



Gisborne Regional Public Transport Plan 2010 - 2016

(Adopted February 2010) ISBN 978-0-9864608-0-7





Gisborne Regional Public Transport Plan 2010-2016
(Adopted February 2010)

ISBN 978-0-9864608-0-7

Published By: Gisborne District Council
Fitzherbert Street
P O Box 747
Gisborne

www.gdc.govt.nz

Foreword

We all need transport in our daily lives. Public transport and subsidised taxis make up a relatively small but important part of the mix of transport in the Gisborne District. They are particularly important for those less mobile members of our community and those without access to motor vehicles. Public transport could also help to reduce fossil fuel consumption.

This is the first plan focusing specifically on public transport in the Gisborne District. It is also the first Regional Public Transport Plan in New Zealand to be developed under the Public Transport Management Act 2008. The plan focuses primarily on Council-run or administered services, i.e. the Gisborne city bus service, the Council school bus and the total mobility and supergold card schemes that the Council administers. However we also recognise the important role that other transport providers, such as the Sunshine Service and commercial bus operators, have in the District.

We have developed the plan with the guidance of the overarching Gisborne Regional Land Transport Strategy. This strategy suggests the aging population, the high proportion of youth and lower income levels in the district point to a potential need for greater levels of public transport assistance. The strategy favours retaining and improving the existing city bus and mobility services and investigation of expansion of the services to meet future needs.

However, in these tight economic times, the Council has had to look at what can be achieved without putting pressure on the rates or central government taxes that support the services. We have identified that the city bus service could be significantly improved within current budgets. In particular, we will work with the bus operator to review the routes and schedule of the buses. We hope to develop a more direct and regular service and increase patronage. The plan also identifies and prioritises further cost effective improvements that could be made to the city bus in the longer term, should finance become available.

The plan mainly relates to Gisborne city, as this is where existing services are located. Another project is underway to research ways to improve accessibility and transport in the wider District. The research may indicate possible roles for public transport and taxi subsidies outside of the city, which could be incorporated into future reviews of this plan.

Bill Burdett

Chairman of the Regional Transport Committee



Contents

Foreword	3
Regional Public Transport Plan at a glance	6
Introduction	7
PART A - Policy section	9
Services Council proposes to provide	10
Council policies and implementation	13
PART B - Background and context	19
Policy and funding framework	20
• Regional Public Transport Plan and Public Transport Management Act 2008	20
• Overview of the broader planning and funding framework	22
• Gisborne Regional Land Transport Strategy	26
• Expenditure and funding levels	27
The Gisborne context	27
• Current services and patronage	27
• Transport disadvantaged	33



Regional Public Transport Plan at a glance

The Regional Public Transport Plan is prepared under the Public Transport Management Act 2008. It signals Council's intentions in respect of Council-funded public transport and taxi/shuttle subsidies. The plan is guided by the New Zealand Transport Strategy, Government Policy Statement on Land Transport Funding and the Regional Land Transport Strategy.

Gisborne bus service

Retention of the Gisborne bus service is supported. However a more effective service is needed that returns more value from Council and central government investment. A range of improvements to the service are identified and prioritised. In the short term (first three years) the Council will work with the operator to improve routes, fares, concessions, the format of bus timetables and promotion of the service.

Further improvements are suggested and prioritised for consideration in the longer term. These will be subject to funding approval by the Council and central government.

School bus service

The plan also supports the continued operation of the school bus service funded by Council and the NZ Transport Agency. This service transports students between Kaiti and various schools.

Subsidy schemes – Total mobility and Supergold Card

The Total Mobility service will be retained, subject to continued financial support from the government. An increase in subsidies due to the aging population is forecast. The Council will investigate extending the scheme to non-commercial operators, especially in respect of the wheel chair hoist subsidies.

The Council will also continue to support the supergold card scheme by administering subsidies for off-peak free bus travel for superannuatants and veteran pensioners. This is a government initiative administered by Councils and the NZ Transport Agency from funds provided through Vote Transport.

Undertaking further research to improve accessibility

No additional services or interventions are planned at this stage. However the plan allows for further research to explore accessibility issues affecting communities in the Gisborne District. Alternative transport options may be particularly important for disadvantaged groups and areas, such as rural townships. The research will occur through the Gisborne Integrated Planning (GIP) project.



Introduction

This document is the Regional Public Transport Plan (RPTP or the plan) for the Gisborne District. It is prepared by the Gisborne District Council under the Public Transport Management Act 2008.

The RPTP focuses primarily on services contracted or provided by the Council. The Council is required to detail in this plan how it intends to give effect to the purpose of the Public Transport Management Act 2008 (i.e. achieving an affordable, integrated, safe, sustainable land transport system) and how it will implement the public transport components of the Regional Land Transport Strategy. Attention has also been given to aligning the plan with the government's priorities described in the updated Government Policy Statement on Land Transport Funding (May 2009).

The plan is set out in two parts. Part A is the policy section. It provides the strategic direction for Council funded services, Council policies for these services and a list of methods to implement the policies. Part B provides background to the policy section. It describes the Gisborne context and the legislative and wider policy framework within which the plan is written.

For simplicity this plan refers to buses, taxis and school buses generically as 'public transport'. However taxi/shuttle and the school bus services are not strictly 'public transport' services according to the definition in the Public Transport Management Act.

A stylized graphic in shades of blue, featuring a sun with rays on the right side and wavy lines below it, suggesting water or a landscape. The sun is partially obscured by the text.

