



**greater WELLINGTON**  
REGIONAL COUNCIL  
Te Pane Matua Taiao

If calling please ask for: Democratic Services

15 March 2018

## **Sustainable Transport Committee**

Order Paper for the meeting of the Sustainable Transport Committee to be held in the Council Chamber, Greater Wellington Regional Council, Level 2, 15 Walter Street, Te Aro, Wellington

**Wednesday, 21 March 2018 at 9.30am**

### **Membership**

Cr Donaldson (Chair)  
Cr Ponter (Deputy Chair)

Cr Blakeley  
Cr Gaylor  
Cr Laban  
Cr Lamason  
Cr Ogden  
Cr Swain

Cr Brash  
Cr Kedgley  
Cr Laidlaw  
Cr McKinnon  
Cr Staples

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

# Sustainable Transport Committee

Order Paper for the meeting to be held on Wednesday, 21 March 2018 in the Council Chamber, Greater Wellington Regional Council, Level 2, 15 Walter Street, Te Aro, Wellington at 9.30am

## Public Business

		<b>Page No</b>
1. Apologies		
2. Declarations of conflict of interest		
3. Public participation		
4. <a href="#">Confirmation of the minutes of 14 February 2018</a>	<b>Report 18.27</b>	<b>3</b>
5. <a href="#">Action items from previous Sustainable Transport Committee meetings</a>	<b>Report 18.90</b>	<b>6</b>
6. <a href="#">Metlink Revenue Protection Strategy</a>	<b>Report 18.55</b>	<b>8</b>
7. <a href="#">Metlink Conditions of Carriage</a>	<b>Report 18.87</b>	<b>30</b>
8. <a href="#">General Managers' report to the Sustainable Transport Committee meeting on 21 March 2018</a>	<b>Report 18.66</b>	<b>49</b>



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**Please note that these minutes remain unconfirmed until the Sustainable Transport Committee meeting on 21 March 2018**

**Report 18.27**

14/02/2018

File: CCAB-20-445

**Minutes of the Sustainable Transport Committee meeting held on Wednesday, 14 February 2018, in the Council Chamber, Greater Wellington Regional Council, Level 2, 15 Walter Street, Te Aro, Wellington at 9:34am**

**Present**

Councillors Donaldson (Chair), Ponter (Deputy Chair) (from 9:40am), Blakeley, Brash, Gaylor, Kedgley, Laban, Laidlaw, Lamason, McKinnon, Ogden, and Swain.

**Public Business**

**1 Apologies**

*Moved*

*(Cr Gaylor/ Cr Lamason)*

*That the Committee accepts the apology for absence from Councillor Staples and the apology for lateness from Councillor Ponter.*

The motion was **CARRIED**.

**2 Declarations of conflict of interest**

There were no declarations of conflict of interest.

**3 Public Participation**

Minty Hunter spoke to item 7 on the agenda, Wairarapa Rail Performance.

Councillor Ponter arrived at 9:40am, during discussion of this item.

4 **Confirmation of the Public minutes of 5 December 2017 and the Public Excluded minutes of 5 December 2017**

*Moved* (Cr Lamason/ Cr Blakeley)

*That the Committee confirms the public minutes of the meeting of 5 December 2017, Report 17.500.*

The motion was **CARRIED**.

*Moved* (Cr Lamason/ Cr Blakeley.)

*That the Committee confirms the public excluded minutes of the meeting of 5 December 2017, Report PE17.501.*

The motion was **CARRIED**.

5 **Action items from previous Sustainable Transport Committee meetings**

**Report 18.25** File ref: CCAB-20-442

*Moved* (Cr Gaylor/ Cr Brash)

*That the Committee:*

- 1. Receives the report.*
- 2. Notes the content of the report.*

The motion was **CARRIED**.

**Noted:** The Committee requested that when officers respond to action items during workshops, that an update is also supplied to the Committee at the subsequent Committee meeting.

6 **Let's Get Wellington Moving Programme update**

**Oral presentation**

Luke Troy, General Manager, Strategy, updated the Committee on the Let's Get Wellington Moving Programme.

Luke Troy advised the Committee that approximately 2,000 submissions have been received, many of which are detailed and lengthy. An independent consultant has been appointed and feedback is expected in the first week of March 2018.

**Noted:** The Committee requested that officers report to the next meeting with a comparison of congestion over the last five years, and the percentage increase in car trips over the previous 5-10 years.

7 **Wairarapa Rail Performance**

Angus Gabara, Manager, Rail Operations, spoke to the report.

**Report 18.21**

File ref: CCAB-20-439

*Moved*

*(Cr McKinnon/ Cr Ponter)*

*That the Committee:*

- 1. Receives the report.*
- 2. Notes the content of the report.*
- 3. Endorses the actions taken and proposed future actions as set out in section 5 of this report.*

The motion was **CARRIED**.

The meeting was adjourned at 11:04am and resumed at 11:22am.

**8 General Managers' report to the Sustainable Transport Committee meeting 14 February 2018**

Luke Troy, General Manager, Strategy, spoke to the report.

**Report 18.3**

File ref: CCAB-20-427

*Moved*

*(Cr Kedgley/ Cr Blakeley)*

*That the Committee:*

- 1. Receives the report.*
- 2. Notes the content of the report.*
- 3. Requests that GWRC officers report back to the next Sustainable Transport Committee meeting on the logistics and cost of introducing some random testing of tailpipe emissions of the diesel bus fleet in the future.*

The motion was **CARRIED**.

**Noted:** The Committee requested that officers circulate to members the revised priority list in the draft Regional Land Transport Plan 2015 mid-term review, from the Regional Transport Committee.

The meeting closed at 11:47am.

B Donaldson  
(Chair)

Date:



**Report** 18.90  
Date 13 March 2018  
File CCAB-20-456

**Committee** Sustainable Transport Committee  
**Author** Wayne Hastie, General Manager, Public Transport; Luke Troy,  
General Manager, Strategy

## Action items from previous Sustainable Transport Committee meetings

**Attachment 1** lists items raised at Sustainable Transport Committee meetings that require actions or follow-ups from officers. All action items include an outline of current status and a brief comment. Once the items have been completed and reported to the Sustainable Transport Committee they will be removed from the list.

No decision is being sought in this report. This report is for the Committee's information only.

### Recommendations

*That the Committee:*

1. *Receives the report.*
2. *Notes the content of the report.*

Report prepared by:

**Wayne Hastie**  
General Manager, Public  
Transport

Report prepared by:

**Luke Troy**  
General Manager, Strategy

**Attachment 1:** Action items from previous Sustainable Transport Committee meetings

**Action items from previous Sustainable Transport Committee meetings**

<b>Meeting date</b>	<b>Action point</b>	<b>Status and comment</b>
5 December 2017	<p><b>Noted</b></p> <p><i>The Committee requested officers to provide a plan of proposed community education opportunities regarding the stormwater treatment and rain gardens installed at the Porirua Park and Ride.</i></p>	<p><b>Status:</b> <i>Awaiting action</i></p> <p><b>Comments:</b></p> <p>Education opportunities will be explored when the rain gardens are installed.</p>
14 February 2018	<p><b>Noted</b></p> <p><i>The Committee requested that officers report to the next meeting with a comparison of congestion over the last five years, and the percentage increase in car trips over the previous 5-10 years.</i></p>	<p><b>Status:</b> <i>Underway</i></p> <p><b>Comments:</b></p> <p>Analysis is still underway and the results will be reported to the Committee when the work is completed.</p>
14 February 2018	<p><b>Noted</b></p> <p><i>The Committee requested that officers circulate to members the revised priority list in the draft Regional Land Transport Plan 2015 mid-term review, from the Regional Transport Committee.</i></p>	<p><b>Status:</b> <i>Completed</i></p> <p><b>Comments:</b></p> <p>No further action.</p>
14 February 2018	<p><b>Resolution</b></p> <p><i>Requests that GWRC officers report back to the next Sustainable Transport Committee meeting on the logistics and cost of introducing some random testing of tailpipe emissions of the diesel bus fleet in the future.</i></p>	<p><b>Status:</b> <i>Underway</i></p> <p><b>Comments:</b></p> <p>A preliminary proposal has been received and clarity is being sought on a number of matters. Will be reported to the next meeting of the Committee.</p>



**Report** 2018.55  
**Date** 12 March 2018  
**File** CCAB 20-450

**Committee** Sustainable Transport Committee  
**Author** Paul Kos, Manager Public Transport Planning

## Metlink Revenue Protection Strategy

### 1. Purpose

This report seeks to brief the Committee on the Metlink Revenue Protection Strategy 2018 – 2021 and seek its endorsement as the framework to guide revenue protection actions over the next three years.

### 2. Background

The transformation of the Metlink public transport network currently underway will bring new revenue protection responsibilities for Council, as well as new risks and opportunities.

The move to gross-based Public Transport Operating Model (PTOM) bus and rail contracts means all fare revenue comes directly to Council and fare evasion and other forms of revenue loss poses a direct financial risk to us. Council will therefore need to have good oversight of fare revenue compliance and fare leakage issues across all aspects of public transport, including operations and ticketing.

Recent changes to the Land Transport Act 1998 have strengthened the ability of councils to manage fare evasion and employ enforcement officers, but to do so will require significant preparatory work. Council will need to consider how we might use the opportunities provided under the legislation, particularly in the context of the start of PTOM bus contracts and the future extension of electronic ticketing to rail.

Under the PTOM rail contracts, the Council is required to develop a Revenue Protection Strategy that sets out the rail operator's roles and obligations under integrated fares and ticketing (when electronic ticketing is introduced on rail), as well as our revenue protection roles and obligations. For completeness, the Strategy also sets out the role and obligations of bus operators under PTOM contracts, and rail operators leading up to integrated fares and ticketing. Ferry operators will be added once PTOM based ferry contracts are developed.



### **3. Comment**

The Revenue Protection Strategy provides the framework for GWRC to work with operators on revenue protection activities under PTOM partnering contracts. The Strategy is attached as [Attachment 1](#).

#### **3.1 Strategic Approach**

The strategic approach is based on four interlinked themes that support each other:

- Preventing Revenue Loss
- Engaging with Customers
- Enforcement
- Monitoring and Reporting.

The Strategy is purposefully designed as an ‘action oriented’ strategy. In doing so, it outlines the changing context for revenue protection including risks and opportunities, puts forward a strategic framework based on themes and a unifying goal. The end result is a set of priority actions (mainly for Council) for the next three years.

#### **3.2 Priorities and actions**

The priorities and associated actions are:

1. Simplified fares and efficient, easy to use ticketing systems:
  - Simplify the existing fare structure, including reducing the number of fare products and removing transfer penalties.
  - Standardise fare concessions and develop robust eligibility processes and validation methods.
  - Work in partnership with PTOM operators to develop a robust ticket management system, including selling tickets, collecting and protecting farebox revenue.
  - Implement the interim bus ticketing system to enable the use of a common electronic ticketing platform across all Metlink bus services.
  - Implement an integrated fares and ticketing system across the Metlink public transport network.
2. Provide clear and accessible communications to customers:
  - Develop updated Conditions of Carriage for use by all PTOM operators.
  - Update the Conditions of Carriage as required when introducing ticket checks on Metlink Services.
  - Develop a customer facing document/s to clearly and simply explain customer fare compliance obligations and our revised revenue protection policies and processes.

- Undertake comprehensive education and communications campaigns at key milestones.
  - Develop an approach to targeted ticket inspections and enforcement across the network by warranted enforcement officers, including their role, timing of their introduction, and how they might work with other staff to achieve revenue protection outcomes.
  - Implement the agreed approach, with a possible first step being providing information to the Commissioner of Police on the proposed approach to selection, training and deployment of warranted officers
3. Develop operating policies and procedures for staff involved in revenue protection
- Develop clear operational policies and procedures related to revenue protection as required, including cash handling, refunds, and goodwill travel.
  - Develop training material and formal operational guidelines for Metlink warranted enforcement officers.
4. Improved reporting and data analysis:
- Monitor the effectiveness of revenue protection activities through key performance indicators and audits.
  - Increase our capability to analyse bus electronic ticketing systems data from the IBTS to identify revenue leakage issues.

### **3.3 Current focus**

The main areas of focus at present are:

1. Implementing fares transition and ticketing in time for PTOM bus. This work is progressing well and is being jointly managed via the fares team and the ticketing operations team within the Public Transport Transformation Programme.
2. Ensuring we have customer-facing information that clearly and simply explains customer fare compliance obligations and our revised revenue protection policies and processes.

The starting point for this work is the revised Conditions of Carriage (subject to a separate paper to Committee). The revised Conditions of Carriage are important as they form the basis of our contract with customers travelling on the Metlink network. In doing so, they describe obligations for fares and tickets and also outline the basis for rights of redress under the Consumer Guarantees Act 1993.

Though consumer rights have been more clearly outlined in the revised Conditions of Carriage, further policy work is being undertaken on the protocols and processes for considering refunds. The further work will be workshoped or reported back to the Committee at a later date.

#### **4. Communication**

Communications on key outputs of the Strategy (eg Conditions of Carriage) will be included in the wider communications as part of the roll-out of the Public Transport Transformation Programme.

The Strategy will also be made publically available on both the GWRC and Metlink websites.

No other communication is proposed as an outcome of the consideration of this report.

#### **5. Consideration of climate change**

The matter requiring decision in this report has been considered by officers in accordance with the process set out in the GWRC Climate Change Consideration Guide.

##### **5.1 Mitigation assessment**

Officers have considered the effect of the matter on the climate. Officers recommend that the matter will have no effect.

