficient use of existing buses, so that the service proposals are likely to be cost neutral or close to it. To support the new routes, it is proposed to:

- Provide new bus stops on sections of route that will go from one-way to two-way operation;
- Provide new bus stops on sections of route that are not currently served by any buses; and
- Re-locate the city centre bus hub from Bright Street to Gladstone Road (between Bright Street and Grey Street).

These infrastructure changes will require additional budget, through the Regional Land Transport Plan (RLTP) and Three Term Plan (TYP).

The new GizzyBus contract in 2025 or 2026 provides an opportunity to invest additional money in improving the base level of service. There are several potential options for further investment through the new contract. After a choice between the three cross-city routes – X, Y and Z - being either hourly or half-hourly, the remaining options are not mutually exclusive and can be added to either option 1 or 2.

Option	GizzyBus	Waka Kura
1	Retain the three weekday hourly cross-city routes X, Y and Z that may be introduced in 2024 (D-minimum)	Retain separate Waka Kura routes, but increase the number of Gizzybus routes which carry school children, and thereby reduce the number of dedicated school services
2	Increase the three weekday cross-city routes to half-hourly (higher frequency)	Greater integration of GizzyBus and Waka Kura routes so that most children use the public buses, and that dedicated school services are mostly or completely replaced
3	In addition to option 1 or 2, introduce a new hourly route between Okitu, Wainui Beach, city centre, and Gladstone Road supermarkets	Greater integration of GizzyBus and Waka Kura routes so that most children use the public buses, and that dedicated school services are mostly or completely replaced
4	In addition to option 1, 2 or 3, introduce services which run later into the weekday evenings	Greater integration of GizzyBus and Waka Kura routes so that most children use the public buses, and that dedicated school services are mostly or completely replaced
5	In addition to option 1, 2, 3 or 4, introduce weekend and public holiday services	Greater integration of GizzyBus and Waka Kura routes so that most children use the public buses, and that dedicated school services are mostly or completely replaced

**Table 4 Additional options under a new contract**



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Depending on the option chosen, there are a wide range of potential benefits:

- Removal of complete one-way loop routes and replacement with more direct two-way running, albeit with some smaller one-way loops at either end;
- Services will be faster and more direct, although some people will have a longer walk as sections of existing route will no longer be served;
- Minimum weekday daily coverage of 7am to 7pm;
- Weekend and public holiday services to run on the same routes, but possibly at lower frequencies;
- Minimum hourly clockface headway on every route, with no gaps in the day;
- Opportunity to scale up some or all routes to a higher frequency in response to demand;
- Multiple routes giving high frequency services on the central spine between Kaiti Mall, Bright Street bus hub, and Gladstone Road (Pak 'n Save and Countdown supermarkets);
- Opportunities for service transfer at city centre and Kaiti Mall hubs;
- Many areas of the city not currently served by bus, will now have a service available;
- New connections to key destinations such as Kiwa Pools, Airport and beaches; and
- More efficient route patterns within the city centre by removing circuitous loops.

Estimated high-level costs of the options are as follows:

Option summary	Estimated Annual Cost (\$m, 2026 prices)
1: Do-minimum (hourly) frequency weekday service on three routes	1.25
2: Higher (half-hourly) frequency weekday service on three routes	2.50
3: Additional Okitu / Wainui Beach to city centre service	0.35* (hourly) or 0.70* (half-hourly)
4: Additional later weekday evening services on all routes	0.20* (hourly) 0.40* (half-hourly)
5: Additional weekend and public holiday services on all routes	0.25* (hourly) 0.50* (half-hourly)
* These costs are additional to another base option (either 1 or 2)	

**Table 5 Estimated cost of additional options**



Therefore, an hourly service for options 1, 3, 4 and 5 would total \$2.05m per year in 2026 prices; whilst a half-hourly service for options 2, 3, 4 and 5 would be \$4.10m per year. All of the above costs are subject to further assessment and letting of a contract.

The preferred base option would be to move to a half hourly service (option 2), and then add in other options (some combination of 3, 4 and 5) as passenger demand and budgets permit. If people are to be attracted to use buses, services need to be more frequent to reduce waiting times and give people more options. Weekend services would be particularly beneficial for people who work in retail and service industries, as well as leisure / tourism purposes.

To show what can be achieved, introduction of a half-hourly network in Nelson – Tasman in August 2023 has seen a 68% increase in patronage (a total of 68,000 journeys in the month) compared with the average for the previous seven months.

### *Marketing and Publicity*

<b>Policy 2: Increase publicity, marketing and travel planning to support service improvements.</b>	
Action 2a	Refresh bus service maps, timetables, and publicity leaflets so that passengers can clearly see their connectivity options.
Action 2b	Undertake targeted publicity and marketing campaigns with key groups of users by journey purpose – including commuters, young people, and leisure travellers (local and tourists).
Action 2c	Investigate and (if appropriate) implement a refreshed or new brand for the Gisborne city urban and school network as part of the new contract.
Action 2d	Ensure that school and workplace travel plans promote public transport options, and also seek feedback on further service improvements.

**Table 6 Overview of Policy 2 under Objective A**

There are many examples of good practice in public transport publicity and marketing, which can be adapted for the local context in Te Tairāwhiti. For example, in Whanganui *Te Ngaru The Tide* is a new high frequency bus service running between Castlecliff and Aramoho, connecting a range of destinations across the city every 20 minutes in both directions. There may be opportunities to name individual buses or routes which could pay homage to the region's rich cultural heritage, as well as promoting access to facilities such as Kiwa Pool and the beaches. The aim of branding is both to provide a promise of excellent service, and to engender loyalty to the public transport product amongst the local community.

### *Infrastructure Improvements*

<b>Policy 3: Significantly improve quality and level of facilities at bus stops and hubs, to ensure that passengers are able to access the bus system safely and securely.</b>	
Action 3a	Develop a bus stop classification policy which will be used to assess and deliver appropriate levels of passenger provision.
Action 3b	Based on a full audit of existing facilities, draw up and implement improvements to bus stops – including: <ul style="list-style-type: none"> <li>• Hard standing.</li> </ul>



<b>Policy 3: Significantly improve quality and level of facilities at bus stops and hubs, to ensure that passengers are able to access the bus system safely and securely.</b>	
	<ul style="list-style-type: none"> <li>• Convenient Passenger access routes and crossing points.</li> <li>• Shelters with seating.</li> <li>• Lighting.</li> <li>• Level boarding to the bus.</li> <li>• Provision of timetable information, including real time where appropriate.</li> </ul> <p>Safe bus access / egress to the stop.</p>
Action 3c	Ensure that bus stops are regularly maintained and renewed through development of a suitable asset management system.
Action 3d	Develop transport hubs in the city centre (Gladstone Street replacing Bright Street) and Kaiti Mall where it will be possible to undertake multi-modal transfers.
Action 3e	Regularly review the need for bus priority measures to increase the speed and reliability of services in Gisborne city.