Part A

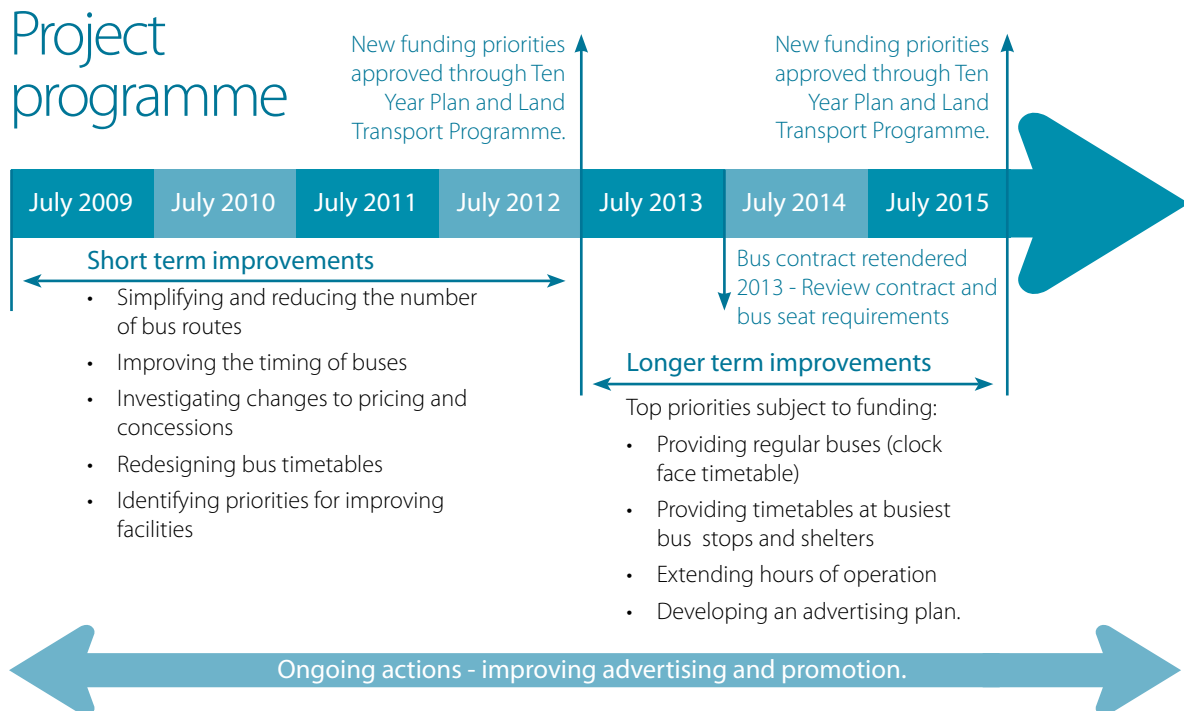
Policy section

- Better advertising and branding of the service
- Provision of concessions e.g. for bulk ticket purchases
- Easier and cheaper connections through the main terminal in the city centre
- Longer hours of operation, especially in the evenings
- Possible introduction of a weekend service
- Provision of reserve buses with low floor specifications so that a low floor service can continue when the usual buses are out of service.

However funding levels approved for the next three years are to remain constant and the service contract is not due for renewal until 2013. Therefore, in the short term, the Council will seek to implement changes that are consistent with the current contract and that can be implemented with current budgets.

The initial focus is to review the bus routes and stops. This is likely to result in a small number of regular routes. Other improvements that will be sought in the short term include redesigning the bus timetable information; and working with the contractor to improve advertising of the service. Introduction of concession tickets and free transfers at the city centre terminal will be investigated, possibly alongside an increase in the standard fare.

Further improvements will be considered in the longer term (2012/13 - 2015/2016). Of greatest priority will be continuing to improve the timing of buses so that buses depart and leave each stop at the same time each hour with no periods of lower frequency during the middle of the day, providing timetables at bus stops and installing shelters at the busiest stops. These changes may require some additional public funding, which will be subject to Council and government approval through the Ten Year Plan and National Land Transport Programme.



School bus service

The Council intends to continue to provide a school bus service that transports students between Kaiti and various schools (Lytton High School, Gisborne Girls High School, Gisborne Boys High School, Gisborne Intermediate, Campion College and St Mary's School). Students are currently charged \$1 per trip. There are no immediate plans to change the fare, but it could be reviewed in the future.

The current contract for the service is due to expire and a new contract will be tendered in 2009. No changes are foreseen to this service at this stage. However, as with the Gisborne bus service, it is recognised that support for the service in the Regional Land Transport Strategy and Ten Year Plan is subject to change.

Financial assistance to taxi/shuttle services – Total Mobility Scheme

The Council also intends to continue to provide financial assistance for taxis/shuttles through the Total Mobility Scheme, subject to continued funding from the NZ Transport Agency.

Under the Total Mobility Scheme Council provides coupons ('chits') to eligible persons, which they give to taxi/shuttle operators. The operators use the chits to claim a 50% subsidy of fares, up to a maximum subsidy of \$6. In addition, a flat-rate payment of \$10 (GST inclusive) can be claimed by approved providers for the use of wheelchair hoists. The Council is reimbursed 60% of the 'chit' subsidy and 100% of the wheelchair hoist payment by the NZ Transport Agency, provided the amount claimed is within the budget approved by the Agency. Further information about the service is provided in Part B of this plan.

The maximum subsidy will be reviewed at least every three years, in accordance with the requirements of 'phase two' agreement between the Council and the NZ Transport Agency. The next review of the subsidy will take into account the results of the GIP project (refer below). The Council has budgeted for an increase in total mobility claims overtime in light of the aging population in the District. However, the maximum subsidy may need to be reviewed should the amount claimed exceed budget.

Currently three taxi/shuttle services belong to the scheme; all operate in Gisborne. The Council will be open to other service providers joining the scheme, provided they enter into a service agreement with the Council. The Council will also investigate the possibility of providing wheelchair hoist payments to alternative providers, such as the Sunshine Service.

Gisborne integrated planning (GIP) project

The Council will also further investigate accessibility issues and the role of public transport in the Gisborne District through the Gisborne Integrated Planning (GIP) Project, which was initiated in partnership between the NZ Transport Agency and Gisborne District Council in 2009. The aim of this project is to improve access for all, but particularly disadvantaged groups and areas, to jobs, healthcare, learning opportunities, shops and recreation by improving travel choice and reducing the need to travel.

The key deliverable of the GIP project is an accessibility strategy to deliver the above project aim. Work to develop the policy will include analysis of existing policies and strategies and GIS mapping of services, socio economic data and transport data.

The project is likely to look at less traditional forms of public transport, especially outside of Gisborne city. The results of the project will be taken into account in reviewing the Regional Land Transport Strategy and the RPTP.



Council Policies and Implementation

Further research		
Policy	Method	Timeframe
<p>GIP Project (Policy 1.1)</p> <p>Explore opportunities to continue to improve access for all, but particularly disadvantaged groups and areas, e.g. rural communities.</p>	<p>(Method 1.1a)</p> <p>Undertake the GIP (Gisborne Integrated Planning Project) in partnership with the NZ Transport Agency.</p>	<p>Completed by March 2010</p>

Gisborne bus service		
Policy	Method	Timeframe
<p>Retention of a low-floor bus service for Gisborne. (Policy 2.1)</p> <p>Continue to provide a low-floor bus service in Gisborne, subject to continued support for this service in the Regional Land Transport Strategy and Ten Year Plan.</p>	<p>(Method 2.1a)</p> <p>Continue to tender contract for the provision of the bus service.</p>	<p>Ongoing</p>