Officers note that the matter does not affect the Council's interests in the Emissions Trading Scheme (ETS) and/or the Permanent Forest Sink Initiative (PFSI)

##### **5.2 Adaptation assessment**

Officers have considered the impacts of climate change in relation to the matter. Officers recommend that climate change has no bearing on the matter.

#### **6. The decision-making process and significance**

Officers recognise that the matters referenced in this report may have a high degree of importance to affected or interested parties.

The matter requiring decision in this report has been considered by officers against the requirements of Part 6 of the Local Government Act 2002. Part 6 sets out the obligations of local authorities in relation to the making of decisions.

##### **6.1 Significance of the decision**

Part 6 requires Greater Wellington Regional Council (GWRC) to consider the significance of the decision. The term 'significance' has a statutory definition set out in the Act.

Officers have considered the significance of the matter, taking the Council's significance and engagement policy and decision-making guidelines into account. Officers recommend that the matter be considered to have low significance.

Officers do not consider that a formal record outlining consideration of the decision making process is required in this instance.

## 6.2 Engagement

Engagement on the matters contained in this report aligns with the level of significance assessed. The draft Strategy was circulated to and discussed with operators bus and rail operators. No further changes were required following engagement with operators.

## 7. Recommendations

*That the Committee:*

1. *Receives the report.*
2. *Notes the content of the report.*
3. *Endorses the Metlink Revenue Protection Strategy 2018-2021 contained in Attachment 1 to this report.*
4. *Notes that the Metlink Revenue Protection Strategy 2018-2021 is a living document which will be subject to change.*
5. *Authorises the General Manager, Public Transport to make any subsequent changes to the Metlink Revenue Protection Strategy 2018-2021.*

Report prepared by:

**Paul Kos**  
Manager, Public Transport  
Planning

Report approved by:

**Wayne Hastie**  
General Manager, Public  
Transport

**Attachment 1:** Metlink Revenue Protection Strategy 2018-21



# Revenue Protection Strategy 2018-2021

**21 March 2018**

**Disclaimer**

This document is current as at the date on its cover and may be updated from time to time by Metlink in consultation with operators of Metlink services, as required.

Document ID in Our Space: TRPL-14-194

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## Introduction

### What is revenue protection and why is it important?

Revenue protection covers all of the activities undertaken by operators and the Greater Wellington Regional Council (GWRC) to ensure customers travelling on public transport pay the correct fare and all fare revenue is collected and fully accounted for.

Public transport fares reduce the need for subsidies from ratepayers and taxpayers for public transport services. Fare evasion (failing to pay the correct fare) is unfair to the overwhelming majority of customers who do pay their fares, and to ratepayers and taxpayers who will need to make up any shortfall in funding. It also means less revenue to invest back into the network to improve services. Effective revenue protection, and therefore fare equity, is also likely to improve customer satisfaction.

Revenue protection also includes activities undertaken to reduce other forms of 'revenue leakage' such as staff failing to issue a ticket to a passenger or record a fare when required to do so.

### Changing environment

The GWRC public transport network (marketed under the name Metlink) is undergoing a period of transformative change. Progressively from April 2018, bus public transport services will operate under PTOM contracts, with ferry services expected to follow thereafter. Rail services have been operating under a PTOM contract since July 2016.

Following on from the modernisation of the rail fleet, we will have a newer and more modern bus fleet across the region with a single electronic ticketing system (Snapper) on all buses. The new improved Wellington Bus City network will be in place, providing a significant lift in level of services to bus customers.

These changes will bring new responsibilities as well as new risks and opportunities. The move to gross based PTOM contracts changes the playing field for Metlink. Under the new model, all ticketing revenue comes directly to Metlink and fare evasion poses a direct financial risk for us rather than for the bus operators. This means we will need to have good oversight of fare revenue compliance across all aspects of public transport including operations and ticketing.

These changes and the 'partnering' philosophy underlying the new PTOM contracts also mean different responsibilities for operators - leading the way to a more collaborative approach to revenue protection than was possible in the past.

The move to a single electronic ticketing platform (Snapper) on all Metlink buses from April 2018, as part of the interim bus ticketing solution, will increase use of electronic ticketing on Metlink buses, reduce opportunities for fare evasion, and improve our ability to monitor and respond to revenue leakage issues.

Electronic ticketing will be introduced to rail as part of the rollout of Integrated Fares and Ticketing (IFT) across the network. Monitoring fare compliance under electronic ticketing on rail may require gating of stations and a robust regime of random inspections and enforcement. However, with future technologies, monitoring fare compliance may be possible without the need for physical barriers or inspections.

Recent changes to the Land Transport Act 1998 (LTA) have strengthened the ability of Councils to enforce fare evasion, but will require significant work for us to implement. We will need to consider how we might use the opportunities provided under the legislation, particularly in the context of the future extension of electronic ticketing to rail.

## **Purpose of Strategy**

The purpose of this Strategy is to set the strategic framework for revenue protection in the form of network wide objectives, and identify priorities for working with our partners (operators, NZTA, ticketing service providers, and the NZ Police) over the next three years to protect revenue across the Metlink public transport network.

## **Strategic Context**

The GWRC Regional Public Transport Plan (PT Plan) sets out the key policies and actions relating to revenue protection, and these are reflected in this Strategy. The PT Plan will be reviewed and updated from 2018, and the Strategy will be updated as required.

The Strategy applies to all Metlink contracted public transport services operating under PTOM contracts.

## **Integrated Fares and Ticketing Phases**

The introduction of IFT across the network will change the obligations of rail operators related to ticketing and revenue protection. This is reflected in the PTOM rail partnering contract, which sets out the different obligations for the rail operator during IFT Phase One and IFT Phase Two.

IFT Phase One commences on the date of execution of the rail PTOM contract and ends on the day immediately prior to the date a new electronic ticketing system is introduced. IFT Phase Two commences on the date a new electronic ticketing system is introduced and ends on the termination date of the rail PTOM contract. There are no separate IFT phases specified in the bus operator Partnering Contracts.

The PTOM rail contract provides that during IFT Phase Two:

- the rail operator must implement and comply with this Strategy; and
- the rail operator's Revenue Protection Plan must reflect and be consistent with this Strategy.

PTOM bus contracts require that bus operators each prepare a Revenue Protection Plan that is consistent with any relevant policies issued by Metlink to the operator, including this Strategy.

For completeness, this Strategy records the revenue protection obligations and functions of the rail operator during both IFT Phase One and IFT Phase Two and the revenue protection obligations and functions of bus operators (refer Annex 1). Ferry operators will be added once PTOM based ferry contracts are developed. Annex 1 also records the revenue protection roles and obligations of Metlink and our other partners. Further details and any revisions will be in the operational policies and plans developed as part of implementing this Strategy (refer Section 7). This Strategy will be updated as each of the policies and plans are completed.



Nothing in this Strategy over-rides any legal or contractual obligations in agreements between GWRC and public transport operators or other parties.

## **Key Risks and Opportunities**

### **Understanding levels of fare evasion and other forms of revenue leakage**

There is little information on levels of fare compliance and fare evasion on the Wellington Metlink network.

Data from other networks indicates levels of fare evasion ranging from around 1%-5% (refer Annex 2). The information we do have indicates higher levels of fare evasion on rail than ferry or bus. Assuming revenue loss of 5% for rail and 1% for bus and ferry, the fare revenue loss would be in the order of \$2.5M per annum for rail and \$0.5M per annum for bus.

There is also very little information on the extent of revenue loss from other forms of revenue leakage across the network.

In the PTOM operating environment where revenue responsibility shifts to GWRC, there is a greater need to conduct regular revenue protection surveys to improve our understanding of levels of fare evasion and other forms of revenue leakage.

### **Gross based PTOM contracts**

Progressively from April 2018, bus services will move to gross cost based PTOM contracts (where all fare revenue accrues to Metlink) and ferry services are expected to follow shortly thereafter. Rail services have operated under a PTOM contract since July 2016, and the rail contract was gross cost based prior to PTOM.

Under gross contracts, the revenue risk lies with Metlink and revenue loss poses a financial risk for Metlink. We will need to have effective ways to protect revenue as any loss in revenue from fare evasion and other forms of revenue leakage will need to be subsidised by GWRC ratepayers, and taxpayers (via NZTA funding).

### **Electronic ticketing systems**

#### **A common electronic ticketing platform (Snapper) across all Metlink buses**

Electronic ticketing (Snapper) has been used on NZ Bus Ltd buses in Wellington City and the Hutt for over eight years. Snapper will be extended to all Metlink buses progressively from April 2018 as the Interim Bus Ticketing Solution (IBTS), replacing other incumbent operator proprietary smart cards and providing a common electronic ticketing platform across all bus services.

The rollout of Snapper to all buses in the region will make it easier and more convenient for those customers using more than one bus for their journey. The rollout also provides an opportunity to improve revenue collection by rationalising fares and fare products, and may also lead to a reduction in the use of cash fares if, through promotion, there is an overall increase in the uptake of Snapper cards versus existing smartcards in use. The fare changes associated with the rollout of Snapper are set out in the Metlink Fare Media Transition Plan for bus.

Electronic ticketing significantly reduces the overall risk of some types of fare evasion on buses. The requirement of the Snapper system to 'tag-on' and 'tag-off' enables the correct fare to be charged, and the bus driver can monitor compliance with the requirement to tag-on. If passengers fail to 'tag-off' they are charged the maximum cash fare for the route, encouraging compliance.

Revenue protection activities may still be required on buses to address other forms of revenue leakage, such as misuse of concession fares and staff not complying with fares and ticketing requirements (e.g. failing to issue a ticket).

Currently, Metlink does not have easy access to ticketing transaction data acquired by Operators. Under IBTS, Metlink will own the system information and our ability to analyse this data for revenue protection purposes will increase significantly. For example, electronic ticketing service data received from buses can be analysed to identify revenue trends and potential revenue leakage trends and issues. This information will be provided to operators to allow them to address the issue, or used as the basis for further revenue protection activities by Metlink.

### **Integrated fares and ticketing**

The introduction of the full integrated fares and ticketing (IFT) solution will provide a common electronic ticketing platform which will be implemented across all bus and rail (and eventually ferry) services. IFT will make public transport easier and more convenient to use, particularly for travel using more than one mode. The introduction of IFT also provides an opportunity to improve revenue collection by further rationalising fares and fare products, reducing use of cash fares/paper ticketing and focusing on electronic ticketing. The details are set out in the Metlink Fare Media Transition Plans for bus and rail.

The IFT solution is proposed to be introduced initially on trains in Wellington in 2020 or soon thereafter, replacing the current paper based system with off-board validation. It is currently proposed that the system used will be a Proof of Payment (POP) system, where it is the responsibility of each passenger, before entering the service, to ensure they carry a valid entitlement to travel and produce this as proof, if requested.

This type of system enables operational efficiencies, but the experience of other networks (e.g. Auckland and Melbourne) is that the risk of fare evasion on rail markedly increases under electronic ticketing unless networks are gated (not always cost effective or feasible) or robust ticket checks<sup>1</sup> and enforcement processes are established, supported by clear communications to customers about the need for compliance.

Metlink's approach to ticket checks and enforcement will be developed as part of the implementation of this Strategy (refer section 7). Our approach will need to be sufficiently flexible to accommodate decisions on infrastructure such as electronic gates, and future technologies that may support fare compliance without the need for physical barriers or ticket inspections. We will have more information about these matters once the IFT solution characteristics are known (likely to be in late 2018/ early 2019).

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<sup>1</sup> Checks of whether a passenger has a valid entitlement to travel ( e.g. a paper ticket or pass, or a validated smartcard). Hand-held inspection devices are used for on-board checks of smartcards and other electronic fare media.

## Legislative framework for revenue protection

Revenue protection is governed by the Land Transport Act 1998 (LTA), which was amended in August 2017 to strengthen the ability of Councils to enforce the offence of fare evasion. The amended legislation provides enforcement officers with new powers, under section 128F, to direct a person:

- to provide evidence that the person has paid a fare that the person is liable to pay, and (if evidence is not provided)
- to provide identifying details (name, address, telephone number, and date of birth)
- not to board, or to disembark, the service concerned.

The corresponding infringement offences (section 79M), are:

- failing to pay a fare that the person is liable to pay, or provide evidence of having paid the fare to an enforcement officer
- failing to provide identifying details to an enforcement officer
- boarding, or refusing to disembark the service, in contravention of an enforcement officer's direction.

The legislation provides that an infringement offence is not committed if a person made reasonable attempts to pay the fare and there is no available means of paying (section 79M (4)).

The infringement fee payable is \$150. Should the matter be taken to Court, the maximum fine is \$500 on conviction for failing to pay the fare or provide evidence a fare has been paid. The maximum fine on conviction is \$1,000 for the other two offences as they are considered more serious.

Under section 208 of the LTA, the Commissioner of Police is responsible for warranting enforcement officers. The Commissioner has decided that the new powers should only be exercised by enforcement officers employed by the relevant Regional Council (or Auckland Transport). This was to ensure appropriate oversight, as concerns had been raised about possible 'overreach' by enforcement officers particularly when dealing with vulnerable groups and people who may have a genuine reason for not holding a valid ticket (e.g. a lost wallet).

Formal operational guidelines must be developed to ensure warranted officers act in a consistent manner when issuing infringement notices and considering whether an alternative action, such as an oral or written warning, is more appropriate.<sup>2</sup>

There will need to be a clear distinction between warranted enforcement officers with powers to enforce public transport fare offences under the LTA and non-warranted staff with more limited non-legislative powers. Our training and guidance material and training programmes need to ensure the powers being exercised are applicable, and operator staff are not misconstrued as warranted enforcement officers.

Establishing an infringement notice system and deploying enforcement officers under the new legislation will require significant work and time, and changes to our existing business processes.