**Table 7 Overview of Policy 3 under Objective A**

The provision of improved services in Gisborne city needs to be matched with a step change in the extent and quality of infrastructure provision – bus stops in particular. If occasional and new passengers are to be encouraged to use the bus, they need to feel welcome and valued, by being given facilities which ensure that access to public transport is both possible and comfortable (as well as feeling safe and secure). Furthermore, the visibility of the bus network can be significantly improved through provision of branded stops which are apparent to anyone travelling past them.

The provision of multi-modal hubs aims to fully integrate a range of sustainable transport modes – specifically bus and active transport. People can walk, cycle, use a scooter or mobility aid to access the hub, where a range of destinations will be available by bus. It will also be possible to conveniently transfer between services, which opens up a wider range of destinations. It will therefore be possible to travel anywhere on the Gisborne city network in no more than one change of bus.

Whilst traffic congestion is not currently a significant problem for public transport, any delays which occur risk eroding the benefits of providing a more frequent service. Therefore, opportunities for provision of bus lanes, bus boarders (which keep vehicles in the flow of traffic) and priority at traffic signals will be actively investigated and implemented where they deliver clear benefits.

In the 2024-27 draft Regional Land Transport Plan, a total of \$4.5 million has been identified for bus infrastructure improvements.



## Ticketing

**Policy 4: Ticketing systems will enable convenient and secure passenger transactions, speed up service boarding, and be configured to reward passenger loyalty through provision of regular user discounts.**

Action 4a	Implement the national cashless ticketing system in 2027, subject to successful roll out in other areas and robust testing in Te Tairāwhiti.
Action 4b	Encourage take up of cashless ticketing through education and publicity, as well as increasing the discount for Bee card usage compared with cash fares.
Action 4c	As part of short-term changes to fare structures, use the Bee card to implement daily, weekly and possibly monthly fare capping, as a means of rewarding frequent use.

**Table 8 Overview of Policy 4 under Objective A**

Ticketing systems are critical for enabling passengers to pay the correct fare, and for Council to optimise revenue. Currently passengers pay either cash or using a Bee card, which can be purchased from Council and then pre-loaded with money which is debited at the start of each journey when they tag on to a special reader in the vehicle.

The national ticketing system (NTS) will replace the four different smart cards currently used across Aotearoa New Zealand, including the Bee system, with just one. This means it will be possible to use a single card on council-operated public transport services – buses, trains, and ferries – anywhere in the country. The intent is to launch the national ticketing system in Gisborne around 2027, a year or two after the new bus services contract has commenced. These timescales will be dependent on successful roll out of the scheme in other areas, starting with Canterbury.

Use of cash to pay for bus fares in Gisborne city is still relatively high, which is undesirable from the perspective of taking additional time to issue tickets and any change; as well as exposing drivers to the risk of robbery (although this is not currently a significant issue). There is still a degree of nervousness amongst some passengers to obtain and use a smart card, which further adds to the challenge of moving away from use of cash.

The ideal approach to NTS in Gisborne (and New Zealand as a whole) would be an “open loop” system which would enable people to use payWave for their bus travel. This would mean that people would not need a separate smart card.

At present, there is no reward for frequent usage. Regular passengers pay the same single fare as occasional users. To encourage more regular usage, it is possible to reward frequent passengers by introducing a daily, weekly, or even monthly cap on the fares they pay. This means that any usage over the cap level is free for the remainder of the period.

For example, passengers would need to undertake seven single trips (at \$2 per trip) to spend a total of \$14. For smart card and / or payWave, if a \$14 weekly cap is introduced, subsequent journeys for the remainder of the week are completely free. Introduction of a fare cap is already possible with the existing Bee card system and is something that GDC is interested in pursuing as part of the improved bus network.

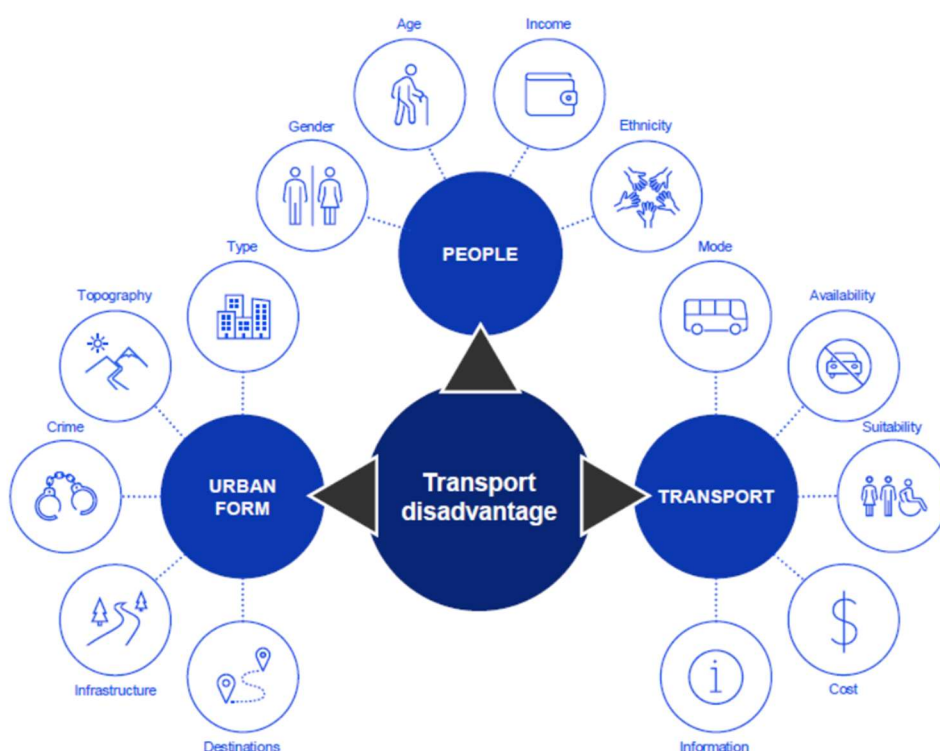


## Objective B: Access and Mobility

The Land Transport Management Act (LTMA) 2003 defines the “transport disadvantaged” as any group who a council has identified as least able to access activities such as work, education, health care and shopping. GDC has identified the following groups as being transport disadvantaged.

- Children;
- Senior citizens;
- Disabled people;
- Tertiary students;
- People on low incomes; and
- People who are unable to drive or have no access to a vehicle.

There are a range of transport disadvantage factors:



**Figure 5 Transport disadvantage factors**

A key objective of this RTP is to improve accessibility for these disadvantaged groups so that barriers to their participation in society are removed.



## Bus Accessibility

<b>Policy 5: Buses used on all council-operated urban, school, regional and inter-regional contracts will comply with relevant accessibility standards for disabled people.</b>	
Action 5a	Ensure that all vehicle used in council-operated bus contracts comply with all accessibility standards as set out in the Requirements for Urban Buses (RUB) document.
Action 5b	Ensure that all bus drivers receive suitable training so that they can assist disabled people with boarding/alighting, and to enable safe passage for all people during the journey.
Action 5c	Establish a passenger access forum to monitor current issues and take steps to address them through targeted improvements.