Gisborne bus service

Policy	Method	Timeframe
<p>Short term improvements (2009/10 – 2011/2012). (Policy 2.2)</p> <p>Improve the Gisborne bus service, within the constraints of current budgets and contracts.</p>	<p>(Method 2.2a) Redesign the bus network. Seek to implement the new routes and stops with the service provider as soon as possible.</p> <ul style="list-style-type: none"> • Routes should allow for a 'clock face' timetable at each stop (i.e. buses arrive/ depart at the same time each hour), to the extent possible. • Routes should 'pulse' at the city centre, with buses connecting through the city centre to minimise the need for customers to transfer buses. • Routes should be simplified and more direct. • Departure /arrival times at the terminal in the city centre should be offset from the hour and half hour (e.g. arriving/departing at 15 minutes past the hour and 45 minutes past the hour). • New stops should be located and designed with consideration of safety, CPTED (crime prevention through environmental design) and accessibility issues, as well as the potential to reuse existing facilities. Case study audits of existing bus stops should be undertaken to guide the design and location of new stops. 	<p>Implement new routes by mid 2010.</p>
	<p>(Method 2.2b) Redesign the bus timetables once the routes are confirmed. Provide two styles of timetables: one with stops specific to each bus stop and one for the entire network.</p>	<p>Mid 2010</p>
	<p>(Method 2.2c) Investigate the following fare changes to provide a more attractive fare structure while maintaining and possibly improving revenue. Seek to implement with the service operator;</p> <ul style="list-style-type: none"> • Introduction of concessions tickets e.g. for bulk ticket purchases, monthly passes, community service cards, students, etc. • Changes to pricing for transfers through the city centre. • Increasing the standard fare. 	<p>Mid 2010</p>
	<p>(Method 2.2d) Develop a Facility Improvement Action Plan that prioritises installation of timetable information, shelters, accessibility and other improvements. Carry out an accessibility and CPTED audit of the existing and proposed bus stops to assist with developing the plan.</p>	<p>Plan developed by mid 2011.</p>

Gisborne bus service

Policy	Method	Timeframe
	(Method 2.2e) Encourage the service provider to compile and maintain a database of customers that require a low floor bus and to inform them when a low floor bus is out of service.	Ongoing
	(Method 2.2f) Continue to develop advertising and promotion priorities with the service operator. Ensure advertising and promotion initiatives are coordinated with service improvements e.g. redesign of routes and introduction of concessions	Ongoing
Longer term improvements (2012/13-2014/15) (Policy 2.3) Consider further improvements to the Gisborne bus service and seek additional resources necessary to implement.	(Method 2.3a) Consider programming the following further improvements to the service, in this approximate order of priority: <ul style="list-style-type: none"> • Further improvements to frequency or timing of buses to complete a 'clock face' timetable (i.e. buses depart and arrive at each stop at the same time every hour). • High priority actions in the Facility Improvement Action Plan e.g. additional shelters, bus timetable information facilities, etc. • Extension of the hours of service in the evening. • Development and implementation of an advertising plan. • Introduction of low floor reserve buses. • Medium priority actions in the Facility Improvement Action Plan. • Introduction of a weekend service • Additional buses to improve frequency and/ or increase the number of routes 	Funding approved June 2012. Implementation 2012/13 – 2015/2016.
	(Method 2.3b) Review the minimum seat specification at the next tendering of the service contract with consideration of perceptions of efficiency, cost and energy use.	2013.
	(Method 2.3c) Review the form of the contract before the next tendering of the contract, giving consideration to a gross contract rather than a net contract in order to better direct resources towards advertising and promotion of the service.	2013

Gisborne bus service

Policy	Method	Timeframe
Alternative funding (Policy 2.4) Investigate alternative funding opportunities.	(Method 2.4a) Investigate, with the service provider, opportunities for revenue from advertising in and on the bus.	Ongoing
	(Method 2.4b) Investigate opportunities to fund bus timetable facilities and new shelters through provision of advertising space.	2011

School bus service

Policy	Method	Timeframe
Retention of the Council school bus service (Policy 3.1) Continue to provide a service to take school children from Kaiti to various schools (Lytton High School, Gisborne Girls High School, Gisborne Boys High School, Gisborne Intermediate, Campion College and St Mary's School), subject to continued support for this service in the Regional Land Transport Strategy and Ten Year Plan.	(Method 3.1a) Continue to tender contract for service.	Ongoing

Total Mobility Scheme

Policy	Method	Timeframe
Continued total mobility assistance (Policy 4.1) Continue to support the Total Mobility Scheme in the Gisborne District, subject to continued funding from the NZ Transport Agency.	(Method 4.1a) Maintain agreements with Total Mobility providers and continue to administer total mobility subsidies.	Ongoing
Phase two funding levels (Policy 4.2) Maintain the 'phase two' higher funding levels for Total Mobility.	(Method 4.2a) Implement the requirements of the phase two agreement on total mobility between the Council and the NZ Transport Agency.	Ongoing
Allow new total mobility operators (Policy 4.3) Allow new operators to join the Total Mobility scheme.	(Method 4.3a) Enter into total mobility agreements with new operators that meet the requirements of the scheme.	Ongoing



Total Mobility Scheme

Policy	Method	Timeframe
<p>Investigate alternative operators (Policy 4.4)</p> <p>Assist alternative providers, such as the Sunshine Service, to obtain wheelchair hoist subsidies, if possible.</p>	<p>(Method 4.4a)</p> <p>Research alternative providers, review eligibility criteria and consult with operators and the NZ Transport Agency about the possibility of such providers claiming wheelchair hoist subsidies.</p>	2010

Supergold Card Scheme

Policy	Method	Timeframe
<p>Support Supergold Card subsidies (Policy 5.1)</p> <p>Continue to support the Supergold Card initiative.</p>	<p>(Method 5.1a)</p> <p>Continue to administer Supergold Card subsidies for free off-peak travel.</p>	Ongoing

Significance of variations

Determination of whether a variation is significant (Policy 6.1)

For the purpose of determining whether a proposed variation to the RPTP is significant for the purpose of section 21(6) of the Public Transport Management Act 2008 (and therefore whether the special consultative procedure must be used) the Council will use Council's Significance Policy 2009.

A stylized graphic in shades of blue, featuring a sun with rays and wavy lines representing water, positioned in the upper right quadrant of the page.

Part B

Background and context



Policy and funding framework

Regional Public Transport Plan and the Public Transport Management Act 2008

In 2008 the Government enacted legislation to increase the powers of regional councils to plan and manage public transport services. The Act also clarifies when a Regional Public Transport Plan (RPTP) is needed, its purpose, what it needs to contain, and the process for developing a plan. Key elements of the Act are summarised below.

- **Adoption of an RPTP**

A regional council must adopt a RPTP if it intends to enter into a contract to pay for the supply of public transport services, impose controls on commercial public transport services, or provide financial assistance to operators or users of taxi/shuttle services. As Gisborne District Council contracts for the supply of the Gisborne City Commuter Bus Service and provides total mobility financial assistance, a Regional Public Transport Plan is needed for the Gisborne District.

- **Purpose of an RPTP**

The purpose of an RPTP is to specify how the council intends to give effect to the public transport service components of the Regional Land Transport Strategy and contribute to the purpose of the Act (i.e. achieving an affordable, integrated, safe, sustainable land transport system) in an efficient and effective manner.

