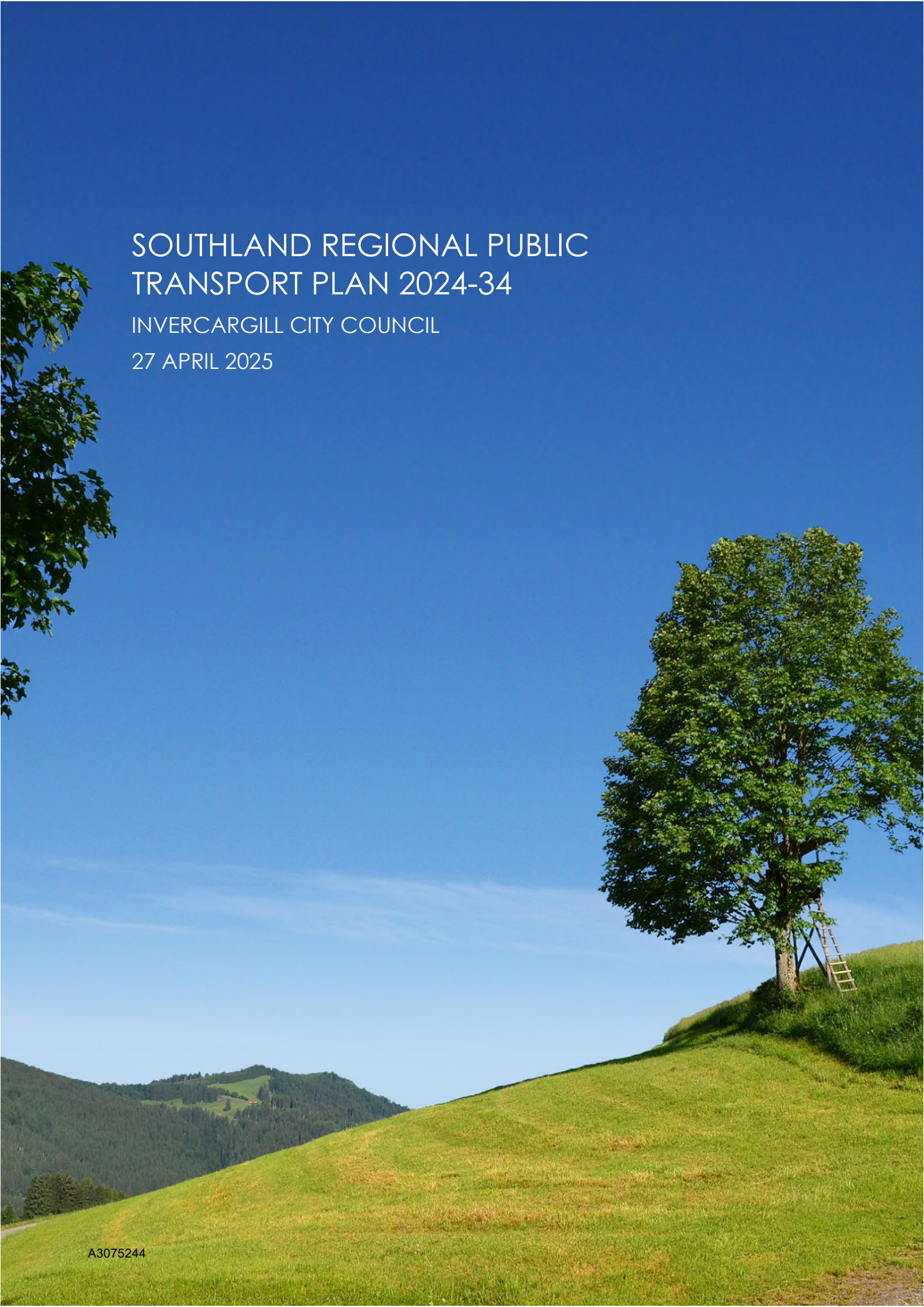
SOUTHLAND REGIONAL PUBLIC TRANSPORT PLAN 2024-34

INVERCARGILL CITY COUNCIL

27 APRIL 2025



A3075244

This document has been prepared for the benefit of Invercargill City Council.