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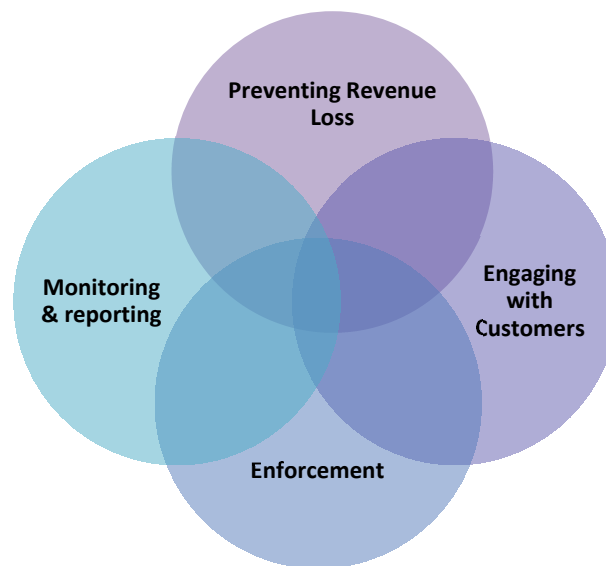
<sup>2</sup> Ministry of Justice, Policy Framework for New Infringement Schemes, <https://www.justice.govt.nz/.../infringement-governance-guidelines.pdf>.

## Goal

To ensure everyone who travels on the Metlink public transport network pays the correct fare for their journey.

## Strategic Approach

The strategic approach used by Metlink and partners is based on the following four themes, which reinforce and support each other:



### Preventing Revenue Loss

- Providing simple and easy to use and robust fares and ticketing systems that provide good value for customers and encourage compliance.
- Maximising use of electronic ticketing and minimising use of cash fares.
- Ensuring there are robust process for fare collection, cash and ticket handling, revenue reconciliation (and bank transfers).

### Engaging with Customers

- Providing accurate, simple, assessable and intuitive information about fares, payment mechanisms, refunds, ticket checks, and enforcement.
- Encouraging customers to pay the correct fare.
- Ensuring Metlink staff and operator staff who interact with customers are able to provide accurate and detailed information.

### Enforcement

- Ensuring revenue protection activities, such as ticket checks and appropriate enforcement, are carried out.

- Ensuring Metlink staff and operator staff act consistently when undertaking revenue protection activities and exercise appropriate discretion in dealing with particular circumstances.
- Ensuring that only warranted enforcement officers enforce the powers set out in the LTA.
- Ensuring that Metlink and operator staff (including their enforcement activities) are not misconstrued by customers or confused with the powers that can only be exercised by warranted enforcement officers.

## Monitoring and Reporting

- Monitoring the effectiveness of revenue protection activities through key performance indicators and audits.
- Collecting and analysing data to identify fare evasion and revenue leakage trends and problem hot spots, including data from electronic ticketing and CCTV systems.

## Revenue Protection Priorities

Over the next three years, Metlink will work with our partners (PTOM operators, NZTA, the NZ Police and ticketing service providers) to undertake the following priority actions to protect revenue across the Metlink public transport network.

### 1 Simplified fares and efficient, easy to use ticketing systems

*Improve fares (and more importantly) ticketing systems to make it more convenient for customers to buy tickets and reduce opportunities for not paying the correct fare.*

A simplified and robust fare structure and electronic ticketing reduces opportunities for deliberate or inadvertent fare evasion (or avoidance) by making it easier and more convenient for customers to pay the correct fare. Encouraging the uptake of electronic ticketing by customers will also reduce cash handling, which has a high risk of revenue leakage. There will be more use of concession fares in future (e.g. for tertiary students and the disabled), and robust processes will minimise risk of misuse.

#### Actions

- 1.1 Simplify the existing fare structure, including reducing the number of fare products and removing transfer penalties.
- 1.2 Standardise fare concessions and develop robust eligibility processes and validation methods.
- 1.3 Work in partnership with PTOM operators to develop a robust ticket management system which will include selling tickets, collecting and protecting farebox revenue.
- 1.4 Implement the IBTS to enable the use of a common electronic ticketing platform across all Metlink bus services.
- 1.5 Implement an Integrated Fares and Ticketing (IFT) system across the Metlink public transport network to enable the use of a single payment method for all Metlink public transport services.

## 2 Clear and accessible communications to customers

*Develop clear and accessible communication to customers to encourage and normalise fare compliance and educate customers on how to use the ticketing system and the benefits of electronic ticketing.*

Our communications will position deliberate fare evasion as ‘freeloading’ and unfair to the majority of customers who pay the correct fare. The aim will be to encourage customers to travel with a valid ticket, and reduce the likelihood of inadvertent fare evasion.

### Actions

- 2.1 Develop updated Conditions of Carriage for use by all PTOM operators.
- 2.2 Update the Conditions of Carriage as required to reflect our revised revenue protection policies and processes, including when introducing ticket checks and enforcement action under the LTA.
- 2.3 Develop a customer facing document/s that clearly and simply explains customer fare compliance obligations and our revised revenue protection policies and processes.
- 2.4 Undertake comprehensive education and communications campaigns at key milestones - for example, leading up to PTOM bus and Snapper extension and leading up to the implementation of IFT across the Metlink network.

## 3 Ticket checks and enforcement across the Metlink network

*Develop and implement an approach to targeted ticket checks and enforcement across the Metlink public transport network taking account of opportunities under the amended LTA, the introduction of electronic ticketing (IFT Phase Two) on the rail network, and infrastructure and technology decisions to support ticket compliance.*

Random checks and electronic gates are important in reminding passengers of the need to travel with a valid ticket, and are likely to deter opportunistic offending by increasing the likelihood of getting caught and penalised. Penalising of obvious opportunistic offenders (e.g. issuing an infringement notice) is also important to deter this type of offending.

Studies have shown that most (70-80%) of fare evaders rarely offend and do not evade fares deliberately.<sup>3</sup> A ‘soft’ enforcement approach, which emphasises customer education and support and does not alienate customers is therefore likely to be appropriate in most situations.

A small hard core of recidivists comprise less than 5 - 10% of evaders but account for 60-80% of revenue loss from fare evasion. Highly targeted strategies are also needed for this group, including active intelligence and CCTV surveillance, heavily penalising their evasion, and trespassing from the network.

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<sup>3</sup> Monash University and Auckland Transport.

### Actions

- 3.1 Develop an approach to ticket inspections and enforcement across the Metlink network by warranted enforcement officers, including their role, timing of their introduction, and how they might work with other staff to achieve revenue protection outcomes.
- 3.2 Implement the agreed approach, with a possible first step being providing information to the Commissioner of Police on the proposed approach to selection, training and deployment of warranted officers.

## 4 Develop operating policies and procedures for staff involved in revenue protection

*Develop clear operational policies and procedures related to revenue protection for Metlink staff and bus and rail operator staff (for operators to use). Develop a training programme and guidelines for Metlink warranted enforcement officers.*

This guidance could take the form of generic material as well as specific guidance (e.g. for bus drivers, Metlink Contact Centre staff and warranted enforcement officers).

The guidance will ensure customers pay the correct fare and staff consistently apply Metlink fare and revenue protection policies.

### Actions

- 4.1 Develop operational policies and procedures related to revenue protection as required, including policies on refunds, goodwill travel, and large notes.
- 4.2 Develop training material and formal operational guidelines for Metlink warranted enforcement officers.

## 5 Improved reporting and data analysis

*Improve reporting and data analysis to better understand and respond to fare evasion and revenue leakage.*

Data from sources such as electronic ticketing systems (and rail farebox reports), fare evasion surveys and CCTV systems will be analysed to identify revenue protection trends and issues. This information may be provided to operators to address any issues or used to inform and target further revenue protection activities.

### Actions

- 5.1 Monitor the effectiveness of revenue protection activities through key performance indicators and audits, including use of information, where possible, from technologies such as electronic ticketing and on-vehicle CCTV systems.
- 5.2 Increase our capability to analyse bus electronic ticketing systems data from the IBTS to identify revenue leakage issues.

## Implementation

Implementation of this strategy will be achieved through:

- PTOM Partnering Contracts with public transport operators and the development and update of Operator Revenue Protection Plans.
- Development of operational policies and procedures, and training material relevant to revenue protection.
- Conditions of Carriage and customer communications and education activities.
- Metlink leading the development and procurement of the interim bus ticketing solution and the proposed integrated fares and ticketing system, including the development of the customer information necessary to implement the new systems.
- Developing an approach to targeted inspections and enforcement across the network.
- Collection and analysis of data on ticketing, and driver and passenger fare compliance behaviours.



## Annex 1: Revenue Protection Roles and Obligations

### Metlink

- Overall strategic framework and plans relevant to revenue protection (including Long Term Plan, Regional Public Transport Plan and this Revenue Protection Strategy).
- Operational policies related to revenue protection (including policies on cash handling, fare refunds, and concession schemes (eligibility and administration, and auditing procedures).
- Approving the Revenue Protection Plans provided by operators at commencement of each PTOM contract and updated as part of the Annual Business Plans prepared under each PTOM contract).
- Metlink Conditions of Carriage.
- Customer education and communications initiatives and programmes (including targeted campaigns to educate the public and reinforce fare compliance behaviour on an on-going basis).
- Overseeing the operation and development of ticketing across the network (including Integrated Fares and Ticketing (IFT) and communications around IFT).
- Revenue protection training material and guidelines for Metlink staff and operators to use.
- Co-ordinating fare compliance and enforcement activities across the network.
- Targeted fare compliance checks and enforcement by warranted enforcement officers (in future).
- Administration of an infringement notice scheme for offences under section 79M of the LTA (refer Annex 3).
- Revenue protection surveys as provided for in Partnering Contracts.
- Rail farebox revenue reconciliation and review, and revenue audits.
- Monitoring and data analysis for revenue leakage (bus driver and rail staff checks), using data from electric ticketing systems, CCTV systems and other sources (e.g. customer complaints, mystery shopper surveys).

### Bus Operators

- Acting as Metlink's agent to sell tickets and collect farebox revenue.
- Developing and updating Revenue Protection Plans (for approval by Metlink as part of the development of each annual business plan) to set out the processes and controls that the operator will implement to ensure that fare evasion and avoidance are minimised and that all farebox revenue is collected are fully accounted for.
- Ensuring Revenue Protection Plans are consistent with any relevant policies issued by GWRC, including the Revenue Protection Strategy.
- Implementing and complying with the operator's agreed Revenue Protection Plan.
- Minimising fare evasion by:
  - ensuring passengers have a valid ticket or entitlement to travel (including monitoring compliance with the requirement to tag-on, and selling cash tickets)
  - ensuring passengers comply with, and enforcing (to the extent possible), the Conditions of Carriage related to fares and ticketing.
- Monitoring fare evasion and providing information to Metlink, including monthly revenue protection reports.

## Rail Operator

- Acting as Metlink's agent to sell tickets and collect farebox revenue.
- Developing and updating Revenue Protection Plans (for approval by Metlink as part of the development of each annual business plan) to set out the processes and controls that the operator will implement to ensure that fare evasion and avoidance are minimised and that all farebox revenue is collected are fully accounted for.
- Implementing and complying with the operator's agreed Revenue Protection Plan.
- Monitoring fare evasion and providing information to Metlink, including monthly and annual revenue protection reports.

## Rail Operator (pre IFT)

- Ensuring passengers have a valid ticket by checking tickets as set out in the Metlink Fare Media Transition Plan including (sighting monthly passes, clipping tickets, and on-board cash ticket sales).
- Minimising fare evasion by:
  - providing a visible and effective deterrent to committing Ticket Offences (as defined in the PTOM rail contract)
  - employing non-warranted revenue protection officers to carry out the limited functions available to them
  - implementing and complying with the rail operator's agreed Revenue Protection Plan
  - encouraging use of monthly pass ticket product.
- If a customer has committed a Ticket Offence:
  - request that the customer either purchase a ticket for the customer's journey or leaves the train at the next Station,<sup>4</sup> or
  - issue a Payment Notice requesting the customer pays the fare within 7 days (alternative action, particularly if the customer has no cash on them to purchase a fare).<sup>5</sup>

## Rail Operator (IFT Phase Two)

Note: Rail operator functions and obligations during IFT Phase 2 will be updated as required.

- Updating the rail operator's Revenue Protection Plan to reflect and be consistent with Metlink's Revenue Protection Strategy.
- Minimising fare evasion by:
  - providing a visible and effective deterrent to committing Ticket Offences
  - carrying out the functions referred to in the Metlink Revenue Protection Strategy
  - implementing and complying with the Metlink Revenue Protection Strategy.
- If a customer has committed a ticket offence, either:
  - issue an invoice for a Penalty Fare to be paid by the customer at a Ticket Office, or
  - charge the Penalty Fare onto the customers fare media.<sup>6</sup>

<sup>4</sup> This reflects the current requirement at para 7.7 Annexure 6 (Fares ticketing and Enforcement Requirements).

<sup>5</sup> The role and use of Payment Notices will be reviewed as part of implementing this Strategy.

## Ferry Services

The Strategy will be updated as required to include the revenue protection obligations of ferry services operating under PTOM contracts.

## Ticket Agents

- Relevant to ticketing during IFT Phase One.
- Ticket Agents role is set out the Ticket Agent Agreements under the PTOM Partnering Contract.

## Ticketing Service Providers

- Relevant to ticketing during IFT Phase Two.
- Ticketing Service Provider is the body with overall responsibility for providing and operating the IFT ticketing solution.
- The TSP will contribute to revenue protection by:
  - providing consolidated ticketing data reporting
  - providing consolidated revenue inspection data taken from the hand held revenue inspection devices
  - providing some estimates of total train passenger use through entry and exit data from trains as a means to reconcile against ticketing data.