- **RPTP timeframe and renewal**

An RPTP must be kept current for a period of not less than three years in advance, but not more than 10 years, and must be renewed at least once every three years, at the same time, or as soon as practicable after the relevant Regional Land Transport Strategy.

• Contents of an RPTP

An RPTP must state or describe the public transport services that the council proposes to provide in its region, any taxi or shuttle services that it intends to provide financial assistance for, and how the services will assist the transport disadvantaged.

The RPTP must also describe how it gives effect to the public transport components of the Regional Land Transport Strategy.

An RPTP must specify any policies relating to public transport services in the region, and the methods for implementing these policies, including any controls on commercial services. The plan must also describe how the policies will be implemented.

• Process for preparing an RPTP

In preparing an RPTP the council must take into account a range of matters:

- Assisting economic development, assisting safety and personal security, improving access and mobility, protecting and promoting public health, and ensuring environment sustainability.
- The current national land transport strategy and national energy efficiency and conservation strategy, as well as any relevant regional policy statement, regional plan or district plan prepared under the Resource Management Act 1991.
- Any guidelines issues by the NZ Transport Agency on developing an RPTP.
- The relevant government policy statement on land transport funding and the public transport funding likely to be available within the region for the period covered by the RPTP.
- The need to obtain the best value for money, having regard to the desirability of encouraging fair competition and a competitive and efficient market for public transport services.
- The views of public transport operators.
- The needs of persons who are transport disadvantaged.

The Council must consult with specific agencies and groups (e.g.the NZ Transport Agency and local transport operators) in preparing the plan. It must also notify a draft plan and invite submissions, using the special consultative procedure in the local Government Act 2002, before adopting a final RPTP.

• Controls and registration of commercial public transport services

All commercial public transport services operating in a region must be registered with the Council. They must also give notice to the Council of fares, routes etc. The Council can decline to register a service on certain grounds, for example, it is likely to increase the net cost to the council of any contracted public transport service.

The Act also provides regional councils with a range of other controls over commercial public transport services and describes the process for developing and implementing those controls. For example, councils may require commercial services to comply with quality standards. Council can require information from commercial public transport operators, e.g. in relation to patronage numbers and fares. Subject to certain conditions, the Council can also require existing commercial services to be discontinued and replaced with contracted services.

The government is currently investigating changes to these powers. However, as such powers are not sought to be used in the Gisborne District, this is unlikely to affect the implementation of this plan.



Overview of broader planning and funding framework

The Public Transport Management Act 2008 is just part of a broader set of statutes, strategies and policies governing the planning and funding of Gisborne District Council's public transport services.

The principal transport act is the Land Transport Management Act 2003. It requires the establishment of a Regional Transport Committee, consisting of representatives of the Council, the NZ Transport Agency (NZTA), as well as persons representing community interests such as access and mobility.

The Regional Transport Committee prepares, on the Council's behalf, the overarching Regional Land Transport Strategy for the region. This is the mechanism through which the region looks critically at current and future conditions, identifies issues and opportunities, and agrees on the preferred strategy for the long term. The strategy influences funding through its implementation in the Regional Land Transport Programme.

The Regional Land Transport Programme is also prepared by the Regional Transport Committee every three years on the Council's behalf. It is used to recommend to the NZ Transport Agency activities for central government funding and contains:

- the Council's proposed activities for the next three years
- information on significant activities planned for the next seven years.
- a ten year financial forecast.

Gisborne District Council is also required to prepare a Long Term Council Community Plan (Ten Year Plan) every three years under the Local Government Act 2002. Through the Ten Year Plan the Council budgets for the following three years and signals longer term intentions. It is therefore closely aligned with the Regional Land Transport Programme.

The Gisborne Urban Development Strategy is relevant to public transport in the Gisborne urban area. It suggests greater priority needs to be given to providing for pedestrian and cycle networks and public transport. It seeks development of a RPTP and review of the Gisborne bus service to better meet community needs. The strategy also recognises that the city faces social and economic deprivation issues, such as low household income, clusters of poverty and ageing of the population. While the Council has limited resources to directly address such issues, it suggests it can help to develop a physical setting that supports its communities through environmental planning and infrastructure.

A range of other national strategies and policies guide the development of the RPTP. Of most importance are the Government Policy Statement on Land Transport Funding (GPS) and the National Land Transport Strategy, which provides guidance on central government funding allocation.

Guiding principles and objectives

The national and regional statutes, strategies and policies establish a number of principles or objectives to guide the planning and funding of Public Transport, as well as transport more generally. The relevance of these principles and objectives and their implementation in the RPTP is summarised in table 4.1 below.

Principles and objectives

Principle / objective	Explanation	RPTP
<p>Economic growth and productivity / economic development</p>	<p>The government's main priority, as expressed in the GPS, is national economic growth and productivity.</p> <p>The GPS recognises several priority areas to promote economic growth and productivity. This includes initiatives that provide better access to markets, employment and areas that contribute to economic growth.</p> <p>The Public Transport Management Act 2008 also requires the Council to be satisfied that the RPTP contributes to assisting economic development.</p>	<p>Implementing this plan will contribute to better access to employment for Gisborne residents. Research indicates that despite the very high proportion of people with limited access to private motor vehicles in Gisborne, the bus service is used little for commuting to and from work. A range of actions are needed to better meet the needs of workers, such as changing arrival and departure times in the CBD, providing more direct routes, implementing time-check points for bus drivers and introducing free transfers through the CBD.</p> <p>Other economic growth and productivity issues will be investigated through the GIP project.</p>
<p>Value for money</p>	<p>The GPS stresses the need to generate better value for money from the government's investment in land transport and enhance the economic efficiency of individual projects. This is also important for Council's investment. Three concepts are related to value for money: effectiveness (contribution to the government's priorities), efficiency (maximising value with the lowest resources possible) and economy (inputs purchases at lowest price over whole life of intervention).</p> <p>The Public Transport Management Act 2008 also requires the Council to take into account the need to obtain the best value for money, having regard to the desirability of encouraging fair competition and a competitive and efficient market for public transport services.</p>	<p>Value for money is a key principle to this RPTP. The plan recognises that local and central government funding is limited and there is a need to get more value from investment in public transport.</p> <p>In particular, the plan identifies a need to review the Gisborne bus service so that it better meets the needs of Gisborne residents, while limiting expenditure on the service. While some of the changes may require a small increase in public funding, this is likely to be more efficient than continuing to invest in a less effective service. Actions have also been prioritised to ensure investment is directed at the most important actions.</p> <p>No issues relating to fair competition are identified.</p>