Executive Summary

This Southland Regional Public Transport Plan (RPTP) has been prepared by Invercargill City Council (ICC) under delegation from Environment Southland. It lays out the future direction of public transport in Invercargill and the wider Southland Region for the next 10 years (2024-2034).

The 2021-31 RPTP was developed in collaboration with Environment Southland (ES) Gore District Council (GDC) and Southland District Council (SDC), and partnered with Southland's public transport operator and small passenger vehicle companies, to determine a collective and region wide approach that responds to Southland's changing public transport needs and regional public transport priorities. This update to the 2024-34 RPTP included engagement with our wider stakeholders including a Regional Public Transport Hui held on the 13th November 2024, and has been developed in accordance with NZ Transport Agency Waka Kotahi (NZTA) 2024 guidance.

Three priorities have been agreed:

Priority 1: Ensuring equitable access to essential goods and services
Invercargill and Southland have a high percentage of older people, children and people with disabilities for whom public transport provides vital access to employment, education, shops, social and health facilities. Outside the Invercargill urban area, communities are dispersed, leaving many physically isolated from basic community services and vulnerable to changing circumstances. This RPTP aims to ensure equitable access is provided to essential goods and services through continuous service improvement and innovation, so that the varying needs of Southland's dispersed population can increasingly be met.

Priority 2: Achieving value for money
Prior to COVID 19, patronage on Invercargill's bus service was declining since service changes were implemented in 2012. However, patronage has been increasing since 2020 following network and timetable changes in Invercargill that have made services more convenient for more people. It has also expanded on the use of technology and promoted the Bee Card smart ticketing system. However, the new farebox recovery targets for Invercargill, recently set by NZTA, highlight the need to further increase patronage by a substantial amount. Moreover, given the new farebox recovery targets are high, relative to existing targets, conversations around alternative funding sources (such as commercial revenue) will likely be required to ensure maintenance and expansion of PT services in Southland. Total Mobility will continue to be provided and costs of the scheme to ICC monitored on an ongoing basis and adjusted as required. At the same time, ICC will continue to work to achieve an appropriate balance between delivery and value for money.

Priority 3: Responding to environmental priorities
The national direction to reduce emissions to net zero by 2050 presents both a challenge and an opportunity for this RPTP. With the government requirement under the Emissions Reduction Plan 2026-30 that all new buses introduced after 1 July 2025 must be zero emissions, ICC will work with operators to understand how this will be realised and communicate these options to local communities to start a conversation about sustainable transport. This will include contextualising public transport within the overall transport system. In other words, considering all parts of a journey and recognising that a better public transport system (i.e., one that attracts patrons and is able to be used by a wide range of people) will reduce reliance on private vehicles and will therefore help to shape a more sustainable transport system overall.

Action Plan Summary
In the short (1-3 years) term, the focus will be on consolidating and improving Invercargill's recently introduced bus network, bus smart terminus and ticketing system. During this period, opportunities to improve services includes exploring more frequent services, stronger linkages to Bluff and Rakiura, better provision for the disability sector, scoping on-demand services, and improved information provision and infrastructure. In the medium (4-10 years) term, opportunities to further improve services, including for investment in new services that meet wider Southland communities' needs, will be tested.

Supporting objectives and policies will enable delivery of public transport services and help achieve the overall outcomes of:

- Accessible and integrated public transport for all members of the community
- A quality public transport service that will continue to grow patronage
- Sustainable public transport that is affordable and provides value for money

- Making services easier to understand and use through up to date and accurate information including continuous improvements.

To stay on track and ensure success, the RPTP will be monitored and performance measured against established targets including growth in patronage, improved customer ratings and higher farebox revenue. These results will be regularly reported to the relevant Councils and region's Total Mobility Committee.

Glossary

Term	Full Name
ACC	Accident Compensation Corporation
CBD	Central Business District
COVID-19	2019 novel coronavirus
ES	Environment Southland
GDC	Gore District Council
GPS	Government Policy Statement
ICC	Invercargill City Council
ILM	Investment Logic Map
LTMA	Land Transport Management Act 2003
NLTP	National Land Transport Programme
NZEECS	New Zealand Energy Efficiency and Conservation Strategy
NZTA	NZ Transport Agency Waka Kotahi
RLTP	Regional Land Transport Plan
RPTP	Regional Public Transport Plan
SDC	Southland District Council

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1. Introduction

This Southland Regional Public Transport Plan (RPTP or 'Plan') has been prepared by Invercargill City Council (ICC) under delegation from Environment Southland. ICC has managed regional public transport for Southland under delegation since 2002.