## NZ Police

- Warranting of enforcement officers (under s 208 LTA).
- Working with Metlink, where appropriate, on revenue protection activities.
- Attending at serious incidents.
- Administration of Trespass Act 1980 (trespass notices).

## NZ Transport Agency

- Jointly funding Metlink's revenue protection activities including the purchase and installation of any required infrastructure (e.g. electronic barriers).

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<sup>6</sup> This reflects the current obligation set out in the Partnering Contract at para 7.10 Annexure 6 ( Fares, Ticketing and Enforcement Requirements), but will need to be reviewed in the course of the IFT procurement / GRETS once decisions have been made about whether and how Penalty Fares will be imposed.

## Annex 2: Fare Evasion Rates

### What is fare evasion?

Fare evasion includes not paying the correct fare, paying less than is required (over-riding), or misuse of a discounted or concessionary fare (e.g. an adult travelling on a child's fare).

Fare evasion can be deliberate or inadvertent / unintentional (e.g. disembarking at a station before the ticket inspector arrives to inspect the ticket).

### Estimates of fare evasion

There is little information on fare evasion on Metlink's services as fare evasion surveys were not undertaken in the pre-PTOM environment. Under PTOM contracts, Metlink will undertake revenue protection surveys to assess levels of fare compliance and evasion. While these surveys are undertaken for performance management / audit purposes, the data will also provide information on fare compliance and evasion rates.

The new rail operator, Transdev, undertakes ticket inspections at 'checkpoints' set up at stations, where all passengers exiting a service must show their tickets. These surveys have found most customers have valid tickets, but is of limited use for rates of fare evasion as passengers are currently informed that there will be a ticket inspection while on board the train. This allows them to become fare compliant or disembark before they reach the ticket checkpoint.

Levels of fare evasion on other networks vary but generally range from around 1% to 5% as shown in the table below.

Fare Evasion Rate	Mode	Source	Notes
2%	Rail	Transdev Wellington Rail Revenue Protection Plan	Based on a 2011 fare evasion survey which was conducted in Auckland prior to the introduction of the AT Hop card. Likely to have underestimated levels of fare evasion.
5.2% 10.8% 2.4% 4.9%	Network Bus Train tram	Public Transport Victoria – Official Fare Compliance Series (May 2017)	Fare evasion has reduced significantly from 2011 peak of 13.5% across the network, and 20.3% on trams.
1%	Bus	Transport for London (2013)	Independently surveyed.
2.5%	Network	Vancouver (2007)	1.6% evasion on buses, the dominant mode.

## Annex 3: Land Transport Act 1998 provisions

### 79M Penalties for failure to pay service fares, etc.

- (1) A person who fails to pay a passenger service fare that the person is liable to pay commits an infringement offence.
- (2) A person commits an infringement offence if, in relation to a public transport service fare that the person is liable to pay, the person—
  - (a) fails to pay the fare; or
  - (b) fails to provide (in response to an enforcement officer's direction given in accordance with [section 128F\(1\)](#)) evidence of having paid the fare.
- (3) A person commits an offence if, in relation to a public transport service fare that the person is liable to pay, the person—
  - (a) fails to provide (in response to an enforcement officer's direction given in accordance with [section 128F\(2\)\(a\)](#)) the identifying particulars referred to in [section 128F\(2\)\(a\)](#); or
  - (b) boards, or fails or refuses to disembark, the public transport service in contravention of an enforcement officer's direction given in accordance with [section 128F\(2\)\(b\)](#).
- (4) It is a defence to an offence against subsection (1) or (2)(a) or (b) if a person made reasonable attempts to pay the fare and there were no available means of paying.
- (5) The maximum penalty on conviction for an offence against subsection (1) or (2)(a) or (b) is a fine not exceeding \$500.
- (6) The maximum penalty on conviction for an offence against subsection (3)(a) or (b) is a fine not exceeding \$1,000.
- (7) For the purposes of this section, **public transport service** has the same meaning as in [section 5](#) of the Land Transport Management Act 2003.

### 128F Powers of enforcement officers in relation to public transport service fares

- (1) An enforcement officer may direct a person to provide evidence that the person has paid a public transport service fare that the person is liable to pay.
- (2) If a person fails to provide evidence of payment after a direction is given under subsection (1), the enforcement officer may—
  - (a) direct the person to provide the person's full name, full address, telephone number, and date of birth; and
  - (b) direct the person not to board, or direct the person to disembark, the public transport service concerned.



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**Committee** Sustainable Transport Committee  
**Author** Andrew Macbeth, Senior Policy Advisor

## Metlink Conditions of Carriage

### 1. Purpose

This report seeks Committee endorsement of the revised Metlink Conditions of Carriage.

### 2. Background

The Metlink Conditions of Carriage form the basis of our contract with customers travelling on the Metlink network whenever they buy a ticket. The Conditions apply to contracted services operating under the Public Transport Operating Model (PTOM), and to premises that form part of the Metlink network.

As Metlink services become more integrated, customers will expect a consistent set of conditions to which they can refer. The current Metlink Conditions of Carriage available on the Metlink website apply only to Metlink rail services. Revised Conditions are required as new PTOM bus contracts are phased in. Current bus Conditions of Carriage are specific to (and administered by) each operator, but as the new PTOM bus contracts begin, GWRC needs to update the Conditions to apply to the new PTOM bus services (as well as rail).

The Metlink Conditions of Carriage are attached as [Attachment 1](#).

### 3. Comment

#### 3.1 Benefits to customers

Under the current arrangements, customers have an array of conditions of carriage documents to consider. For bus users this can be confusing as there are different rules and behaviours for travelling, depending on what operator customers travel with.

In response, the Conditions (by providing a single set of conditions for all travel with Metlink) will improve consistency of messaging and provide an improved level of certainty for customers and Metlink staff responding to enquiries.

And while the Conditions have been written as simply as possible, the document is, by necessity, a reference document. Its legal status means it is required to be detailed and in some areas, readers will need a reasonable ability in comprehension of written English.

### **3.2 Obligations under the Consumer Guarantees Act 1993**

The Conditions have undergone an external legal review to help ensure that GWRC's obligations under the Consumer Guarantees Act 1993 are clearly outlined. In doing so, the conditions provide a baseline for how legitimate refunds will be considered:

2.7 *You have rights of redress under the Consumer Guarantees Act 1993 if we have not complied with the guarantees applicable to our services. Legitimate requests for refunds will be considered if circumstances show that we have not met the guarantees applicable to our services under the Consumer Guarantees Act 1993, which are:*

- *That the transport service you receive will be carried out with reasonable care and skill; or*
- *That the transport service will be reasonably fit for its purpose.*

2.8 *Under consumer law you may not be entitled to a refund for service disruptions which happen:*

- *For reasons beyond our reasonable control;*
- *Due to circumstances such as adverse weather conditions, tides, traffic conditions, the condition of road and rail infrastructure, accidents, mechanical, electrical or communications failures, safety concerns, power failures, fuel shortages, disasters, emergencies or industrial action;*
- *Due to circumstances where we cannot reasonably be expected to provide services; or*
- *Due to an act, default, omission or representation made by a person other than us or our agents.*

2.9 *If you believe you are entitled to a refund, please contact Metlink at [info@metlink.org.nz](mailto:info@metlink.org.nz) or 0800 801 700.*

Though consumer rights have been more clearly outlined in the revised Conditions of Carriage, further policy work is being undertaken on the processes for considering refunds. Further work will be workshopped or reported back to the Committee at a later date.

### **3.3 Carriage of domestic pets**

The revised Conditions allow for domestic pets to be carried during off-peak hours for free on buses and trains. Previously, domestic pets could not be carried on Metlink services, but this has been an on-going concern from some customers. Many public transport operators internationally allow pets to be carried on board buses and trains.

In particular, the following conditions have been introduced:

- 12.3 *Domestic pets are allowed to travel on our Vehicles as long as they are enclosed in a suitable pet carrier which must be stored securely in the available space for luggage or on the passenger's lap.*
- 12.4 *Passengers travelling with domestic pets are responsible for their and other passengers' safety and must keep them under control while they are on our premises, or getting on or off or travelling on our Vehicles.*
- 12.5 *You may be refused entry to board the Vehicle or asked to leave the Vehicle with your domestic pet if the Vehicle is crowded; or, if in our opinion, the animal is causing or likely to cause a safety risk or nuisance to other customers.*
- 12.6 *Passengers travelling with domestic pets must travel during off-peak periods only.*

### **3.4 Fare and ticketing changes**

The staggered start dates for PTOM bus mean that the new Metlink Conditions of Carriage will come into effect at different times for different areas. A further complication is that many of the fare and ticket changes previously approved by Council will not come into effect until mid-July. This means that there will be a transition period between 30 April and 15 July (when the final bus PTOM bus contracts start in Wellington City). Some aspects of the Conditions as they relate to fares and tickets will not be fully operational during this transition.

Officers are working through changes to the Metlink website to ensure that the key conditions are summarised clearly for customers, and that transitional fares and ticketing issues are explained.

## **4. Communication**

Once endorsed, the Conditions will be publicised via the Metlink website and other communication channels over the next few months.

Further specific communications on the revised Conditions of Carriage will be guided by a Communications Plan. This will include communications as part of the wider communications roll-out of the Public Transport Transformation Programme, which will include:

- A plain-English poster summary outlining the key rules and where more detailed information can be found that can be placed on buses and trains and at stations. This currently exists on Metlink trains and stations.
- Making the Conditions of Carriage (and the policies referred to in them) available through both online and other channels (such as the Metlink contact centre) so that vulnerable travellers are not disadvantaged.
- An easily-accessible link to the Conditions will be provided on the Metlink website.



## **5. Consideration of climate change**

The matter requiring decision in this report has been considered by officers in accordance with the process set out in the GWRC Climate Change Consideration Guide.

### **5.1 Mitigation assessment**

Officers have considered the effect of the matter on the climate. Officers recommend that the matter will have no effect.

Officers note that the matter does not affect the Council's interests in the Emissions Trading Scheme (ETS) and/or the Permanent Forest Sink Initiative (PFSI)

### **5.2 Adaptation assessment**

Officers have considered the impacts of climate change in relation to the matter. Officers recommend that climate change be considered to have no bearing on the matter.

## **6. The decision-making process and significance**

Officers recognise that the matters referenced in this report may have a high degree of importance to affected or interested parties.

The matter requiring decision in this report has been considered by officers against the requirements of Part 6 of the Local Government Act 2002. Part 6 sets out the obligations of local authorities in relation to the making of decisions.

### **6.1 Significance of the decision**

Part 6 requires Greater Wellington Regional Council (GWRC) to consider the significance of the decision. The term 'significance' has a statutory definition set out in the Act.

Officers have considered the significance of the matter, taking the Council's significance and engagement policy and decision-making guidelines into account. Officers recommend that the matter be considered to have low significance.

Officers do not consider that a formal record outlining consideration of the decision making process is required in this instance.

### **6.2 Engagement**

Engagement on the matters contained in this report aligns with the level of significance assessed.

Once endorsed, Conditions of Carriage will be provided to Metlink's PTOM operators and other relevant parties.

## 7. Recommendations

*That the Committee:*

1. *Receives the report.*
2. *Notes the content of the report.*
3. *Endorses the revised Metlink Conditions of Carriage contained in Attachment 1 to this report.*
4. *Notes that the Metlink Conditions of Carriage is a living document which will be subject to change*
5. *Authorises the General Manager, Public Transport to make any subsequent changes to the Metlink Conditions of Carriage.*

Report prepared by:

**Andrew Macbeth**  
Senior Policy Advisor

Report approved by:

**Paul Kos**  
Manager, Public Transport  
Planning

Report approved by:

**Wayne Hastie**  
General Manager, Public  
Transport

**Attachment 1:** Revised Metlink Conditions of Carriage

# Conditions of Carriage

## for travel on Metlink bus and rail services



These Conditions of Carriage apply to passengers travelling on Metlink bus and rail services provided by Operators appointed by Wellington Regional Council under the Public Transport Operating Model (PTOM). A list of appointed PTOM Operators is available at: [metlink.org.nz/greater-transport-greater-wellington/new-contracts-for-rail-and-buses/](http://metlink.org.nz/greater-transport-greater-wellington/new-contracts-for-rail-and-buses/).

These Conditions of Carriage do not apply to any other passenger services in the Wellington region. The applicable terms for those services remain those that are published by the operators of those services on their websites or on tickets issued for those services.