Principle / objective	Explanation	RPTP
Affordability	<p>The New Zealand Transport Strategy promotes maintaining an acceptable financial demand on central and local government, households, businesses and individuals; taking into account available funding sources; considering all costs including those on other sectors.</p> <p>The Strategy encourages consideration of less traditional forms of shared transport outside of large urban areas such as community buses or demand-responsive transport.</p>	<p>The RPTP recognises that the government and the communities of the Gisborne District have limited ability to fund public transport initiatives. The Gisborne bus service must be reviewed to achieve better value for money. No new services are planned at this stage but the RPTP promotes further research of alternative transport options through the GIP project.</p>
Making best use of existing networks and infrastructure	<p>The GPS seeks better use of existing transport capacity, networks and infrastructure. According to the GPS, this means improving the efficiency of existing networks as well as investment in new infrastructure. It also means sequencing development so that small iterative investments in existing infrastructure do not take place when more significant investment in redevelopment the same infrastructure is shortly planned to commence.</p>	<p>The RPTP recognises the need to review and get more value out of existing services, especially the Gisborne bus service. It identifies a staged action plan of improvements, which can be progressed overtime to build on earlier improvements.</p>
Environmental sustainability	<p>Environmental sustainability is a key concept throughout the legislation, strategies and policies.</p> <p>The New Zealand Transport Strategy identifies public transport as an important component to achieving environmental sustainability. If public transport can be used to shift transport away from private vehicles it will help to reduce greenhouse gas emissions as well as congestion and other issues associated with motor vehicles. Similarly, the National Energy Efficiency and Conservation Strategy aims to manage demand for travel, development of more efficient transport modes and improve the efficiency of the transport fleet.</p> <p>The GPS supports the general direction of the New Zealand Transport Strategy but implies the expectation of modal shifts may be too ambitious. The government expects carbon mitigation primarily to occur via new fuels, encouraged via an emission trading scheme, plus some modal shifts particularly in major cities.</p> <p>The Public Transport Management Act 2008 requires the Council to be satisfied that the RPTP contributes to ensuring environmental sustainability.</p>	<p>Consistent with the Regional Land Transport Strategy and GPS, the primary focus for public transport in this RPTP is improving transport options and accessibility, rather than shifting people out of cars and into public transport. Nonetheless, it is hoped that providing a more attractive Gisborne bus service will help to encourage a modal shift and reduce greenhouse gas emissions from private motorvehicles.</p>

Principle / objective	Explanation	RPTP
Access and mobility	<p>Improving access and mobility is another key objective in the New Zealand Transport Strategy; and increasing the availability and use of public transport is identified as important to this objective.</p> <p>The GPS also seeks more transport choices, particularly for those with limited access to a car where appropriate. Better access to markets, employment and areas that contribute to economic growth is another goal in which public transport could have a role.</p> <p>The Public Transport Management Act 2008 also requires the Council to be satisfied that the RPTP contributes to improving access and mobility.</p>	<p>Access and mobility is a key focus of this RPTP. Consistent with the Regional Transport Strategy, this plan supports retaining the total mobility service and Gisborne bus service and continuing to support the Supergold Card initiative. These services provide improved access choices for the community, especially the transport disadvantaged.</p> <p>The plan also seeks to improve the bus service so that it can better meet the needs of people in Gisborne.</p> <p>Further research is planned through the GIP project to improve access and mobility throughout the rest of the District.</p>
Integration and co-ordination	<p>The GPS expects planning and evaluation processes to take into account integrated planning. To achieve integration, land transport activities should be developed alongside, and be clearly connected to, land use strategies and implementation plans. The GPS also encourages a coordinated approach to transport problems, whereby various agencies work together in a collaborative way.</p>	<p>The RPTP intends a collaborative approach to improving access and mobility will be progressed through the GIP project (see below).</p>
Safety, personal security and public health	<p>National legislation, policies and strategies promote a safe transport system, which assists personal security and protects and promotes public health.</p> <p>The Public Transport Management Act 2008 requires the Council to be satisfied that the RPTP contributes to assisting safety and personal security and to protecting and promoting public health.</p>	<p>Safety and personal security have not been the most critical issues for public transport in the Gisborne District. However these issues will be considered e.g. in the planning of new bus stops, design of facilities and agreements with service providers (bus and taxi/shuttle companies).</p> <p>The benefits in terms of personal security should also be taken into account for future decisions about whether to extend the hours of operation of the bus service.</p> <p>Public health is promoted through this plan by retaining and improving services that improve accessibility, particularly for the transport disadvantaged.</p>
Responsiveness	<p>According to the New Zealand Transport Strategy, a transport system should recognise the direct effect transport has on people and their quality of life and take into consideration the diverse characteristics of communities and regions.</p>	<p>As another example, the RPTP recognises the contribution of voluntary mobility services and seeks to investigate the potential for these services to obtain funding usually directed at commercial services.</p>

Principle / objective	Explanation	RPTP
Consideration of the impact of higher fuel prices	The GPS encourages land transport planning to take into account the impact of volatile fuel prices. It notes that in times of high oil prices, the availability of transport choice, such as public transport, helps to mitigate the effects on households, and public transport use tends to increase.	The RPTP includes a policy to retain the Gisborne bus service, which could help to buffer the impact of higher fuel prices in Gisborne.

Public transport targets

The draft Long Term Council Community Plan (LTCCP) contains a target to increase patronage: "Passenger trips and passenger km's increases by 1.8% per year". It is intended that the changes to the Gisborne bus service set out in Part A of this plan will result in improved patronage and assist to achieve this target.

A further target in the LTCCP is to maintain the percentage of properties in the Gisborne Urban Area within 700m of a bus stop at 92%. This will be considered in the review of the bus routes.

Gisborne Regional Land Transport Strategy

The Public Transport Management Act 2008 requires this plan to state how it gives effect to the Regional Land Transport Strategy.

The current Regional Land Transport Strategy for Gisborne is the 2006-2016 strategy (renewed October 2008). The strategy recognises that a high proportion of the district's population do not have access to a motor vehicle and, therefore, provision of access to transport is an important consideration. A need for public transport and total mobility assistance is also identified in association with the ageing population and high levels of economic deprivation in the District.

The strategy includes goals of:

- Maintaining or improving the levels of patronage of public transport within the region.
- Improving access to and around Gisborne – particularly in the urban environment – for disabled or mobility impaired people.
- Providing greater modal transport choices for the community.
- Educating the community on the alternative transport options.
- Promoting alternative transport modes to reduce the community reliance on cars.

To meet these goals the strategy favours retaining and expanding the existing bus and mobility services and investigation of expansion of the services to meet future needs. This guides the direction of the Regional Public Transport Plan and is implemented through the policies and methods to retain and improve the Gisborne bus service and total mobility service (refer to Part 2).

For areas outside of Gisborne City this plan commits to undertaking and implementing the Gisborne Integrated Planning project. This joint project between the NZ Transport Agency and Gisborne District Council involves development and implementation of an action plan to improve accessibility and transport choices.