**Table 9 Overview of Policy 5 under Objective B**

Given the relatively low cost, travelling by bus should be a much more attractive option than relying on taxis or lifts from friends/family. Bus travel can also provide a sense of independence for senior citizens and disabled people in particular. However, buses must be fully accessible both from the stop, and in terms of the space/facilities provided within the vehicle – especially for wheelchairs and mobility scooters.

As bus accessibility standards encourage greater bus use by senior citizens and disabled people it will be important to ensure that drivers remain aware and fully trained both to provide boarding/alighting assistance and to enable people to get seated before moving off from a stop. The existing drivers on the Gisborne network perform well in this regard.

## Total Mobility

<b>Policy 6: The Total Mobility scheme will continue to provide subsidised accessible taxi travel for people whose disability means that they cannot use conventional public transport.</b>	
Action 6a	Subject to public consultation and funding, the maximum subsidy for a Total Mobility journey will be increased to \$25, from the current \$12.
Action 6b	Investigate options to extend the geographic coverage of Total Mobility to the smaller townships and rural areas.
Action 6c	Introduce the electronic Ridewise booking system to replace the manual vouchers.

**Table 10 Policy 6 under Objective B**

Total Mobility (TM) is a national transport scheme that provides subsidised taxi fares for eligible people with a permanent or short-term impairment that prevents them from safely using conventional public transport.

Until 2022/23 the number of TM trips per year in Te Tairāwhiti was in long term decline. The 2022/23 number of 12,140 trips is the highest in the last ten years. A total of 903 people are now TM registered users, compared with 525 in 2012/13. These figures reflect the fact that TM users benefited from the government half fare scheme between April 2022 and June 2023.

In Gisborne, a 75% taxi voucher subsidy applies per trip, up to a maximum fare of \$12, of which the passenger currently pays \$3. Any additional fare over \$12 is paid by the passenger. This relatively low maximum fare means that people travelling anything over four kilometres have



to pay a full taxi fare, which is very expensive. Increasing the maximum fare to \$25 will enable TM to offer a cheaper service across the Gisborne city area. Over the next ten years the draft RLTP has set aside:

- \$2,153,566 to fund and operate the TM scheme; and
- \$226,766 to enable provision and operation of wheelchair hoists on some vehicles.

The current manual voucher system will be replaced with an online booking system – known as Ridewise – which is already used by many councils. Implementation of Ridewise will be more efficient from the GDC perspective, convenient for passengers, and will enable better data collection for service monitoring.

### *Community Transport*

**Policy 7: Community transport services in smaller townships and rural areas will be investigated, established, and supported as a means of providing an affordable and reliable service for people who are transport disadvantaged.**

Action 7a	Development of a community transport policy and funding framework which will identify unmet demand and prioritise implementation of services in partnership with local people and groups.
Action 7b	Introduction of locally-operated community transport services – for a variety of journey purposes – in partnership with local people and groups.
Action 7c	Establishment of a dedicated community transport fund, which would assist groups with higher cost items such as vehicle purchase and staffing.
Action 7d	Partner with existing community transport operators – including Sunshine Bus and St John – and government agencies – for example Te Whatu Ora - to identify and meet any unmet demand through expansion of their current operations.

**Table 11 Policy 7 under Objective B**

Community transport is defined as a publicly available service run by local people, for local people, which is generally not-for-profit. Community transport vehicles are more commonly vans and cars, rather than full-sized buses. Whilst they often start out by providing transport to healthcare appointments, community transport services support a variety of journey purposes – including shopping, education / training, visiting friends, and even work.

The proposed Te Tairāwhiti community transport policy and funding framework would provide a one-stop shop for local groups, including marae-based organisations, to establish their own shared transport services which would be available to people who do not have access to a private car.

Based on a potential investment of up to \$200,000 per year, GDC assistance provided to community transport operators could include demand studies, funding applications, stakeholder engagement, practical start up activities, legal/regulatory support, capital purchase of assets, booking systems, staffing/recruitment (especially volunteers), marketing/publicity and help during service disruption.



Partnerships with existing community transport operators – who have been working under the policy and funding radar for many years – will be pursued in order to establish what value GDC support could add. It is not the intent of GDC to “take over” any service, but there may be opportunities through the Sustainable Public Transport Framework for existing operators to expand their scope, should they wish to. Community transport operators in some parts of the country operate Total Mobility services, and there is growing interest in the potential of establishing transport service contracts with retirement villages, Te Whatu Ora, and other public service providers.

#### *Regional and Inter-regional Transport*

<b>Policy 8: Investigate and, where feasible, establish longer distance regional and inter-regional services to meet demand that is currently not provided for.</b>	
Action 8a	Assess the feasibility and value for money of scheduled fixed route service – or an on-demand equivalent – for several regional and inter-regional corridors, including: <ul style="list-style-type: none"> <li>• Potaka to Gisborne.</li> <li>• Wharekahika/Hicks Bay to Opotiki.</li> <li>• Gisborne to Opotiki.</li> <li>• Gisborne to Wairoa / Napier.</li> </ul>
Action 8b	Where justified by feasibility studies, seek funding to establish trial services on regional / inter-regional corridors for a period of two years; and allocate permanent funding if value for money is established.
Action 8c	As part of the proposed Programme Business Case (PBC) for inter-regional connections with Hawke's Bay, examine the potential for establishment of passenger rail services as a long-term intervention to address resilience issues.

**Table 12 Policy 8 under Objective B**

Aside from one daily two-way Inter-city coach service to Auckland and Napier, the total absence of any longer distance bus services means that people without a car have absolutely no travel option unless they are able to arrange a vehicle share with whanau.

Councils such as Waikato and Taranaki have successfully established scheduled regional bus services which connect townships with larger urban centres, where facilities such as hospitals and shops are located. Whilst community transport may be able to offer some longer distance travel, it cannot be guaranteed for all journey purposes and not necessarily every day.

The very low levels of population outside of Gisborne city are a challenge for provision of relatively expensive fixed route services, but the social costs of people remaining isolated – not to mention risks to health and wellbeing – are likely to be considerably higher. The current policy of not providing any public transport option outside of Gisborne city needs to be reviewed and potentially changed.

This means working with local communities in rural areas and smaller townships to establish whether provision of scheduled regional services would deliver greater access to places where people need to go. Such services are not cheap to provide, and therefore there must be robust evidence that they will be used by enough people to justify the investment cost.



## Fares and Funding

In an increasingly challenging funding environment, public transport services are not immune from scrutiny in terms of value for money. However, the concept of “value” goes well beyond the purely financial sense, and includes significant benefits that accrue to passengers, many of whom have no alternative means of transport. For some people, a public transport service is the difference between living life, and not.

Even for current car drivers, benefits of having a credible choice of mode options are often under-estimated. People who try public transport are often surprised by how convenient and convivial it is, especially in other cities. And with motor vehicle fuel costs rising significantly, customer value for money of public transport can be experienced directly through the wallet or purse.