<b>1. IF YOU TRAVEL WITH US, YOU ARE BOUND BY THESE CONDITIONS.....</b>	<b>3</b>
<b>2. WE DO OUR BEST TO OPERATE ACCORDING TO OUR TIMETABLES.....</b>	<b>3</b>
<b>3. VEHICLE CAPACITY AND HEALTH AND SAFETY.....</b>	<b>4</b>
<b>4. GETTING ON AND OFF BUS SERVICES.....</b>	<b>4</b>
<b>5. FARES AND TICKETS.....</b>	<b>5</b>
<b>6. CONCESSIONS.....</b>	<b>6</b>
<b>7. SO YOU HAVE A SAFE AND COMFORTABLE JOURNEY.....</b>	<b>7</b>
<b>8. USING A WHEELCHAIR OR MOBILITY DEVICE ON OUR VEHICLES.....</b>	<b>8</b>
<b>9. TRAVELLING WITH CYCLES, SCOOTERS, SKATEBOARDS &amp; SIMILAR EQUIPMENT.....</b>	<b>9</b>
<b>10. TRAVELLING WITH LUGGAGE.....</b>	<b>10</b>
<b>11. TRAVELLING WITH CHILDREN.....</b>	<b>10</b>
<b>12. TRAVELLING WITH ANIMALS.....</b>	<b>10</b>
<b>13. TRAVELLING IN LARGE GROUPS.....</b>	<b>11</b>
<b>14. IF YOU BECOME UNWELL OR HAVE AN ACCIDENT WHILE TRAVELLING WITH US.....</b>	<b>11</b>
<b>15. LOST PROPERTY.....</b>	<b>11</b>
<b>16. SECURITY.....</b>	<b>11</b>
<b>17. PRIVACY.....</b>	<b>12</b>
<b>18. FILMING AND PHOTOGRAPHY ON VEHICLES.....</b>	<b>12</b>
<b>19. IF YOU DO NOT COMPLY WITH THESE CONDITIONS.....</b>	<b>12</b>
<b>20. PROVIDING FEEDBACK.....</b>	<b>13</b>
<b>21. DISCLAIMERS.....</b>	<b>13</b>
<b>22. DEFINITIONS.....</b>	<b>13</b>

## **1. If you travel with us, you are bound by these conditions**

- 1.1 These conditions of carriage form the basis of our contract with you if you travel with us, or you are on one of our buses or trains or on any of our premises that form part of the Metlink public transport network.
- 1.2 You agree to, and are bound by, these conditions when you choose to travel on the Metlink public transport network by boarding one of our Vehicles, or if you are on one of our Vehicles or any premises used as part of the Metlink public transport network, for any other purpose.
- 1.3 These conditions may change from time to time. Go to: [metlink.org.nz/tickets-and-fares/conditions-of-travel/](http://metlink.org.nz/tickets-and-fares/conditions-of-travel/) for the current version.
- 1.4 Our staff are required to ensure that these conditions are adhered to and where relevant may exercise discretions in these conditions on our behalf.
- 1.5 We take our obligations under relevant consumer laws seriously and strive to meet the guarantees applicable to our services under the Consumer Guarantees Act 1993. These guarantees are that the service you receive will be carried out with reasonable care and skill and will be reasonably fit for its purpose. Subject to paragraph 1.6, nothing in these Conditions of Carriage is intended to limit or replace any of our obligations or your rights under relevant consumer law.
- 1.6 If you are using our services for the purposes of a business, you agree that the provisions of the Consumer Guarantees Act 1993 do not apply.
- 1.7 Various terms are defined in Section 22 of this document.

## **2. We do our best to operate according to our timetables**

- 2.1 Our timetables (available at [metlink.org.nz/#timetables](http://metlink.org.nz/#timetables)) show estimated arrival and departure times. The timetables change from time to time. You should always refer to the latest timetables when planning your journey. We always try to run reliable and punctual services according to these timetables. However, departure and arrival times are not guaranteed.
- 2.2 The estimated arrival or departure times of services are shown at many stations and stops across the network via our real time information (RTI) message boards. While we do our best to provide accurate information about our services, departure and arrival times shown on RTI boards are not guaranteed.
- 2.3 Sometimes for circumstances beyond our reasonable control and for unplanned service disruptions, services may not run according to our published timetables. Examples include: adverse weather conditions, tides, traffic conditions; the condition of road and rail infrastructure; accidents; mechanical, electrical or communications failures; safety concerns; power failures; fuel shortages; disasters; emergencies and industrial action. If service disruptions occur, we may use a different vehicle, change timetables or routes, or stop or cancel buses or trains, without giving you or other customers notice.
- 2.4 If there is a service disruption, we will do our best to:
  - Tell you why,
  - Keep you informed about service changes during your journey; and
  - Provide information about disruptions and service changes via the Metlink website, real time information boards and other communication channels.

- 2.5 Where service disruptions are within our reasonable control, we will try to remedy these within a reasonable time, including by trying to provide replacement services. While we will try to ensure that any replacement services we provide depart from and stop as close to scheduled locations as is lawful, safe and reasonably practical, and as close as reasonably practicable to the scheduled times, you should be aware that we may not always achieve this. In addition, replacement services may be provided using a different type of vehicle or a vehicle with different passenger, cycle or luggage capacity.
- 2.6 Some service disruptions are planned or are known in advance, for example disruptions to accommodate maintenance work and certain road closures and diversions. These are “planned service disruptions”. We will provide you with information on planned service disruptions at [metlink.org.nz/service-updates/](http://metlink.org.nz/service-updates/) and via other media channels, such as posters on affected bus stops and rail stations.
- 2.7 You have rights of redress under the Consumer Guarantees Act 1993 if we have not complied with the guarantees applicable to our services. Legitimate requests for refunds will be considered if circumstances show that we have not met the guarantees applicable to our services under the Consumer Guarantees Act 1993, which are:
- That the transport service you receive will be carried out with reasonable care and skill; or
  - That the transport service will be reasonably fit for its purpose.
- 2.8 Under consumer law you may not be entitled to a refund for service disruptions which happen:
- For reasons beyond our reasonable control;
  - Due to circumstances such as adverse weather conditions, tides, traffic conditions, the condition of road and rail infrastructure, accidents, mechanical, electrical or communications failures, safety concerns, power failures, fuel shortages, disasters, emergencies or industrial action;
  - Due to circumstances where we cannot reasonably be expected to provide services; or
  - Due to an act, default, omission or representation made by a person other than us or our agents.
- 2.9 If you believe you are entitled to a refund, please contact Metlink at [info@metlink.org.nz](mailto:info@metlink.org.nz) or 0800 801 700.

### **3. Vehicle capacity and health and safety**

- 3.1 We try to provide appropriate vehicle capacity on our services, but there may be occasions when a vehicle reaches its passenger capacity limit. If a Vehicle is full, you may be refused entry to board it, and in some cases it may not stop to pick up waiting passengers.
- 3.2 We may refuse you entry to, or require you to leave, our Vehicles at any time for health and safety reasons.

### **4. Getting on and off bus services**

- 4.1 You must ensure that you are clearly visible to the driver at your bus stop or pick-up point.
- 4.2 You must get on and off the bus only at designated bus stops, unless the bus service is a “hail and ride” service. Drivers will stop only where it is safe to do so.
- 4.3 If there are passengers waiting to get off the bus at the front door of the bus, you must let these passengers get off before you get on the bus.

- 4.4 You must not stand on the steps of the vehicle or in any area marked as “no standing area” (e.g. beside the driver) while the bus is moving.
- 4.5 School students using any school bus service must use the front door of the bus to get on and off the bus, except when the bus has stopped at a school at the end of a school bus route, where students may get off via either the front or back door.

## **5. Fares and tickets**

- 5.1 You must have a valid Ticket or proof of entitlement to travel on our services. You must keep your Ticket safe, undamaged and unaltered for the whole of your Journey and present it on request. Otherwise you may be required to pay another fare or asked to leave the Vehicle.
- 5.2 Each Ticket is valid under its own conditions of use as specified on paper Tickets, the Metlink website ([metlink.org.nz/tickets-and-fares/](http://metlink.org.nz/tickets-and-fares/)), and these Conditions of Carriage.
- 5.3 You must pay the correct fare for your entire Journey in accordance with the Metlink fare schedule, the conditions of use printed on Tickets and these Conditions of Carriage.
- 5.4 Information about Metlink fares including how fares are calculated, zones, fare types, Ticket prices and how and where Metlink Tickets can be purchased are set out in the Metlink fare schedule at: [metlink.org.nz/tickets-and-fares/](http://metlink.org.nz/tickets-and-fares/)
- 5.5 You can buy some paper Tickets on board our Vehicles with cash. However, most Tickets (including rail ten trip tickets and monthly passes, and those stored on Snapper Cards,) need to be purchased in advance. Eftpos facilities are not available on our Vehicles. For a copy of the Metlink fare schedule and more information about fares and how tickets are purchased go to [www.metlink.org.nz/tickets-and-fares/](http://www.metlink.org.nz/tickets-and-fares/).
- 5.6 Off-peak hours are between 9 am and 3 pm and after 6:30 pm on weekdays; and all day on weekends and public holidays. These are also the hours for free travel on SuperGold Cards.
- 5.7 You may purchase a cash or prepaid Ticket for another person or give your Ticket to another person. In either case, the new holder of the Ticket will be the lawful holder, and will be bound by these Conditions of Carriage, any conditions of use specified on paper Tickets and / or the Metlink website.
- 5.8 Metlink staff may ask to inspect your Ticket. If you fail to produce a valid Ticket for your Journey, you may be asked to leave the Vehicle or pay another fare. You will not be eligible for a refund should you later find a missing Ticket.
- 5.9 You may not travel on a Vehicle beyond the point for which you have paid a fare or beyond the time for which your Ticket is valid, or otherwise evade or attempt to evade paying the fare for your Journey. If you continue to travel, you will be required to pay another fare or to leave the Vehicle.
- 5.10 Snapper Card is the preferred method of fare payment on Metlink buses. Where you wish to pay by cash, exact change is preferred. Although small amounts of change can usually be given, notes of \$20 or more are not always able to be changed, and we may not allow you to travel with us.
- 5.11 If you are using a Snapper Card, the card must be loaded with a valid travel pass or a stored value of at least the minimum permissible fare amount for the Trip you wish to take at the initial tag-on. Otherwise you may not be able to use it to travel with us and you may be required to pay another fare or leave the bus.

- 5.12 When using a Snapper Card, you must validate your travel at the start of your Trip by tagging on, and at the end of your Trip by tagging off.
- 5.13 If you pay for your bus travel using stored value on a Snapper Card, Snapper calculates the fare for your bus Journey based on the number of zones you travel through, even if you transfer between buses to complete your Journey. Terms and conditions that apply to obtaining this Journey-based fare are available at [metlink.org.nz/tickets-and-fares/transfer-tickets](http://metlink.org.nz/tickets-and-fares/transfer-tickets).
- 5.14 When using a Snapper Card, if you do not tag off at the end of your Trip, a penalty may be applied to your card and free transfers will not be available.
- 5.15 Free transfers between Metlink buses are available for customers paying the fare with a Snapper Card, subject to the terms and conditions for free transfers specified on the Metlink website at [metlink.org.nz/tickets-and-fares/transfer-tickets/](http://metlink.org.nz/tickets-and-fares/transfer-tickets/). These conditions include that you must tag on a new bus within 30 minutes of tagging off the previous bus.
- 5.16 If you have a Ticket that allows you to change Vehicles, you may start, or break and resume, a Journey at any intermediate station or bus stop, as long as the Ticket you hold is valid for the services you want to use.
- 5.17 If you have to change from one train to another to complete your Journey, you may use a Metlink rail transfer ticket in conjunction with a rail cash or 10-trip ticket valid for your entire Journey, subject to the terms and conditions for free rail transfers specified on the Metlink website at [metlink.org.nz/tickets-and-fares/transfer-tickets/](http://metlink.org.nz/tickets-and-fares/transfer-tickets/) and on the back of the transfer tickets.

## 6. Concessions

- 6.1 We have a range of concessions which provide discounted fares or free travel. Concessions are available for the following people, subject to detailed eligibility rules set out at [metlink.org.nz/tickets-and-fares/](http://metlink.org.nz/tickets-and-fares/):
- People travelling off-peak on certain tickets
  - Children under 5 years of age
  - Young people aged from 5 to under 19
  - Secondary school students
  - Full-time tertiary students
  - SuperGold Card holders
  - People who are travelling on Accessible Concessions and their Carers
- 6.2 If you are travelling on a concession fare you must present to our staff a valid Ticket and proof of entitlement that you are entitled to the concession fare every time you board a Vehicle or whenever requested to show your Ticket during your Journey. If you do not, you may have to pay another fare or leave the Vehicle.
- 6.3 From time to time, we may run certain initiatives or promotions which may be restricted to certain routes, times, fare and payment types and be subject to such terms and conditions as we advise.
- 6.4 You may not get more than one fare concession at a time for any Trip or Journey. For example, you cannot get both an Off-peak Concession and a Child Concession. Fares are limited to those set out on our website at [metlink.org.nz/tickets-and-fares/](http://metlink.org.nz/tickets-and-fares/).
- 6.5 Customers travelling on Snapper cards or off-peak rail ten-trip tickets starting their journeys between 9 am and 3 pm or after 6:30 pm on weekdays or on weekends or public holidays are entitled to an Off-peak Concession.



- 6.6 Children aged under 5 years are eligible for free travel on our Vehicles at all times when accompanied by another passenger aged ten years or older.
- 6.7 Young people aged 5 or older and under 19 years of age may travel on a Child Concession.
- 6.8 If you are 19 years old or older and in secondary education, you are eligible for the Child Concession if you:
- Are wearing school uniform; or
  - Show your valid photo identification, issued by your school or by the National Council of Home Educators New Zealand.
- If you do not, you will have to pay the adult fare for your Journey or leave the Vehicle.
- 6.9 SuperGold Card holders are entitled to free travel on our Vehicles during off-peak hours as defined on the Metlink website and in accordance with the SuperGold Card eligibility rules [supergold.govt.nz/info-for-cardholders/public-transport-with-supergold.html](http://supergold.govt.nz/info-for-cardholders/public-transport-with-supergold.html).
- 6.10 If you are a full-time tertiary student, you are eligible for a Tertiary Concession if you are enrolled at and attending an accredited and approved full-time tertiary course at a Ministry of Education registered Tertiary Education Organisation (TEO) in the Wellington region. The TEO must also be registered with us as eligible to confirm a student's entitlement to a tertiary student concession. You must have your valid tertiary student ID to claim the concession.
- 6.11 Passengers travelling on an Accessible Concession are entitled to have a Carer to accompany them for the duration of their Journey, at no cost.