Expenditure and funding levels

The Ten Year Plan and Regional Land Transport Programme forecast that expenditure on the commuter and school bus services will remain at current levels, i.e. \$180,000/year and \$50,000/year respectively (plus inflation). The budget for maintaining bus shelters also remains at around \$3,000 per year. Expenditure on Total Mobility is, however, projected to increase by about 4 to 5 percent per year, which reflects the ageing population. Modest budgets are also forecast for administration. The NZ Transport Agency has approved subsidies for these services. The local share is sourced from rates.

This plan is guided by these funding levels, and the actions proposed for the next three years are intended to be implemented within existing budgets. However the plan also suggests further actions for funding consideration at the development of the next Ten Year Plan and Regional Land Transport Programme.

Forecast Expenditure - Council Public Transport Services

	NZTA subsidy 2009/10 - 2011/12	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
Commuter Bus Service	50%	185,940	191,340	196,884	201,600	206,244	210,780	215,622	220,806	226,098	231,084
School Bus Service	50%	51,650	53,150	54,690	56,000	57,290	58,550	59,895	61,335	62,805	64,190
Bus Shelters	50%	3,419	3,519	3,620	3,707	3,793	3,876	3,965	4,060	4,158	4,249
Public Transport Administration	50%	17,663	18,176	18,703	19,151	19,592	20,023	20,483	20,975	21,478	21,952
Total Mobility Service	60%	88,159	95,503	103,192	110,704	118,410	126,284	134,576	143,331	152,419	161,557
Total Mobility Flat Rate Payments [Wheel chair hoists]	100%	2,223	2,288	2,354	2,410	2,466	2,520	2,578	2,640	2,703	2,763
Total Mobility Administration	50%	14,452	14,871	15,302	15,669	16,030	16,382	16,759	17,162	17,573	17,960



The Gisborne context

Existing services and patronage in the Gisborne District Gisborne commuter bus service

The Gisborne Commuter Bus Service is the only publicly funded 'public transport service' (within the definition of the Public Transport Management Act) operating in the district. It is contracted by the Gisborne District Council and operated by the Red Bus Company (Waipawa Buses). The contract is for five years and is due for review in 2013.

The buses are funded on a net contract basis, i.e. the Council pays the operator a fixed sum and the operator keeps the fares. The Council's share, in turn, is sourced from rates on residential properties in the city (50%) and NZ Transport Agency subsidy (50%).

The service consists of two buses that run loops to and from the Bright Street terminal in the city centre. The routes were established on the basis of wide coverage and extend throughout most of the Gisborne urban area. Buses run on weekdays from 7am to just before 6pm. A trial service was provided on Saturday mornings but this has now ceased.

The service contract requires the use of low-floored buses. These have no internal steps, a wide aisle, and level floor. The buses are also able to control the front suspension up and down on request so the bus can lower to kerb height. A platform can then extend from the floor of the bus to the kerb allowing access for wheel chairs, etc. The contract also requires buses with at least 28 seats; the operator currently uses 40-seat buses.

Adults (15+) are charged \$2 per trip. Children aged 5 to 15 years pay \$1.50 and under fives are free. The Supergold Card scheme allows people that receive NZ superannuation or the veteran's pension to travel for free in off-peak times.

Over the past five years the service has averaged 70,100 trips per year, consisting of 16,300 child trips (5 to 15 years) and 53,800 adult trips. This equates to about 62 child trips and 188 adult trips per weekday (total of 267 trips per weekday). With an average of 29 runs per day, about nine people travel in an average bus run. Patronage has declined to about 230 trips per weekday, from its peak in 2006.

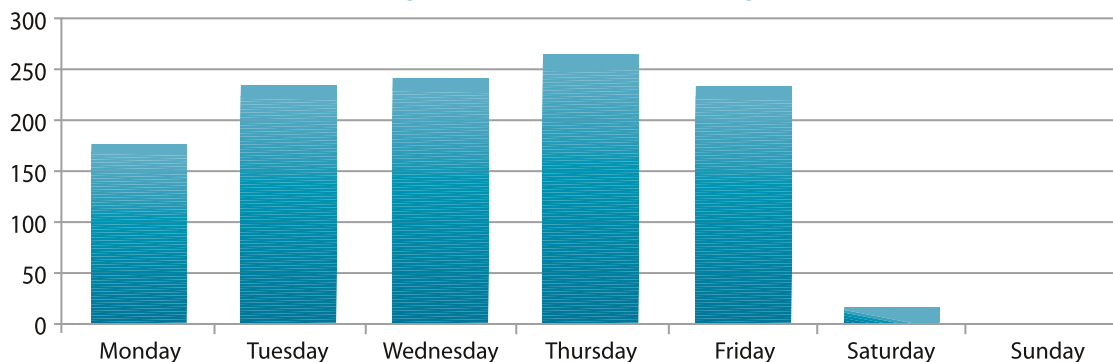
To put the patronage data into context, there are about 33,000 people in the wider Gisborne urban area. About 28,000 of these are over the age of five and live in the area served by public transport. Therefore about 2.5 bus trips are made per person, per year. To put it another way, the probability of an average person using the bus on an average day is about 0.8% (this is assuming that each bus user only rides the bus once in a day, so the actual probability would be less).

The busiest day is Thursday. Patronage on the Saturday trial service was particularly low, averaging at just 14 trips per day over the last year. Patronage also drops over summer.

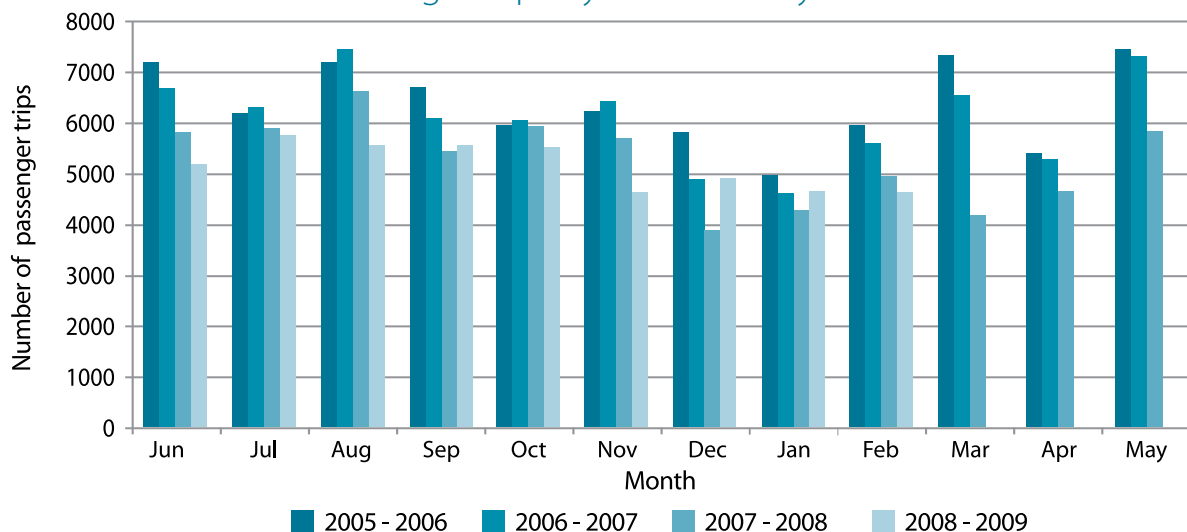
Patronage data by time of day and route is not available. However, anecdotally, the busiest times are during the middle of the day (10am – 3pm) and the busiest stops are in Elgin. The drivers generally describe Kaiti runs as 'quiet'.