The public transport service and infrastructure improvements set out in this RTP will require additional funding, but there will be significant benefits of delivering a high-performing service that many more people will want to use. The money has to come from somewhere, and GDC will be proactive in ensuring that investment works as hard as possible for the benefit of everyone.

### Fare Policy

<b>Policy 9: Ensure that income received from fares strikes an appropriate balance between encouraging public transport patronage through affordable user costs, versus the need to improve financial sustainability and avoid excessive reliance on ratepayer funding.</b>	
Action 9a	Establish a new farebox recovery policy which will seek to recover an appropriate proportion of contract costs through revenue received from passengers.
Action 9b	Annual revenue and fare reviews will monitor achievement of both passenger numbers and farebox recovery, and where necessary changes will be implemented to ensure that targets are met.
Action 9c	Measures to ensure that passengers pay the correct fare will be investigated and implemented.
Action 9d	Continue to support provision of concessionary fares for Super Gold card holders and Community Services Card holders.
Action 9e	Investigate future funding of concessionary fares for children and young adults, once the government scheme ends in April 2024.
Action 9f	Investigate the costs and benefits of providing additional concessionary fares for disabled people.

**Table 13 Policy 9 under Fares and Funding**

By international standards, local bus fares in Aotearoa New Zealand are relatively good value for money and reflect a long-standing Government policy to reduce financial barriers to usage. With long-term cost of living challenges, maintaining lower or even free fares for the most disadvantaged members of society is strongly supported.

On the other hand, there are opportunities and imperatives to increase fare revenue to support further investment in bus services, especially from passengers who are able and willing to pay. If it doesn't come from fares, bus service funding will need to be provided by



ratepayers and road users, not all of whom are well off. This also underlines the importance of revenue protection, by making sure that people do not deliberately evade paying the correct fare.

Figure 6 below shows recommendations for changes standard full fares, without any concessions for children (5-12 years), young people (13-24 years), and Community Services Card (CSC) holders. Under current government policy, discounts of 50% for CSC holders and 100% for Super Gold off-peak passengers can be applied to the relevant Bee card fare only. No discounts are offered for cash fares.

The very high cash fares are designed to encourage people to use a Bee card, which offers a substantial discount under the proposals. The proposed increase in the adult Bee card fare from \$2 to \$3 reflects the fact there has been no increase since 2009.

The fare capping option offers significant discounts for frequent usage, thereby encouraging more people to ride the bus more often. The aim is to turn occasional users in to regular users and generate more revenue than would otherwise be the case.

User	Cash Fare		Bee Single Fare		Bee Daily Cap		Bee Weekly Cap	
	Present	Proposed	Present	Proposed	Present	Proposed	Present	Proposed
<b>Adult</b>	\$2.20	<b>\$5.00</b>	\$2.00	<b>\$3.00</b>	N/A	<b>\$7.50</b>	N/A	<b>\$21.00</b>
<b>Child 5-18</b>	\$1.00	<b>\$5.00</b>	\$1.00	<b>\$2.00</b>	N/A	<b>\$5.00</b>	N/A	<b>\$14.00</b>
<b>Infant Under 5</b>	FREE	<b>FREE</b>	N/A	<b>N/A</b>	N/A	<b>N/A</b>	N/A	<b>N/A</b>
<b>SuperGold Peak</b>	\$2.20	<b>\$5.00</b>	\$2.00	<b>\$3.00</b>	N/A	<b>\$7.50</b>	N/A	<b>\$21.00</b>
<b>SuperGold Off Peak</b>	N/A	<b>\$5.00</b>	FREE	<b>FREE</b>	N/A	<b>N/A</b>	N/A	<b>N/A</b>
<b>Notes</b>	<b>Off peak is 9am to 3pm</b>							
	<b>Formula for Daily Cap = 2.5 x Bee Single fare</b>							
	<b>Formula for Weekly Cap = 7 x Bee Single fare</b>							
	<b>No cash fare transfers</b>							
	<b>Transfer time limit (Bee card): 45 minutes</b>							

**Figure 6 Proposed fare changes**

#### *Funding Policy*

<b>Policy 10: Funding support will be provided to existing and new public transport services, on the basis of delivering a wide range of both user and wider social, economic, and environmental benefits.</b>	
Action 10a	Regular service reviews will assess financial and wider quality performance, and (where necessary) identify measures to deliver better value for money.
Action 10b	Funding for new public transport services may, if considered appropriate, be provided on a trial basis to establish levels of demand and the prospect of longer-term financial sustainability / benefits realisation.



**Policy 10: Funding support will be provided to existing and new public transport services, on the basis of delivering a wide range of both user and wider social, economic, and environmental benefits.**

Action 10c	Funding for provision and maintenance of fit for purpose public transport infrastructure will ensure that good levels of passenger service are delivered, thereby contributing to mode shift.
Action 10d	Opportunities to lever in third party investment for public transport services will be identified and explored.
Action 10e	Private companies and charities will be encouraged and supported to identify and deliver opportunities for public transport service provision which add value to, and not detract from, GDC-funded operations.

**Table 14 Policy 10 under Fares and Funding**

The pressure on both the National Land Transport Fund (NLTF) and local ratepayer share through the TYP will inevitably mean that priorities around support for public transport services and infrastructure will need to be established. The role of GDC is to allocate funding which delivers greatest value for money, including wider benefits to both users and society as a whole.

It is also necessary to look beyond traditional funding and contracting models to identify both social value and commercial opportunities to provide public transport as an alternative to the private car. Both “exempt” public transport services and community transport offer alternative funding and delivery models to contracted services under the LTMA.

GDC will work closely with Waka Kotahi and Ministry of Transport to maximise sources of funding from alternatives to the NLTF, including through the farebox.

## Procurement and Contract Management

The procurement and management of public transport service contracts is one of GDC's most important functions, as it enables a wide range of objectives to be achieved, including:

- Increasing passenger numbers;
- Improving access to economic, educational, social and leisure opportunities;
- Enhancing people's health and wellbeing;
- Reducing Greenhouse Gas emissions and local air pollution;
- Improving road safety; and
- Supporting employment in the sector.

There are also a very important set of objectives around provision of efficient and effective services, thereby delivering value for money.

Procurement describes GDC's purchase of public transport services from a private operator, which includes provision of suitable accessible vehicles, competent well-trained staff, fare collection / ticketing systems and all of the requirements to operate a service (including depot provision, fuel, maintenance, health and safety, customer service, staff rostering, data collection and back-office systems). Procurement takes place through a long-term bus service contract, which is due for renewal in July 2025 (with a possible extension to July 2026).



The bus service contract is "gross cost", which means that GDC pays the operator an agreed sum of money to deliver a fixed service specification, albeit with the potential for variations when required. Whilst this approach provides a reasonable level of certainty, the operator has no incentive to make or even suggest their own changes which could increase levels of bus patronage, improve revenue levels or reduce costs.