## **7. So you have a safe and comfortable journey**

- 7.1 So everyone can travel comfortably and safely, you are encouraged to:
- Be courteous to fellow passengers;
  - Sit down if a seat is available;
  - Offer your seat to someone who needs it more than you, for example, older people, pregnant women or people with a disability or who have mobility difficulties;
  - Not place bags or other items on seats at times when seating is limited;
  - Only play music using headphones, and at a volume that does not disturb other passengers;
  - Take your rubbish and belongings with you when you leave the Vehicle; and
- 7.2 Move as far as allowed towards the back of buses when you are standing.
- 7.3 You must obey all notices and co-operate with, and follow all instructions from, our staff.
- 7.4 We encourage you to interact with our staff, but you must not speak to a bus driver while the bus is moving, except in an emergency.
- 7.5 If there are no seats available or you choose to stand, you must hold onto a fixed object such as a pole, seat-back or strap while the vehicle is moving. You may not stand:
- Where you might obstruct others from entering or exiting the Vehicle; or
  - On the upper deck or staircase of a double-deck bus
  - In any area marked as a "no standing" area.
- 7.6 If you are sitting on a seat in a wheelchair space, pram storage area, or cycle storage area, you must vacate the seat if the space or area is needed for a wheelchair, pram or cycle, as these areas are specifically designed for these purposes.

- 7.7 You must not carry onto our Vehicles or pack in any checked or carry-on luggage any dangerous articles, including but not limited to weapons, compression gases, corrosives, explosives, flammable liquids and solids, radioactive materials, oxidising materials, poisons and infectious substances.
- 7.8 The following activities or behaviours are not allowed on our Vehicles:
- Distracting or obstructing the driver;
  - Interfering with any equipment on the Vehicle;
  - Using emergency equipment or emergency exits, except in an emergency;
  - Putting feet or footwear on Vehicle seats;
  - Using offensive language;
  - Smoking or using e-cigarettes (or other similar “vaping” devices);
  - Carrying any weapon or any noxious or illegal substance;
  - Damaging, soiling or misusing any part of the Vehicle;
  - Throwing anything from the Vehicle;
  - Doing anything illegal;
  - Distributing anything, offering anything for sale or collecting for charity; or
  - Doing anything which endangers or causes discomfort or offence to any other person.
- 7.9 You may not get on any of our Vehicles wearing (or wear while travelling) any motorcycle helmet, ski mask or any type of headgear which conceals your face unless you are wearing the headgear for religious or medical reasons.
- 7.10 If another passenger is not complying with these conditions, please tell one of our staff and we will advise the passenger what they need to do to comply or take other appropriate action.
- 7.11 If you notice any suspicious activity or unattended luggage, please tell our staff as soon as possible.
- 7.12 BUS: You may drink on our vehicles, provided that drinks are in a container with a lid (to prevent spillage) and are non-alcoholic. Eating is not permitted on our vehicles, unless you need to due to a medical condition, in which case only cold food is allowed to be consumed.
- 7.13 RAIL: You may eat and drink on our vehicles, provided that only cold food is consumed; and drinks are in a container with a lid (to prevent spillage) and are non-alcoholic.

## **8. Using a wheelchair or Mobility device on our Vehicles**

- 8.1 We are committed to making public transport an easy and convenient experience for people with disabilities. Information about the services available on our Vehicles is in the Metlink Accessibility Guide available at [metlink.org.nz/getting-around/accessibility-guide/](http://metlink.org.nz/getting-around/accessibility-guide/).
- 8.2 If you use a wheelchair or Mobility device while travelling with us, you must comply with the requirements identified in the Accessibility Guide, including:
- Once your wheelchair or Mobility device is in the wheelchair area on our Vehicles, the brakes must be applied and the power (if applicable) must be switched off.
- 8.3 BUS: All Metlink bus services are wheelchair accessible. However, dimension and weight conditions apply, and wheelchair users who can't board buses without help must have their own Carers. Some Mobility devices are not allowed on Metlink buses due to their size and weight. For further information go to [metlink.org.nz/getting-around/accessibility-guide/](http://metlink.org.nz/getting-around/accessibility-guide/).

8.4 RAIL: All Metlink train services are accessible to wheelchairs and Mobility devices, with allocated parking areas and securing belts. Note that:

- In some situations wheelchair users need to have Carers;
- Standard peak period travel limits apply for Mobility device users;
- Buses replacing trains can't always carry wheelchairs or Mobility devices;
- Some stations may be inaccessible or challenging to access with wheelchairs and Mobility devices;
- Dimension, weight and manoeuvrability conditions apply; and
- For further information go to:  
[metlink.org.nz/getting-around/accessibility-guide/](http://metlink.org.nz/getting-around/accessibility-guide/).

8.5 If you have a disability that prevents you from using public transport, you may qualify for taxi discounts through the "Total Mobility" scheme. For further information go to:  
[metlink.org.nz/getting-around/total-mobility/](http://metlink.org.nz/getting-around/total-mobility/).

## 9. Travelling with cycles, scooters, skateboards & similar equipment

9.1 If you wish to travel with a cycle (including electric or e-bikes) or scooter on any of our Vehicles, check the Metlink guidelines to find out where and when that is possible at [metlink.org.nz/getting-around/](http://metlink.org.nz/getting-around/).

9.2 If you want to bring a cycle or scooter on one of our Vehicles, you must comply with the relevant Metlink guidelines, which are summarised below.

9.3 BUS: When taking your cycle or scooter on Metlink buses:

- Compact scooters and folding cycles are the only types of scooters and cycles that can be carried inside buses, and maximum dimensions apply. For further information go to [metlink.org.nz/getting-around/using-a-cycle-on-pt/](http://metlink.org.nz/getting-around/using-a-cycle-on-pt/).
- Buses fitted with cycle racks (also called bike racks) are designed to carry up to two cycles at a time on a first-come first-served basis. For further information go to [metlink.org.nz/getting-around/using-a-cycle-on-pt/racks/](http://metlink.org.nz/getting-around/using-a-cycle-on-pt/racks/).
  - You are required to load and unload your own cycle from cycle racks on our buses;
  - Cycles must only be loaded and unloaded when the bus has arrived and stopped at the front of the bus stop. You must not stand behind another bus or in the general flow of traffic when loading or unloading cycles; and
  - This service is not available on Metlink school services.

9.4 RAIL: When taking your cycle or scooter on board Metlink trains, note that:

- Space is limited, so cycles are accepted on a first come, first served basis;
- To determine if your cycle is allowed on a particular train service, visit [metlink.org.nz/getting-around/](http://metlink.org.nz/getting-around/); and
- Folding cycles are allowed on all rail services, including on buses that are replacing trains.

9.5 There is no extra fare charged for cycles or scooters travelling on our Vehicles.

9.6 You may carry skates and skateboards (and other similar equipment) onto our Vehicles, but you may not use them on board.

9.7 We do not allow battery-powered hover-boards or skateboards on our Vehicles.

9.8 We are not liable for loss or damage to cycles, scooters, skateboards or any other property that you wish to travel with.

## 10. Travelling with luggage

- 10.1 We try to accommodate passengers travelling with luggage, but this is at our discretion and at your risk. You must follow all instructions given by our staff in relation to items brought onto a Vehicle.
- 10.2 Luggage must not block any emergency exits or other passengers' access on or off the Vehicle.
- 10.3 Staff may refuse to carry any item if the available space for luggage is already full, or which they believe to be:
- Excessively large;
  - Hazardous or otherwise likely to cause injury to anyone or damage to any property; or
  - Due to its nature or condition, likely to cause offence or discomfort to another passenger.
- 10.4 We do not carry unaccompanied luggage.

## 11. Travelling with children

- 11.1 Children under 5 years old must be accompanied by a passenger who is at least 10 years old.
- 11.2 Adults travelling with young children, or passengers accompanying children under 5 years old, are responsible for them and their safety and must keep them under control while they are on our premises, or getting on or off or travelling on our Vehicles.
- 11.3 Our Vehicles have different capacity for carrying prams (including buggies and strollers). Check the Metlink guidelines to confirm the capacity for prams on the Vehicles that you will be using on your Journey. If you want to bring a pram on one of our Vehicles, you must comply with those guidelines. The guidelines are available at [metlink.org.nz/getting-around/travelling-with-children/](http://metlink.org.nz/getting-around/travelling-with-children/).
- 11.4 SCHOOL BUS SERVICES: Metlink School bus services may only to be used by passengers travelling on a Child Concession fare e.g. school students. The exception to this is when Metlink gives, at its sole discretion, written permission for an adult to travel on a school bus service. This is generally only given for a specific purpose and/or timeframe.

## 12. Travelling with animals

- 12.1 You may travel on our Vehicles with your certified disability assist dog in accordance with the Dog Control Act 1996.
- 12.2 You must comply with our staff's reasonable instructions regarding your disability assist dog (as defined in the Dog Control Act 1996). Disability assist dogs must travel on the floor of the Vehicle and not on your lap or on a seat.
- 12.3 Domestic pets are allowed to travel on our Vehicles as long as they are enclosed in a suitable pet carrier which must be stored securely in the available space for luggage or on the passenger's lap.
- 12.4 Passengers travelling with domestic pets are responsible for their and other passengers' safety and must keep them under control while they are on our premises, or getting on or off or travelling on our Vehicles.
- 12.5 You may be refused entry to board the Vehicle or asked to leave the Vehicle with your domestic pet if the Vehicle is crowded; or, if in our opinion, the animal is causing or likely to cause a safety risk or nuisance to other customers.

12.6 Passengers travelling with domestic pets must travel during off-peak periods only.

12.7 There is no extra fare charged for animals to travel on our Vehicles.

### **13. Travelling in large groups**

13.1 RAIL: If you wish to travel as part of a group of 10 or more people, we require 10 working days advance notice of your travel plans. Please call Metlink rail ticketing staff on 04 462 1546 during business hours or email [ticketing@transdevnz.co.nz](mailto:ticketing@transdevnz.co.nz). If we are not adequately notified, we may not be able to accommodate your group and may refuse entry to some or all of your group on the service that you wish to use. Nevertheless, there is no guarantee that we will be able to accommodate your group, even if you do advise us in advance.

13.2 BUS: We encourage larger groups to travel during off-peak periods. This is to minimise the possibility that we may not be able to accommodate your group and may refuse entry to some or all of your group on the service that you wish to use.

13.3 Large school groups (10 or more students) must be supervised by responsible adults.

### **14. If you become unwell or have an accident while travelling with us**

14.1 Tell our staff immediately if you become unwell, or injure yourself getting on or off or travelling on our Vehicles. You may also tell us through our website or by email, letter or telephone. Go to [metlink.org.nz/customer-services/connect-with-us/](http://metlink.org.nz/customer-services/connect-with-us/).

### **15. Lost property**

15.1 Let us know if you lose any property while travelling with us. What we do with property found on our Vehicles and how you can get it back (if it is found), is set out on [metlink.org.nz/customer-services/lost-property/](http://metlink.org.nz/customer-services/lost-property/).

15.2 We cannot accept any responsibility or liability for anything left on any of our Vehicles in any circumstances.

### **16. Security**

16.1 We strive to ensure you feel safe using the public transport network. CCTV operates on our premises and Vehicles to enable us to deter, monitor and follow-up issues such as theft, assault, vandalism and other undesirable or unacceptable behaviour.

16.2 We operate CCTV in accordance with good personal information handling practice and Privacy Commissioner guidelines for CCTV to ensure that any images captured, collected and stored are handled in a confidential manner that protects your privacy at all times.

16.3 Information collected by CCTV cameras is used for the deterrence or immediate detection of security, criminal or safety incidents or for vehicle incident investigations – images of incidents may be passed to the Police and other appropriate authorities.

16.4 Enquiries relating to CCTV images or information should be addressed to Metlink by email: [info@metlink.org.nz](mailto:info@metlink.org.nz) or 0800 801 700.

## 17. Privacy

- 17.1 We may collect your personal information (including from CCTV cameras and from your Tickets, Snapper Cards or pre-paid Tickets) for a number of purposes in connection with the provision of public transport services. These purposes include for inquiries relating to the investigation of criminal offences or safety incidents, investigation and resolution of any complaints, service planning, research, training and compliance with Metlink policies or guidelines or our legal obligations.
- 17.2 In dealing with your personal information (including disclosing any of your personal information to third parties) we will comply with the requirements of the Privacy Act 1993 and any other relevant legislation. Our Customer Privacy Policy can be found at:  
[metlink.org.nz/assets/GWRC-Corporate-files/GWRCcustomerprivacypolicy.pdf](http://metlink.org.nz/assets/GWRC-Corporate-files/GWRCcustomerprivacypolicy.pdf).

## 18. Filming and Photography on Vehicles

- 18.1 If you wish to film or photograph while on any of our Vehicles or premises other than for personal use, you must seek prior written permission from us by phoning Metlink on 0800 801 700 or emailing [info@metlink.org.nz](mailto:info@metlink.org.nz).
- 18.2 If you wish to film or photograph while on any of our Vehicles or premises for personal use, we encourage you to be respectful of other people in doing so.