A survey of bus users suggests that customers generally do not have access to a car at the time they use the bus for various reasons (e.g. their partner was using the family car, they don't drive, they don't have a

Average number of passenger trips



Passenger trips by month and year





car). Most customers are travelling between their home and the city centre to do errands or shopping. Few customers are commuting to work and few customers make connections between the routes.

One might expect patronage to be higher given the high percentage of people in the city with limited access to motor vehicles. About 1,500 households (3000 – 4000 people) in the city have no access to a motor vehicle and about 4,400 households have access to one motor vehicle (8,500 – 12,000 people). Yet only about 230 trips are made on the bus on an average weekday.

Supergold Card statistics suggest patronage by older people is fairly low. Since the Supergold Card scheme was introduced in October 2008 scheme users have averaged 790 trips per month (30 trips per day, based on six day service). As a rough guide, we could assume that that an average Supergold Card user would use the bus twice a week. Given that there are about 3,400 people aged 65 or more living in the Gisborne Urban Area this would mean that about 3% of the people potentially eligible for Supergold Card use the bus.

Patronage by young people (another group with limited access to motor vehicles) is also low. About 8,400 people under the age of 15 live in Gisborne but only 62 trips are made by this age group on an average weekday. When asked what would have to happen to make you use the service, many responded that they had never thought about the bus or checked it out.

Gisborne's patronage data can also be compared to other similar-sized cities. We appear to be doing better than Blenheim but not as good as Wanganui, which has 1.5 times the patronage of Gisborne. We note that Wanganui has partnered with the Polytech and a high number of students use the bus. Patronage in Invercargill is three times as high, but the public cost of the service is also much higher.

City	Approx. Pop. Served*	% households no motor vehicle	Approx Trips / Year	Trips / Capita / Year	Approx. Cost of Service (NZTA, Council and Supergold Card subsidy)	Public Cost / trip	Cost / trip
Gisborne	30,500	11.41%	70,100	2.3	\$85,000 (Council) \$ 85,000 (NZTA) \$ 14,000 (SuperGold) \$105, 000 (Fares) \$289,000	\$2.62	\$4.12
Invercargill	48,000	9.19%	390,000	8.1	\$840,000 (Council) \$840,000 (NZTA) \$112,000 (SuperGold) \$ XXX (Fares)	\$4.59	
Wanganui	40,000	10.92% (Wanganui district)	140,000	3.5	\$ 118,000 (Council) \$ 128,000 (NZTA) \$ 10,000 (Polytech) \$149,000 (Fares) \$405,000	\$1.83	\$2.89
Blenheim	29,000	6.02% (Marlborough District)	20,000	1.5	\$30,000 (commercial sponsor) \$45,000 (Council) \$45,000 (NZTA) \$5,000 (SuperGold) \$15,000 (Fares) \$140,000	\$4.75	\$7.00

* includes population under five years of age, which are generally not counted in trip data.

Inter-regional and inter-community services

Four longer-distance commercial public transport services currently operate in the Gisborne District:

- Intercity Bus and Naked Bus

The Intercity Bus runs a network throughout New Zealand. Gisborne City is part of the network with connections to Napier to the south and Opotiki to the north. The Naked Bus also has a national network and connects Gisborne to Opotiki.

- East Coast Courier Services

Two private services transport freight and passengers between the East Coast and Gisborne. Each makes a return trip once a day on weekdays from their base in the East Coast.

Financially assisted taxi and shuttle services (total mobility)

Subsidised taxi services are provided to people with serious mobility constraints in the Gisborne District through the 'Total Mobility Scheme'. The scheme is administered by the Gisborne District Council but is part of a nation-wide scheme partly-funded by the NZ Transport Agency. It involves the issuing of coupons (chits) to people with proven mobility issues. Taxi/shuttle companies receive the chits as part payment for fares and return the chit to Council to claim the remainder of the fare.

The scheme was recently reviewed to bring greater consistency across regions and to improve administration and coverage. Phase one of the improvements, which have already been implemented in the Gisborne District, included:

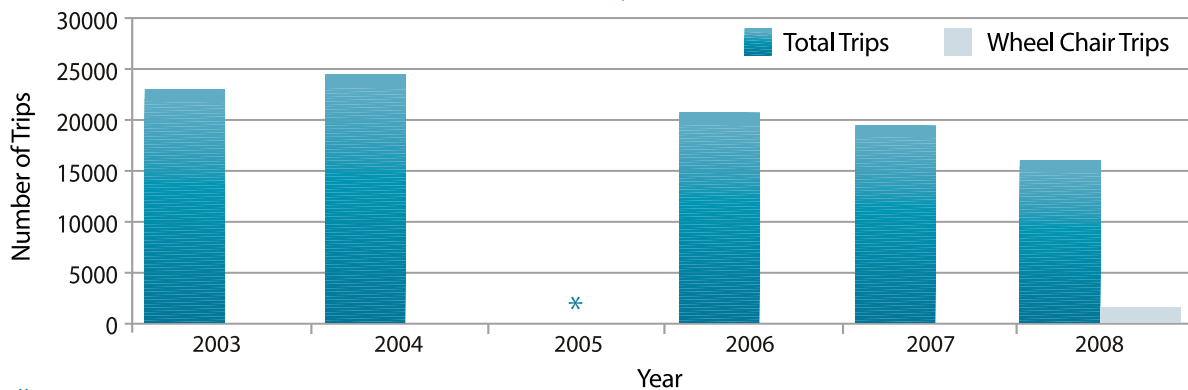
- Agreeing that the purpose of the scheme is "to assist eligible people with impairments to access appropriate transport to enhance their community participation."
- Agreeing to the set eligibility criteria. According to these criteria, an eligible person must have an impairment that prevents them from undertaking any one or more of the following five components of a journey unaccompanied, on a bus, train or ferry, in a safe and dignified manner:
 1. Getting to the place from where the transport departs
 2. Getting on to the transport
 3. Riding securely
 4. Getting off the transport
 5. Getting to the destination.
- Standardising the fare subsidy at 50% and providing no minimum threshold. Note: In addition a flat-rate payment of \$10 (GST inclusive) is now provided to the operator for trips requiring the use of a wheelchair hoist in order to encourage the provision of wheel-chair accessible taxis.
- Not restricting the purpose of trips covered by the scheme.