Contract management represents day to day delivery of the public transport service, so that the benefits of GDC procurement are realised for both passengers and the council itself. The process involves monitoring of bus service performance – including punctuality and reliability – and taking any necessary remedial action to address problems.

Until recently, procurement and contract management were undertaken under the Public Transport Operating Model (PTOM). As a result of amendments to the Land Transport Management Act (LTMA), the Sustainable Public Transport Framework (SPTF) will now be the basis of future work and gives GDC more flexibility as to what services it buys, and from whom.

#### *Procurement Policy*

<b>Policy 11: Public transport service procurement will be conducted in accordance with the Sustainable Public Transport Framework (SPTF).</b>	
Action 11a	In the short to medium term, continue with the approach of letting competitive tenders for public transport units on an exclusive basis to private sector operators.
Action 11b	Fully review opportunities for changes to service procurement strategy and policy provided by the SPTF – including council operation of services and ownership of assets (depots and / or buses) – and introduce appropriate changes if they are considered to be value for money.
Action 11c	Investigate the option of procuring individual new services during the life of a contract on a non-exclusive basis, in order to provide greater flexibility over choice of provider.
Action 11d	Award future public transport service contracts on the basis of best overall value for money, with rigorous quality standards playing a strong role in the decision-making process.

**Table 15 Overview of Policy 11 under Fares and Funding**

A legal review of the current bus contract and governance arrangements, under section 17a of the Local Government Act, is underway and will provide further guidance developing a new procurement strategy. This strategy content is set out in Table 12.



Focus area	Key information
Strategic network assessment	Strategic context and objectives for public transport network.
	Update of services integral to the public transport network, based on results from the network review and public consultation on this RPTP.
	Strategic assets – such as land for a depot - required to deliver integral services.
	Strategic localities for services and assets.
	High level resource input requirements such as energy, labour, vehicles and enabling assets, by time horizon and approximate locality within region: <ul style="list-style-type: none"> <li>• Now: continuous programme (known).</li> <li>• Near term: 10-year planning horizon including intended network improvements (estimated with reasonably good level of certainty).</li> <li>• Long term: 30-year view outline indicative requirements for core network components (estimated and can be highly uncertain).</li> </ul>
Strategic outcomes procurement	Context in defining value for money.
	Maintaining competitive and efficient supply markets.
	Broader social, economic and local environmental outcomes.
	Objectives for transport system decarbonisation, including extent and timeframes.
Strategic context for asset and service procurement	Analysis of market trends for resource inputs such as energy supply, labour, vehicles and enabling assets and methods for decarbonisation
	Analysis of supplier market, potential barriers to entry, key risks and opportunities.
Identify preferred procurement approach	Preferred service delivery methods (in-house versus outsourced).
	Asset control arrangements.
	How the proposed approach delivers best value for money.



Focus area	Key information
Indicative procurement programme	Delivery models which may be used for individual procurement activities

**Table 16 Key components of the new procurement strategy**

#### Vehicle Standards

<b>Policy 12: Vehicles introduced on future bus service contracts will adhere to all legal and regulatory requirements in respect of passenger capacity, accessibility for disabled people, operational efficiency, health and safety, and environmental standards.</b>	
Action 12a	Size and specification of buses will be appropriate to the peak demand for travel, so that sufficient capacity is provided to ensure comfortable and safe operation for passengers and staff.
Action 12b	Ensure that all vehicles operating on future bus service contracts are fully compliant with all legal requirements, and standards set out in the Waka Kotahi Requirements for Urban Buses (RUB) .
Action 12c	Ensure that all vehicles operating on future bus service contracts are environmentally friendly, and comply with Government mandate for no new diesel buses from July 2025.
Action 12d	A feasibility study and Programme Business Case (PBC) for bus decarbonisation will examine the options for future contracts, and recommend a way forward.
Action 12e	Work closely with groups representing disabled and mobility impaired people, to ensure that future service provision meets their needs.

**Table 17 Overview of Policy 12 under Fares and Funding**

With proposals to improve frequency and coverage of Gisborne city bus services, as well as potential for new routes in the wider region, a larger number of more modern vehicles will be required. With many areas now introducing zero-emission electric vehicles, there is an opportunity to either consider procurement of this type of bus or introduce modern second-hand diesel equivalents being cascaded from fleets in Auckland, Wellington, Christchurch, Hamilton and Dunedin. Irrespective of the method of propulsion, there is a need to ensure that buses (and supporting bus stop infrastructure) are made accessible for all passengers, which will provide more journey opportunities for disabled people and potentially reduce reliance on Total Mobility.

#### Contract Management, Monitoring and Reporting

<b>Policy 13: All Council bus contracts will be closely monitored against a series of Key Performance Indicators (KPIs), and transparent reporting will provide evidence of value for money.</b>	
Action 13a	Monitoring and reporting against a wide range of contract KPIs and wider outcomes (see chapter 8 below) will be undertaken every quarter and annually, reported to Regional Transport Committee, and published on the GDC web site.



**Policy 13: All Council bus contracts will be closely monitored against a series of Key Performance Indicators (KPIs), and transparent reporting will provide evidence of value for money.**

Action 13b	Regular service reviews to assess performance against KPIs, and any necessary improvement actions identified and implemented.
Action 13c	Regular monitoring and reporting of safety through the New Zealand Transport Agency's Operator Rating System
Action 13d	Regularly review options to introduce contract variations, and to procure additional services where evidence of demand and value for money is established.

**Table 18 Overview of Policy 13 under Fares and Funding**

With the need to significantly improve overall service performance, including increasing passenger numbers, GDC will regularly review operations in order to identify enhancements and changes if justified by the data. The review process will be based on robust data which includes:

- Total passenger numbers;
- Average passenger numbers per journey;
- Passenger numbers of sections of route;
- Customer feedback;
- Levels of subsidy per passenger;
- Value of access for people who have no other means of transport;
- Farebox recovery to operating cost ratio; and
- Punctuality and reliability.

Future bus contracts will be based on a range of Key Performance Indicators (KPIs) which operators will be obliged to deliver against, including:

- **Service punctuality:** buses running to time (not late or early);
- **Service reliability:** buses running to the published timetable (and not cancelled at short notice);
- **Health and safety:** recording of incidents and remedial actions; and
- **Customer service:** measured by numbers of complaints and compliments.



# Te Ananga Aroturuki Monitoring Framework

## Key Performance Indicators and Targets

To measure delivery of the RPTP, a number of Key Performance Indicators (KPIs) and targets are proposed for further investigation. The targets are currently aspirational and depend on the ability of GDC to obtain sufficient funding to deliver the necessary service and infrastructure improvements. Therefore, all KPIs and targets will be re-visited and fully tested as part of a future bus service contract procurement work.

Targets are designed to signal the desire to elicit change in the public transport system in Te Tairāwhiti. These targets will be treated in a transitional manner until new contracts are introduced in mid-2025 or mid-2026. During the next 18 months, appropriateness of baseline data will be confirmed, and a monitoring and reporting framework set up.