## 19. If you do not comply with these conditions

- 19.1 If you do not comply with these Conditions of Carriage, we may cancel your Ticket and require you to get off our Vehicle or leave our premises. If this happens, you will not be entitled to a refund.
- 19.2 In addition to anything else in these Conditions of Carriage, we may not let you board a Vehicle or we may require that you get off a vehicle or leave our premises (as applicable), if we believe that:
- You are doing or have done anything that is not allowed under these Conditions of Carriage;
  - It is necessary for reasons of security or safety (yours or others);
  - It is necessary due to your failure to observe our instructions;
  - It is necessary to prevent an illegal act;
  - Your conduct, age, physical state (including intoxication, impairment by drugs and level of hygiene) or the nature or condition of your luggage, may:
    - Require special assistance that our staff are not able to provide;
    - Cause inconvenience to, discomfort to or objection from other passengers; or
    - Create a hazard or risk to you, other people or property;
  - You do not have a valid Ticket for your Journey, or you have evaded or are attempting to evade a fare;
  - You have previously evaded a fare or been involved with vandalising our Vehicles, premises or equipment; or
  - Your conduct is inappropriate or you are abusive towards our staff or other passengers or cause them any discomfort or offence.
- 19.3 You must get off a Vehicle or leave our premises (and take your luggage with you) when our staff ask you to.
- 19.4 If you have caused any damage or loss to our Vehicles or premises, or caused injury to any person, we may seek redress through appropriate legal channels.

## 20. Providing feedback

- 20.1 We welcome suggestions and complaints as they help us to improve our services and to put things right when they have gone wrong. If you have any queries, suggestions or complaints, you can contact us through our website or other media channels, or by email, letter or telephone (Metlink service centre 0800 801 700). Go to [metlink.org.nz/customer-services/connect-with-us/](http://metlink.org.nz/customer-services/connect-with-us/) for all of our contact details.
- 20.2 In regard to any complaint you make about our services or other communication with us that requires investigation and/or resolution:
- Your personal information may be passed on to a third party, if we deem it necessary to do so, for the purpose of resolving the issues you raise.
  - If you do not want your personal information to be passed on to a third party, you must specifically state this at the time of providing the information to us.

## 21. Disclaimers

- 21.1 Loss or damage to property – Passengers travel at their own risk and we are not liable for breach of contract, negligence or otherwise, whatever the reason (to the extent permitted by law), for any losses, damage, costs, distress or inconvenience suffered by you or any other person, or loss or damage to any property.
- 21.2 Refusals or service disruptions – To the extent permitted by law we are not liable for any breach of contract, negligence or otherwise for any losses, damage, costs, distress or inconvenience if we refuse to allow you to travel, or to travel with any luggage or other item, or if our services depart early, arrive late, are cancelled, miss stops, wharves or stations or terminate early or for any other effects of a service disruption.

## 22. Definitions

When used in these conditions the following terms have the meaning beside them:

**“Accessible Concession”** is a concession available to people who are blind or disabled and who have valid ID (Total Mobility Card or Foundation of the Blind ID).

**“Carer”** is someone travelling with a person with a disability who needs to travel with that person to facilitate their travel.

**“Journey”** refers to travel between an origin and a destination which may involve one trip, or multiple linked trips on more than one vehicle.

**“Metlink”** is the operating brand name of public transport services managed by Wellington Regional Council.

**“Mobility device”** refers to any mobility scooter or other personal mobility device in which a passenger remains seated and is self-propelled or electronically powered.

**“Off-peak”** periods are between 9 am and 3 pm and after 6:30 pm on weekdays and all day on weekends and public holidays.

**“Operator”** refers to an operator appointed by us to provide public transport services under a PTOM Partnering Contract. A list of such operators can be found at [metlink.org.nz/greater-transport-greater-wellington/new-contracts-for-rail-and-buses/](http://metlink.org.nz/greater-transport-greater-wellington/new-contracts-for-rail-and-buses/)

**“PTOM Partnering Contract”** refers to a contract between Wellington Regional Council and an Operator of rail or bus services entered into in accordance with the Public Transport Operating Model and the Land Transport Management Act 2003.

**“Snapper Card”** is a contactless smart card issued by Snapper Services Limited that can be used for payment for bus travel in Wellington.

**“SuperGold Card”** is a discounts and concessions card for seniors and veterans issued by the Ministry for Social Development.

**“Ticket”** refers to a right to travel, which may be in the form of a paper ticket (such as cash tickets, 10-trip tickets, and monthly passes) or a validated Snapper Card, or SuperGold Card, and may also require a proof of entitlement.

**“Trip”** refers to travel on one Vehicle between two locations.

**“Vehicle”** is a reference to a Metlink bus or train, including, in the case of rail vehicles, any bus replacement service, as applicable.

**“We”, “us”, “our” or “staff”** means Wellington Regional Council, or an Operator including employees or contractors of either Wellington Regional Council or an Operator.

**“Wellington Regional Council”** is also known as Greater Wellington Regional Council.

**“You” or “your”** means any passenger using a Vehicle or a person who is on premises that form part of the Metlink public transport network.





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**Committee** Sustainable Transport  
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## **General Managers' report to the Sustainable Transport Committee on 21 March 2018**

### **1. Purpose**

To inform the Committee of Greater Wellington Regional Council's (GWRC) activities relating to the Committee's areas of responsibility.

This report provides information on key work programmes and linkages between transport projects, programmes and the strategic framework. It is complemented from time to time by other reports, such as quarterly and annual reports.

### **2. Key issues**

#### **2.1 Regional Land Transport Plan and Government Policy Statement**

Targeted consultation on the proposed updates to years 3-6 of the programme in the Regional Land Transport Plan closed on 12 March. A summary of the submissions will be made available in April.

A revised draft Government Policy Statement on Land Transport 2018 is expected in March, which will influence the draft programme.

On 15 February the Minister of Transport provided further information on the new priorities likely to be reflected in the draft Government Policy Statement. These priorities are:

- A safe system, free of death and serious injury
- Improving access to move towards more liveable cities and thriving regions
- Ensuring the land transport system enables better environmental outcomes
- Delivers best possible value for money.

The Minister also outlined his expectation that the draft Government Policy Statement include themes around:

- A mode neutral approach to transport planning and investment decisions
- Incorporating technology and innovation
- Integrating land use and transport planning and delivery.

The NZ Transport Agency has outlined the process that will follow the release of the Government Policy Statement. This includes an update to the investment assessment framework which is part of the prioritisation of large new improvement projects. The NZ Transport Agency Board will recommend adoption of an updated State Highway Investment Proposal reflecting the new government priorities for consultation at its April meeting.

The Regional Transport Committee will consider the revised draft Government Policy Statement, updated State Highway Investment Proposal, and feedback from the consultation before it finalises the Regional Land Transport Plan update. It is expected that these developments will result in the need for the Regional Transport Committee to agree a reprioritised list of large new improvement projects in the draft programme at its April meeting.

## **2.2 Customer engagement for bus network changes**

Preparation of route maps and data assembly for customer timetables is well underway. On-street customer information at bus stops is being prepared and on-track.

Phase 1 of Metlink's information rollout on the network and other changes to bus services commenced on 7 March. Further information phases will follow over the next few months to ensure customers have the information they need to understand how changes may affect them and their journeys.

The main changes are the roll-out of Snapper for all bus services across the region, changes to fares and changes to bus routes and timetables. Bus route changes are most significant in Wellington city, and will be in effect from 15 July 2018.

## **3. Significant issues and projects**

### **3.1 Park and ride strategy**

Good progress has been made on the technical work needed to inform development of a strategy to guide how GWRC invests in, and manages, park and ride facilities. The technical reports are organised around the following questions, with the first two reports complete and the remainder in draft form:

- Why do we invest in park and ride?
- When is park and ride the appropriate intervention?
- Where should we invest in park and ride to maximise benefits?
- How should we manage our park and ride facilities?

The draft strategy (once developed) will be reported to Committee, prior to wider engagement with the public.

### **3.2 Let's Get Wellington Moving**

More than 2,000 pieces of feedback were received from individuals, interest groups and stakeholders as part of the recent engagement on scenarios for the Let's Get Wellington Moving (LGWM) programme. An independent consultant, Global Research, was commissioned to analyse and report on the responses.

Councillors received a briefing on the engagement feedback at a workshop on 1 March 2018. A report summarising the feedback, including key themes and scenario preferences, was released on 13 March.

Global Research has identified nine key themes from the feedback:

- Support for better public transport – now and long-term
- Universal support for less congestion
- Widespread support for walking and cycling improvements and priority
- Opposition to new infrastructure that encourages car use
- A regional, integrated approach is required
- It is time to act, while being mindful of cost
- Future-proofed solutions are required
- Basin traffic flow issues need to be solved, but diverse views are held
- Wellington-specific solutions required

In the public engagement, LGWM invited people to express a preference for one of the four scenarios, which build on each other. Of the responses expressing a preference:

- 560 were for Scenario A
- 216 were for Scenario B
- 193 were for scenario C
- 635 were for scenario D

More detailed information about the public engagement is available on the LGWM website [www.getwellymoving.co.nz](http://www.getwellymoving.co.nz)

Feedback from the engagement will be used to help guide further work to develop a recommended programme of investment. The recommended programme is unlikely to be one of the four scenarios as presented. It will include parts of the scenarios, as well as other elements supported by the public feedback and ongoing work. This includes further investigation of options to achieve a step change in public transport for Wellington City.

### **3.3 Bus contracts and transition**

#### **3.3.1 Bus contract negotiations**

Final contract details are being negotiated with NZ Bus to enable formal contract execution, which will signal the conclusion of the procurement process for all bus operating contracts under the Public Transport Operating Model (PTOM).

#### **3.3.2 Transition activities**

Transition activities with all four operators – NZ Bus, Tranzit, Uzabus and Mana – are progressing to schedule.

Tranzit is still working with Wellington City Council to progress its resource consent application for the installation of electric bus charging poles and associated equipment at the Island Bay bus terminus in Reef Street.

#### **3.3.3 Fleet**

Tranzit has achieved certification of its first single deck electric buses and these have been brought to Wellington, with demonstration rides provided to stakeholders. These buses are the same platform as the electric double deckers for Tranzit's Wellington contracts. The electric double deckers remain on schedule to enter service in mid-July.

Tranzit's first batch of twelve buses manufactured by Optare in the UK are presently on a ship and due to arrive in NZ by the end of March. The second batch of 27 buses is due to be shipped from the UK this month.

NZ Bus and Mana have commenced refurbishment of their existing fleet that will be used to deliver services in the new PTOM contracts. This predominantly involves painting bus exteriors in new Metlink livery. This work will be done over the next few months and the buses will re-enter existing service (pre-PTOM) in the new livery, as needed. The first of these buses in the new Metlink colours is expected to re-enter service in mid-March.

At the Sustainable Transport Committee meeting of 5 December 2017, the Committee requested that the Chief Executive report back on the profile of all buses currently operating in the Wellington Region and the impact on emissions profile if NZ Bus does not have 50% new buses operating during the PTOM and bus transition period. Officers responded to these requests at the Council workshop of 7 February 2018. The presentation is provided as [Attachment 1](#) to this report.

### **3.4 Rail operations**

#### **3.4.1 Wairarapa line performance**

Performance on the Wairarapa line has again been affected by some network issues during February. Ongoing signal faults at Ava and Featherston and ongoing overhead power issues at Wellington Station significantly affected services again. Transdev is in the final stages of investigating options to improve capacity, primarily by making the two types of train carriage compatible, but Transdev has also investigated increasing the busiest service to

nine carriages (rather than eight). This will have some operational impact as some platforms are not long enough for nine carriages – testing is expected to take place in March.

The air conditioning issues on the carriages were resolved with some modifications to the ducting, and the change in the weather. Further work is on-going to reduce the cool draughts customers can feel in certain locations within the carriage.

Improvements to communications for Wairarapa customers are being developed, with a view to improving the timeliness and relevance of messages when disruptions occur. Supporting this is the placement of a Metlink communications officer within the Transdev Control Centre and customer research to better understand Wairarapa commuter requirements. These actions will also inform a long-term communications plan around Wairarapa line improvements.

An independent investigation being undertaken by SNC-Lavalin into rolling stock issues on the Wairarapa Line is progressing well, with the report expected to be completed in April 2018.

#### 3.4.2 Rail Timetable Change

The new rail timetable is due to be implemented on 15<sup>th</sup> July. This timetable will increase train services on the Kapiti Line, including the introduction of a 20 minute frequency during the inter-peak (between morning and afternoon peak periods), instead of the current 30 minutes.

The final timetables have been agreed and we are currently working with the marketing team to ensure that all timetables, on-platform and printed, are delivered as and when required.

#### 3.4.3 Ava

Work to replace the earthquake-damaged pedestrian bridge at Ava Station is underway, however delays in receiving construction materials and railway network access issues have pushed the completion date from late March to July 2018. The passenger shelter at Ava has been replaced to provide improved shelter, visibility and security.

#### 3.4.4 Park and ride expansions

The Pomare park and ride 36-space expansion has been completed, and is now open and fully occupied most weekdays.

The Porirua Park and Ride northern extension has been redesigned to accommodate rain gardens. Construction is expected to start in early April. Upon completion, the Porirua Park and Ride will contain three different stormwater treatment methods – rain gardens, up-flow filter, and downstream defenders. A case study will be undertaken to compare water quality and operational advantages and disadvantages for each approach.

### 3.4.5 Asset condition and vandalism

Historically the Taita Station has been the worst station affected by graffiti attacks, with up to 100 instances of graffiti per month. However, since the recent refurbishment of the station, which also included the installation of CCTV cameras, the level of wilful damage at the station has dropped significantly, during February 2018 the station received no wilful damage.

Officers are in the final stages of discussions with Māori wardens to occupy the station, to further increase community ownership of the station and surrounding area.

## 3.5 Sustainable transport

Two major initiatives encouraging active travel to work and school took place in February and March.

NZTA's second year sponsoring the national Aotearoa Bike Challenge resulted in a large increase in recorded cycling activity over the month of February throughout the country. The event is a workplace challenge and in the Wellington region, a total of 287 organisations registered for the challenge which is 120 more than last year. Over 2,400 people participated compared with about 1,900 last year. People needed to log their rides and many participated in events and competitions throughout the month. Over four hundred new riders (people who haven't ridden in the last 12 months) participated in the challenge.