The Council is now implementing phase two improvements, which include:

- Negotiating a maximum subsidised fare with the NZ Transport Agency and agreeing to review this at least every three years. Currently the Council pays 50% of the fare, up to maximum of \$6.
- Entering into contracts with agencies that assess eligibility and provide the option for assessment by a voluntary disability sector agency. In the Gisborne District assessments are currently carried out by G.P's.
- Establishing a system for data collection, monitoring and evaluation; improvement in administration systems for the allocation and redemption of trip entitlement vouchers.
- Entering into contracts with transport operators. The Council currently has arrangements with the two city taxi companies.
- Investigate the possibility of contracting taxi services operating in areas that are not currently covered by the Total Mobility Scheme to provide a scheme service.
- Providing training for assessors.
- Investigating the possibility of other types of transport providers participating in the Total Mobility Scheme.

The scheme is administered by the Gisborne District Council and funded by both the Council (through rates) and the NZ Transport Agency. By agreeing to implement these phase two improvements the NZTA assistance rate increased from 50% to 60%, i.e. 40% of the subsidy now comes from the Council and 60% is recovered from the NZ Transport Agency. The flat payment for the wheelchair hoist is fully funded by the NZTA.

Total Mobility Trips 2003-2008



* data unavailable

Gisborne District Council school bus services

Gisborne District Council contracts a service to take school children from Kaiti to various schools. This is not a 'public transport' service within the definition of the Act (as it is not available to the public generally). Nevertheless, it is relevant to this plan, especially in terms of consideration of priorities for public funding of transport.

Children are charged \$1 per trip. The shortfall is funded 40% by the Council and 60% from the NZ Transport Agency 'alternate transport' fund.

The average patronage over the last five years is 57,800 trips per year. Based on a school year of 193 days, this works out to 299 trips per year. In other words, about 150 children use the bus on an average day (assuming each makes two trips per day).

Other transport services

Below are several other transport services operating in the Gisborne District. While these are also not 'public transport' in terms of the legislation (as they are not open to the public generally), they are part of the context for this plan:

- **Ministry for Education**

The Ministry for Education currently contracts for the provision of 34 school bus routes in the Gisborne District.

- **School-run bus services**

Several schools run their own buses. For example, Manutuke School takes children to and from Kaiti Hall. Ilminster Intermediate and Whangara School also run their own buses.

- **Sunshine Service**

The Sunshine Service Incorporated is a non-profit organisation that provides transport for elderly or disabled people in Gisborne. It operates three vans Monday to Friday, between 8am and 4pm. The service must be pre-booked at least 24 hours in advance, although will try to assist with any urgent doctors visits, etc.

Over a thousand Gisborne residents are clients of the service. On average, the service provides about 450 trips per week (90 trips per day). This includes about 102 wheelchair passenger trips per week.

Clients are encouraged to make a gold-coin donation for the service. The shortfall is met by funding assistance from other organisations / charitable trusts.

- Private shuttles

A number of private shuttles operate in the District. For example, vans from coastal communities regularly transport senior citizens to and from Gisborne city. Some churches, sports clubs and employers etc. also run private shuttles.



Transport disadvantaged

The Public Transport Management Act 2008 requires this RTP to describe how the public transport services and financial assistance Council intends to provide will assist the transport disadvantaged (s10(1)(a)(iii)). 'Transport disadvantaged' is defined as meaning people whom the regional council has reasonable grounds to believe are the least able to get to basic community activities and services (for example, work, education, health care, welfare, and food shopping) (s4).

The first step is to determine who the Council believes are transport disadvantaged. For this the Council is guided by three factors identified in the New Zealand Transport Strategy: lack of modal choice, affordability and disability. In addition, the Council considers isolation from services an important factor in the Gisborne District. The table below describes groups the Council considers are transport disadvantaged and how the services Council intends to provide will assist their needs.

Transport disadvantage factor	Groups affected	How public transport services will assist
Lack of modal choice	Households with limited access to motor vehicles. Based on census data, the most disadvantaged areas include Ruatoria (19.4% of households have no access to a motor vehicle) and the suburbs of Gisborne Central (20.1%) Kaiti South (16.8%) Outer Kaiti (16.4%), Elgin(15.9%) and Te Hapara (15.4%) in Gisborne City .	This plan aims to improve the Gisborne bus service, providing a more attractive service that will better meet the needs of those with a lack of modal choice. Actions include reviewing the bus routes in Gisborne city. The review will look to balance coverage across the city with other issues such as frequency of service and travel times. Consideration of access issues outside Gisborne city will occur through the GIP project.
	Households located more than 700m from a bus stop. This includes all households outside of Gisborne urban area, as well as Wainui, Makaraka and some parts of the city.	
	Youth	

Transport disadvantage factor	Groups affected	How public transport services will assist
Affordability	<p>Households with lower incomes. Census data suggests Kaiti, Elgin, parts of Te Hapara and Mangapapa as well as the East Coast and rural townships are most affected.</p>	<p>This plan aims to improve the Gisborne bus service, providing a service that better meets the needs of people that use the bus.</p> <p>Actions include introducing concessions - family passes and discount for monthly passes, community service cards etc. will be considered. Free connections through the centre of the city will also be considered, which would particularly benefit those living in Kaiti.</p> <p>Consideration of access issues outside Gisborne city will occur through the GIP project.</p>
	<p>People in lower-paying jobs</p>	
	<p>Youth and older people</p>	
Disability	<p>People with disabilities that affect their ability to drive and mobility.</p>	<p>Total Mobility Services will continue to be provided in the Gisborne District, subject to continued financial support from the government. The Council will investigate extending total mobility subsidies, especially the wheel chair hoist subsidy, to alternative providers such as the Sunshine Service.</p> <p>Council will also continue to specify that contractors use a low floor bus for the Gisborne bus service.</p> <p>The Council plans to develop a bus facility improvement plan which will take into account accessibility/mobility issues and will consider seeking additional funding to implement the plan.</p> <p>A further action is to encourage the bus operator to compile and maintain a database of customers that require a low floor bus and to inform them when a low floor bus is out of service.</p>
	<p>Older people, who are more likely to have physical disabilities that affect their ability to drive and mobility.</p>	
Isolation	<p>People and communities living away from most services – people in rural areas and in rural/coastal townships.</p>	<p>Consideration of access issues outside Gisborne city will occur through the GIP project.</p>



0110-0110

0110