Key Performance Indicator	Proposed Target
Total short-term passenger numbers on regional services	Increase total passenger numbers by 10% up to mid-2025 / or mid-2026, over 2023/24 baseline
Total long-term passenger numbers on regional services	Increase total passenger numbers between 200% and 300% by 2035
Public transport mode share for journeys to work	Increase public transport mode share to 10% by 2035
Public transport mode share for journeys to school	Increase public transport mode share to 30% by 2035
Reliability of bus services	99% of services run as scheduled as per the operating contract
Accessibility of urban bus services	90% of residents in Gisborne city living within 400 metres of a bus service at a minimum hourly frequency by 2026
Accessibility of regional and rural bus / community transport services	80% of residents outside of Gisborne city with access to a weekday bus or community transport service to their nearest township
Accessibility for disabled people	100% of bus stops accessible for people with disabilities, including wheelchairs and mobility scooters, by 2028
Bus passenger satisfaction	90% of surveyed customers and community stakeholders are satisfied with the public transport service and total mobility scheme
Greenhouse Gas emissions from public transport	At least 70% reduction in greenhouse gas emissions per kilometre travelled for public transport bus services by 2035
Farebox recovery ratio against operating costs	Increase farebox recovery to a minimum 40% of operating costs by 2028

**Table 19 Performance targets for the next 10 years**

The final range of KPIs and targets will be monitored using data collected from:

- Ticketing system;
- Passenger surveys;



- Real-time service monitoring;
- Use of GIS software;
- School and workplace travel plans; and
- National census.



# Āpitiwhanga A: Appendix A: Services Integral to the Public Transport Network

Services which are not provided or funded by GDC (and therefore currently not “integral”) include:

- **School bus services:** provided by Ministry of Education (MoE).
- **Inter City:** one daily long-distance coach service to/from Auckland, and one to/from Napier.
- **Sunshine Bus:** bookable on-demand service within Gisborne city run by a local charity.
- **Waka Manaaki East Coast:** Trial of a health shuttle from Ruatoria and other East Coast communities into Gisborne Hospital (funded by Te Whatu Ora).

The following services as of February 2024 are considered to be integral to the region's public transport network.

## GizzyBus Network

Route	Main Timing Points
1A	Bright Street Terminal – Ballance Street – Hospital – Te Wiremu Rest Home – Bright Street Terminal
1B	Bright Street Terminal – Desmond Road – Rugby Park – Elgin Shops – Bright Street Terminal
2A	Bright Street Terminal – Kaiti Mall – Heath Johnson Park – De Lautour Road Shops – Bright Street Terminal
2B	Bright Street Terminal – YMCA – Elgin Shops – Hospital – Bright Street Terminal

*Table 20 Integral GizzyBus services*

It is proposed to replace these four routes with three cross-city services:

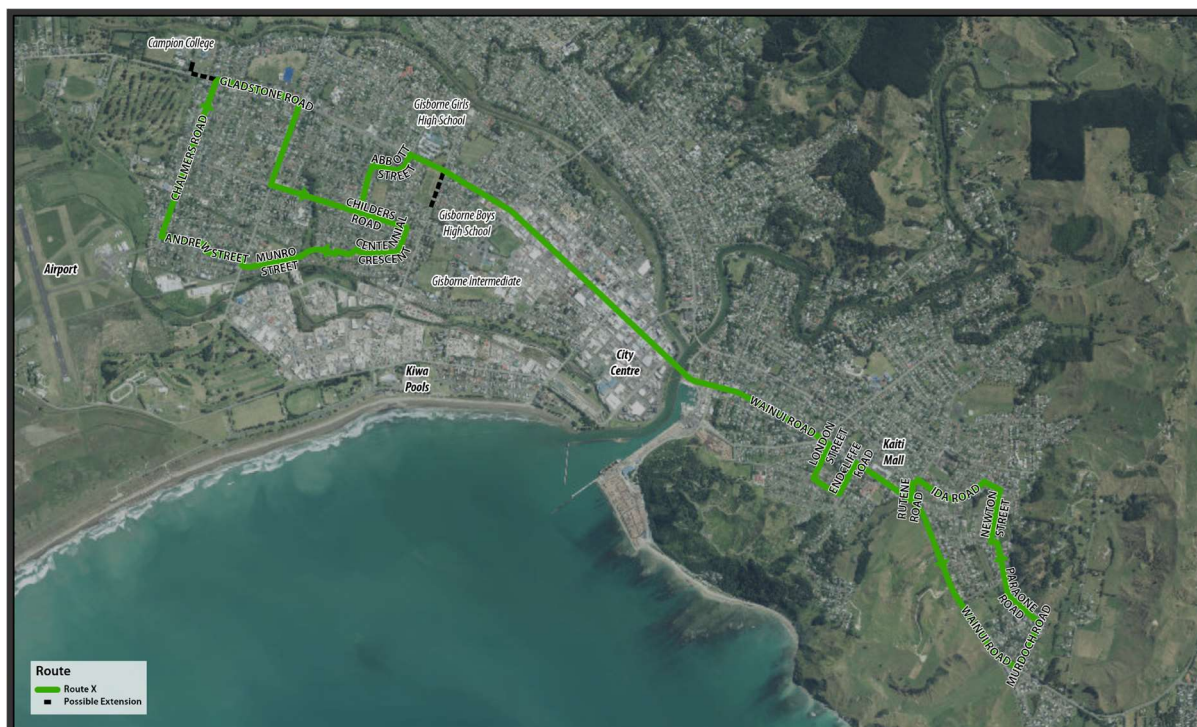


Figure 7 Map of proposed Route X service

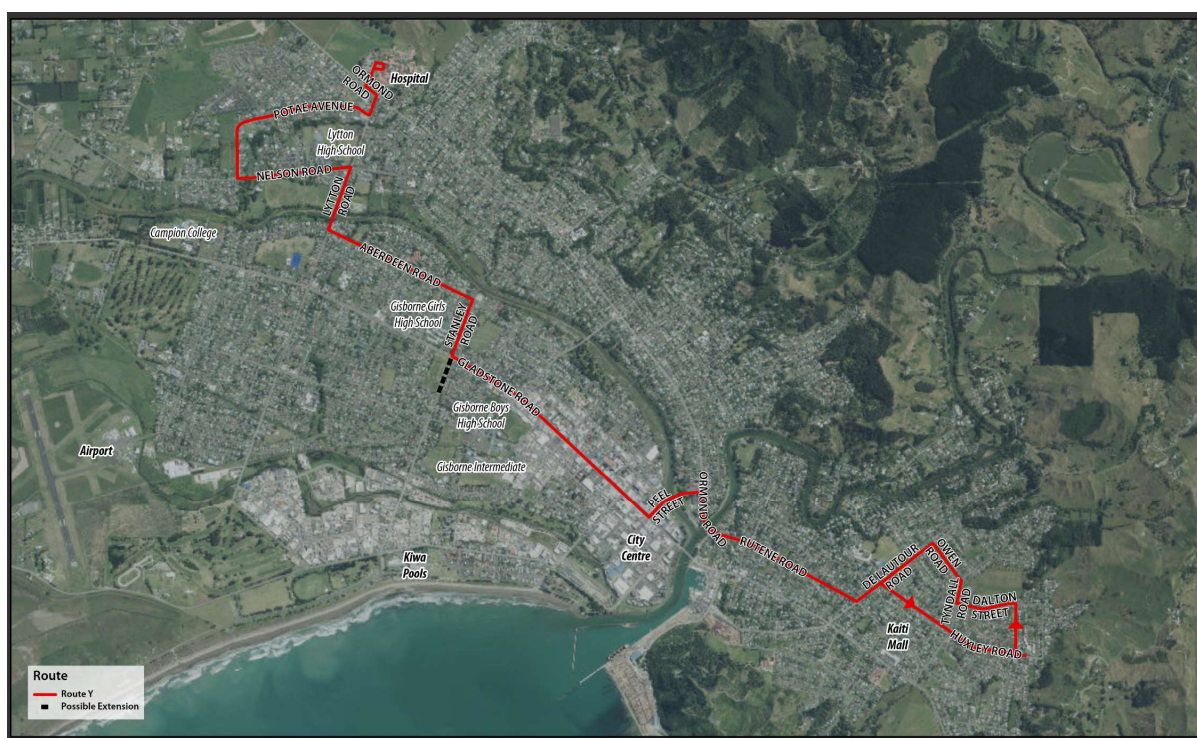


Figure 8 Map of proposed Route Y service

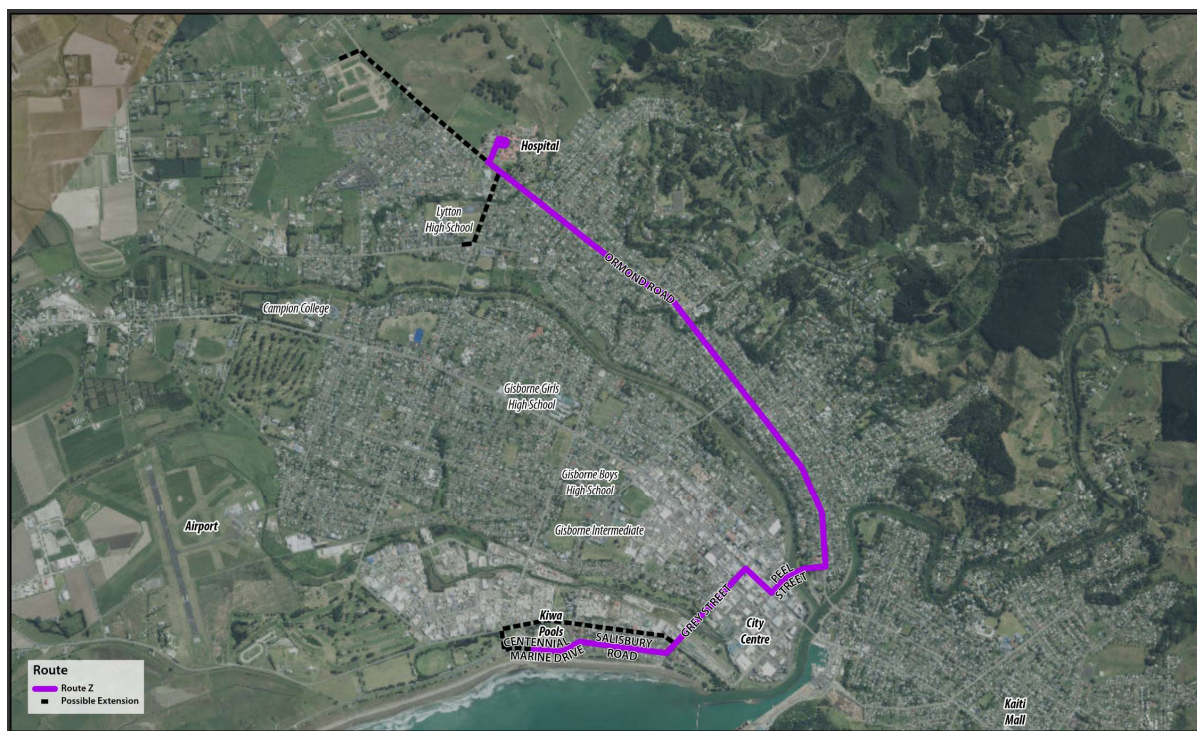


Figure 9 Map of proposed Route Z service

## Waka Kura

Route	School Destination
1	Gisborne Girls' High
2	Gisborne Boys' High
3	Lytton High
4	Gisborne Girls' High
5	Gisborne Boys' High
6	Lytton High
7	Gisborne Intermediate
8	Campion College
9	Campion College / Lytton High

Table 21 Integral Waka Kura services

## Total Mobility

Total Mobility is a national transport scheme that provides subsidised taxi fares for eligible people with a permanent or short-term impairment that prevents them from safely using public transport.

In Gisborne, a 75% taxi voucher subsidy applies per trip, up to a maximum fare of \$12, of which the passenger would pay \$3. The passenger must pay any additional fare over \$12.

Passengers can use taxi vouchers any day of the week – 24 hours a day. Passengers must show their ID card to the taxi driver each time they use a voucher.



# Āpitihangā B: Te aromatawāi hāngaitanga o te RPTP ki te LTMA

## Appendix B: Assessment of RPTP compliance with the LTMA

Section of LTMA	Provision	Contribution
3 Purpose	The purpose of this Act is to contribute to an effective, efficient, and safe land transport system in the public interest."	The Plan's contribution to the purpose of the LTMA, and the efficiency and effectiveness of the overall strategic approach to public transport in Te Tairāwhiti region has been assessed through the RLTP process. A range of strategic options were developed and evaluated as part of the RLTP process.
114A Principles "(1) (a)	Regional councils and public transport operators should work in partnership and collaborate with territorial authorities to deliver the regional public transport services and infrastructure necessary to meet the needs of passengers.	The RPTP includes a section on working together which covers our relationship with operators.
114A (1) (b)	The provision of public transport services should be coordinated with the aim of achieving the levels of integration, reliability, frequency, and coverage necessary to encourage passenger growth.	Enhanced levels of service on key Gisborne city routes will contribute to improved journey times, reduced congestion, and better use of existing transport capacity. The coverage provided by regional services and community transport will provide better access to education, health, employment, and areas that contribute to economic growth.
114A (1) (c)	Competitors should have access to regional public transport markets to increase confidence that public transport services are priced efficiently.	The establishment of units is designed to enable regular entrance to the market for a range of operators.
114A Principles "(1) (d)	Incentives should exist to reduce reliance on public subsidies to cover the cost of providing public transport services.	Development of units, establishing a partnership approach and regular monitoring aligned with Waka Kotahi's Key Performance