The challenge was successfully co-delivered by GWRC and Wellington City Council. GWRC placed first in the Wellington region for organisations with between 500 and 2,000 employees and was second nationally. There was a much higher level of engagement on social media with people posting photos and comments.

This year's active travel to school initiative, Movin'March, has a record 91 schools currently registered. This is 21 schools more than last year and shows how positively this initiative is viewed by schools. It is promoted to the schools through e-mail, social media and by GWRC's local council partners. Children record their travel to school on passports and go into the draw to win prizes. There are also competitions for parents and schools to take photos, and share messages and information.

## 4. Responses to public participation

### 4.1 14 February 2018

Mr Minty Hunter spoke to item 7 on the agenda, Wairarapa Rail Performance, with a focus on increasing the number of services. Transdev and GW officers spoke to Mr Hunter to better understand his ideas and offered to provide him with additional information.

## 5. The decision-making process and significance

No decision is being sought in this report.

## 5.1 Engagement

Engagement on this matter is not necessary.

## 6. Recommendations

*That the Committee:*

1. *Receives the report.*
2. *Notes the content of the report.*

Report approved by:

**Wayne Hastie**  
General Manager,  
Public Transport

Report approved by:

**Luke Troy**  
General Manager,  
Strategy

**Attachment 1:** Presentation to Council workshop - bus fleet emissions 7 Feb 2018



## **BUS FLEET EMISSIONS IN PTOM TRANSITION**

**Andrew Cooper, Programme Director – Bus Services Transformation**

**February 2018**



## Purpose

To respond to STC's request for:

- i) Responses from the bus operators regarding the profile of classification of all buses currently operating in the Wellington Region.
- ii) An estimated impact on emissions profile if NZ Bus do not have 50% new buses operating during the PTOM and bus transition period.



metlink

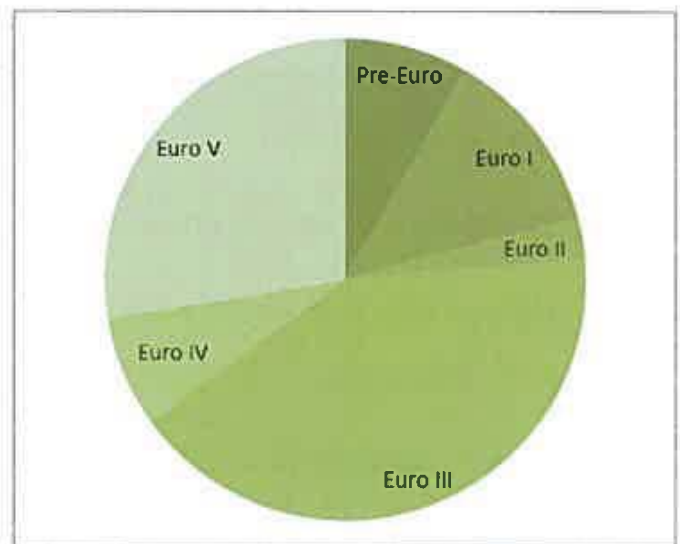
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REGIONAL COUNCIL  
Te Pahi Māori Toki

## Current bus emissions profile (from operator stocktake)

Euro standard	Total
Pre-Euro	36
Euro I	54
Euro II	12
Euro III	178
Euro IV	32*
Euro V	119*
<b>Total</b>	<b>431</b>



\* Include Trolley replacements from Akld comprising  
11 x Euro 4 and 30 x Euro 5



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## Transition to the future

Majority of current fleet will be replaced by 15 July 2018

NZ Bus and Mana require 'interim' fleet due to DAU negotiations delaying their ability to order new fleet

- Mana interim fleet replaced with new Euro VI buses by end Oct 18
- NZ Bus interim fleet replaced by new Euro V buses by Jan 19 and 57 x Wrightspeed (or equivalent) subject to development progress

Additional 22 electric buses phased in by Tranzit by July 2021

Opportunity to phase in more electric buses as fleet grows to meet demand and older buses are replaced during contract term.



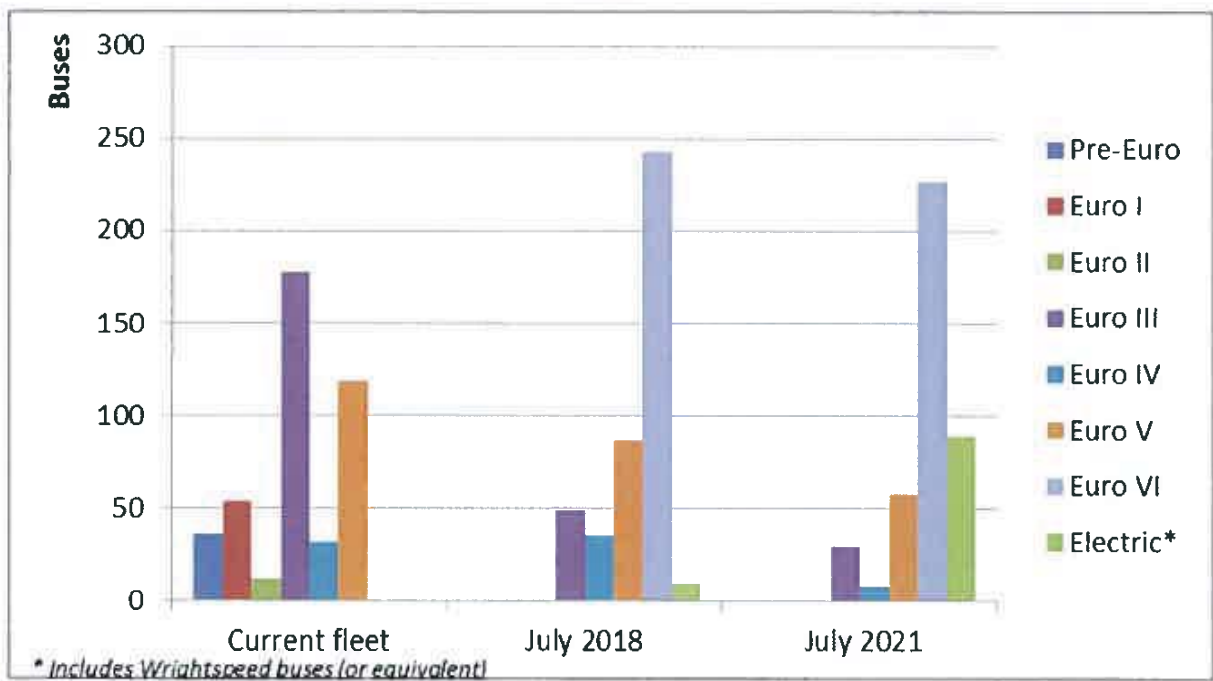
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## Transition to the future

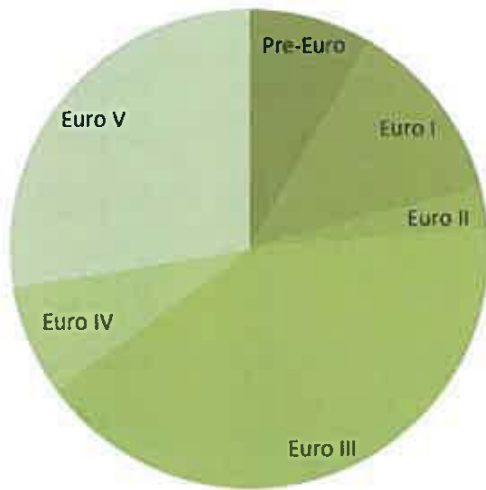


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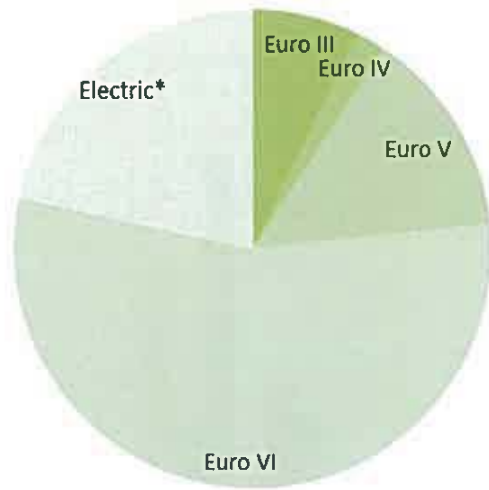


## Transition to the future

Current fleet  
(Dec 2017)



July 2021



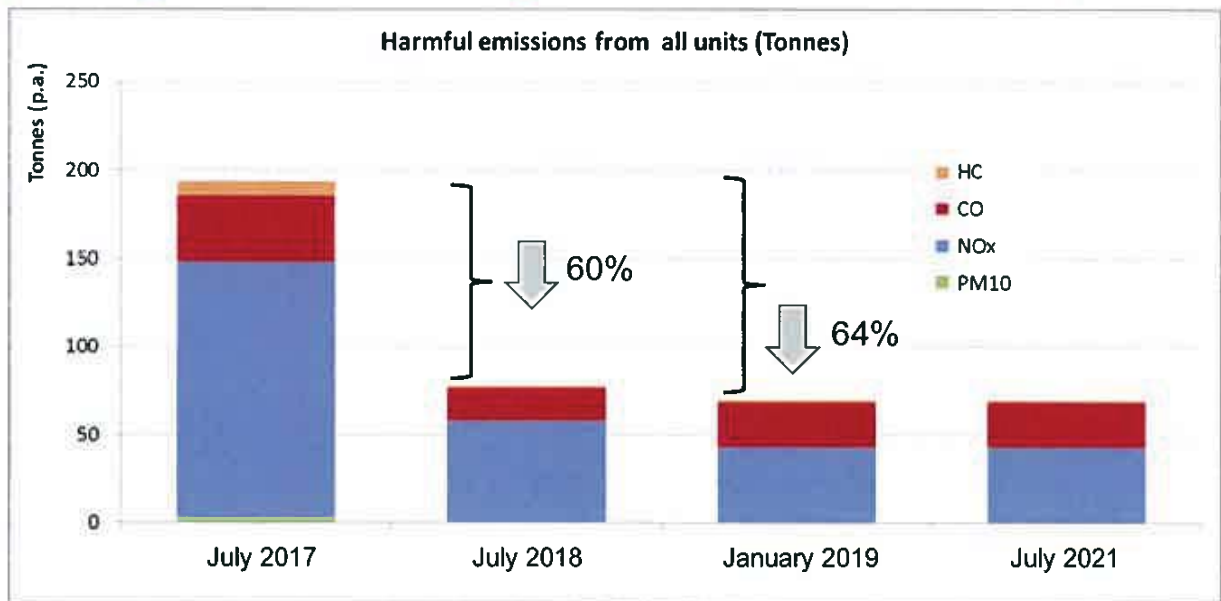
\* Includes Wrightspeed buses (or equivalent)



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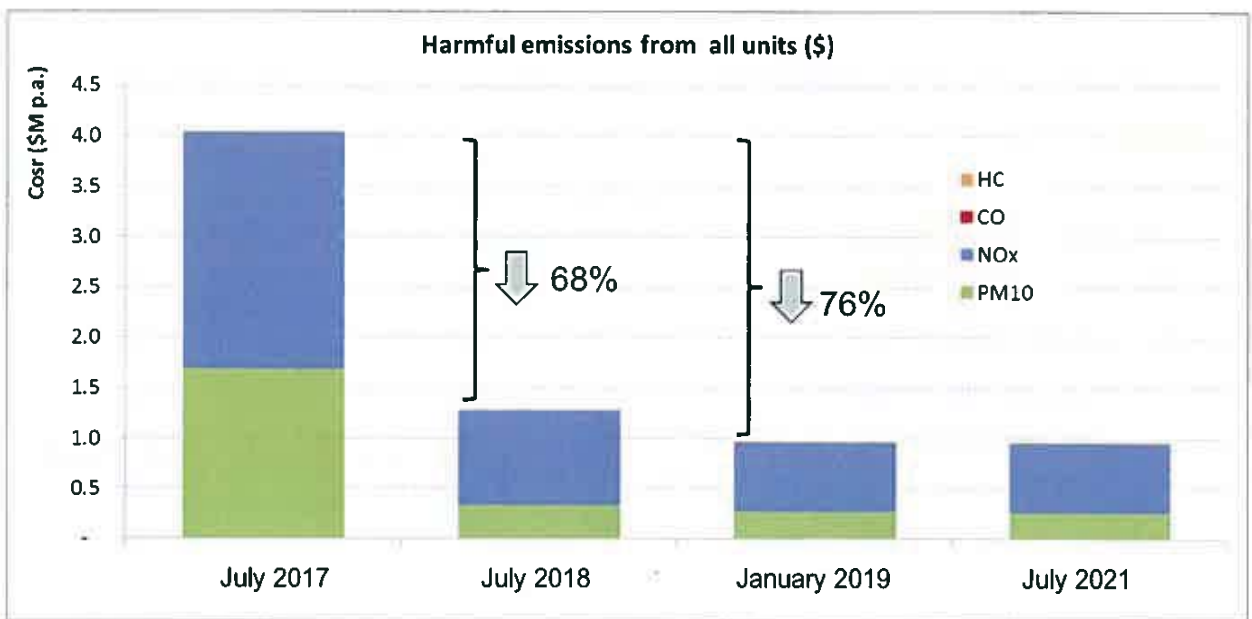
## Impact of delay to NZ Bus 50% new fleet (using actual change in tonnes emitted)



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## Impact of delay to NZ Bus 50% new fleet (using social cost impact value)



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# Questions?



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