Section of LTMA	Provision	Contribution
		Indicators will provide the framework for reducing reliance on public subsidies. Specific incentives for performance will be incorporated into contract relationships with operators.
115 Principles “(1) (e)	The planning and procurement of public transport services should be transparent.	The RTP clearly sets out both the planning and procurement approach for the GDC's public transport services.
124 (a) (ii)	Has been prepared in accordance with any relevant guidelines that the Transport Agency has issued.	Waka Kotahi's Requirements for Urban Buses (2011) have been taken into account and referenced in this Plan.
124 (a) (iii)	Is, if it includes a matter that is not within the scope of the regional land transport plan, otherwise consistent with that plan.	The purpose of this Plan is to give effect to the public transport components of the current RLTP. The RLTP was assessed against the regional policy statement and regional plans, and was found to be consistent with them. The Future Development Strategy was also taken into account during the development of the RLTP. Future versions will be revised to be consistent with the RLTP.
124 (c) (i)	Take into account any national energy efficiency and conservation strategy.	The national energy efficiency and conservation strategy was taken into account in the development and assessment of the preferred strategic option in the RLTP.
124 (c) (ii)	Take into account any relevant regional policy statement, regional plan, district plan, or proposed regional plan or district plan under the Resource Management Act 1991	The purpose of this Plan is to give effect to the public transport components of the RLTP. The RLTP was assessed against the regional policy statement and regional plans, and was found to be consistent with them. District plans were also taken into account during the development of the RLTP. Future versions will be revised to be consistent with RLTP.
124 (c) (iii)	Take into account the public transport funding likely to be available within the region.	The Plan provides a detailed assessment of the funding likely to be available within the region.
124 (c) (iv)	Take into account the need to obtain the best value for money, having regard to the desirability of encouraging a competitive	Council has a procurement strategy for transport activities.



Section of LTMA	Provision	Contribution
	and efficient market for public transport services.	<ul style="list-style-type: none"> <li>The objective of the strategy is to procure public transport services in a way that: <ul style="list-style-type: none"> <li>o Achieves value for money,</li> <li>o Encourages competitive and efficient markets, and</li> <li>o Sustains those markets.</li> </ul> </li> </ul>
124 (c) (v)	Take into account the views of public transport operators in the region	There has been detailed engagement with public transport operators to enable their views to be taken into account during the development of the Plan.
35 and 120 (1) (vii)	Consider the needs of persons who are transport-disadvantaged	The Accessibility section of the Plan considers the needs of the transport-disadvantaged.

**Table 22 Overview of how the RPTP has taken into account requirements under the LTMA**



# Āpitihangā C: Appendix C: Unit Establishment Principles (Current Contract)

GDC manages bus service contracts according to a number of principles, as detailed below.

## Network and Service Review

Before identifying units, the Council defines routes and services that are integral to the region's public transport network (see Appendix A above). The proposed unit design considers Council's ability to undertake future service reviews in consultation with operators and stakeholders. Changes to services aim to meet foreseeable local community needs to be delivered within a unit.

## Marketable Whole

Units should be potentially deliverable by operators either as stand-alone operations, or as part of a wider suite of services. Under the Sustainable Public Transport Framework there is no automatic exclusivity for a single operator within each unit.

## Customer Market

Units should have readily identifiable customer markets for services, enabling operators and the Council to apply the right commercial behaviours to growing the market. A customer market might generally be thought of as a geographic area, but could also be generated by a particular activity or use – for example, an airport, shopping precinct, hospital, major employer, or university.

## Whole-route Operation

Each unit must comprise a service or group of services that operates on the entire length of one or more routes.

## Unit Attractiveness

Units should be attractive to a tenderer, and enable competition from a range of operators. Units should be efficient groups of services in terms of management, vehicle utilisation, operational feasibility, service efficiency etc.

## Opportunities to Group Units in Tenders

Opportunities for operators to tender for units in groups to encourage efficiencies and, therefore value for money, will be considered.

## Mode Specific

Units must be single-mode specific, so a unit cannot include both a bus and a ferry or train route.

## School Services Consideration

School services not provided by the Ministry of Education will be arranged into units. School services operating on a timetabled route are logically allocated to that unit.



## **Wider Network Consideration**

This includes considering connections between routes and achieving higher frequencies by services overlapping on parts of a trunk route.



# Āpitihanga D: Ngā kaupapa hiranga Appendix D: Significance Policy

As conditions and requirements change over time, the contents of this plan can be altered accordingly. When variations arise, Council will first determine the significance of proposed changes, in accordance with section 120(4) of the Land Transport Management Act, and if required, undertake an appropriate level of consultation.

## General Determination of Significance

Proposed variations to the plan, which necessitate a council decision, will be considered against the following criteria set out by Council's Significance and Engagement Policy:

- Effects on all or a large part of the Gisborne district.
- Effects on individuals or specific communities including the impact on Māori.
- Level or history of public interest in the matter or issue.
- Financial impact.
- Consistency with GDC current strategies and policies including the Strategic Priorities in the Long Term Plan.
- Impacts on GDC Long Term Plan, Annual Plan and levels of service (also including the Regional Land Transport Plan, if applicable).
- Whether the decision is reversible.

## Significant and Non-Significant Matters

Determining the significance of most variations to this plan will be decided upon by Council on a case-by-case basis, unless they fall into one of the following categories:

Variations that will always be considered significant are:

- Any variation that amends this policy on significance.
- Any variation that introduces a new public transport unit.
- Any variation that alters the cost of the provision of public transport services by more than 10% in one financial year.

Variations that will always be considered "not significant" are:

- Minor editorial and typographical amendments to this Plan.
- Minor changes to fare levels in accordance with current policy and funding levels.

Variations that will "usually" be considered "not significant" are:

- A variation that has already been consulted on.



- Minor changes to the description of services following a service review, e.g. changes to the route, frequency and hours of a service that may include a reduction in service levels on a route or routes, but which result in the same, or better, overall level of service across the network.
- Changes to the description of services or grouping of services as a result of an area wide service review, provided that there is no significant increase in cost.
- Any variation that alters the cost of the provision of public transport services in one financial year by less than 10%.
- This policy also recognises certain potential variations can be considered "routine" or "time critical" and therefore Council will generally not consult upon these.
- Organisational decisions (e.g. staff changes and operational matters) that do not materially reduce a level of service.
- Emergency management activities during a state of emergency – Civil Defence Emergency Management Act 2002.
- Decisions taken to manage an urgent issue.
- Decisions to act where it is necessary to:
  - Comply with the law.
  - Save or protect life, health or amenity.
  - Prevent serious damage to property.
  - Avoid, remedy or mitigate an adverse effect on the environment.
  - Protect the integrity of existing and future infrastructure and amenity.
- Decisions that are commercially sensitive (e.g. awarding contracts).
- Any decisions that are made by delegation/sub-delegation to officers.
- Entry or exit from a development agreement (private contract) under section 207A Local Government Act 2002 (LGA).
- Decisions in relation to regulatory and enforcement activities.



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