The RPTP is a strategic document that sets out ICC's objectives and policies for delivering public transport in Invercargill and the wider Southland Region for the next 10 years (2024-2034). It describes the current services and the policies which those services will operate under. It also explains how ICC will work in partnership with operators, neighbouring territorial authorities and Environment Southland (ES). Any changes to the plan will be managed in accordance with ICC's Significance Policy in Appendix A.

The Plan is consistent with the 2024 update to the joint Otago Southland Regional Land Transport Plan 2024-34 and Waka Kotahi NZ Transport Agency (NZTA) guidelines issued in 2024[1]. Part 5 of the Land Transport Management Act (LTMA) provides a definition of the types of public transport services covered by this plan.

This Plan replaces the Southland RPTP (2021-2031) adopted in 2021.

1.1 Purpose and Principles

This statutory plan provides a means for councils, transport operators and stakeholders to work together to develop and improve public transport services and infrastructure in Southland Region, while also enabling public input into the design and operation of Southland public transport system.

The purpose of the plan and principles for public transport services are defined in the Land Transport Management Act 2003 (LTMA). The purpose of the plan is to:

- describe the public transport services that are integral to the public transport network
- define the policies and procedures that apply to those public transport services
- identify the information and infrastructure that support public transport services.

The principles guiding delivery of public transport services are:

- The Council, the Transport Agency and public transport operators should work in partnership and collaborate with territorial authorities to deliver the regional public transport services and infrastructure necessary to meet the needs of passengers.
- The provision of public transport services should be coordinated with the aim of achieving the levels of integration, reliability, frequency, and coverage necessary to encourage passenger growth.
- Competitors should have access to regional public transport markets to increase confidence that public transport services are priced efficiently.
- Incentives should exist to reduce reliance on public subsidies to cover the cost of providing public transport services.
- The planning and procurement of public transport services should be transparent[2].
- The planning and provision of public transport services should support mode shift to public transport, and reduce reliance on single occupant vehicles and associated environmental and health impacts.
- Embracing technology to support the planning, procurement and delivery of public transport services.

[1] https://www.nzta.govt.nz/assets/resources/guidelines-for-regional-public-transport-plans/docs/2024-development-guidelines-for-regional-public-transport-plans.pdf

[2] Refer to ICC's Transport Procurement Strategy 2022-25 for detail on public transport service procurement

1.2 Collaboration and Partnership

The 2021-31 RPTP was prepared in collaboration with ES, Gore District Council (GDC) and Southland District Council (SDC). Initial discussions relating to the scope of the plan highlighted that public transport provision continues to be the focus of ICC. However, it also highlighted the need for collective and region wide public engagement, throughout the life of this plan, to increase the understanding of the region's changing public transport needs. This update to the 2024-34 RPTP included engagement with our wider stakeholders including a Regional Public Transport Hui held on the 13th November 2024. Our stakeholders who provided input though the Hui are:

- Active Southland
- Age Concern
- Bluff Community Board
- Bus Smart
- Combined Disability
- CCS Disability Action
- Deaf Community Southland
- Environment Southland
- Gore District Council
- Invercargill City Council
- Migrant Network
- S.O.A.R. (Securing Our Aspirational Realities).

The 2021-31 RPTP was prepared in partnership with Southland's operator and small passenger vehicle companies. At the time of preparing the 2024-34 RPTP the future services were out to tender and further engagement was not undertaken. However, ICC recognises that operators have a unique and close perspective on how the service is performing and on what improvements might be made.

Region wide governance of the Total Mobility scheme is provided by a Total Mobility Committee. The Committee is comprised of representatives from the Small Passenger Transport companies, as well as disability organisations and the local authorities in whose areas the scheme operates. This Committee has provided a useful forum for seeking input into the preparation of this RPTP.

2. Strategic Context

2.1 Regional Overview

The Southland region comprises the south-western portion of the South Island and Stewart Island/Rakiura. The maps in Figure 2-1 show the boundary of the Southland Region, with territorial authority inserts for Southland District, Gore District and the City of Invercargill.

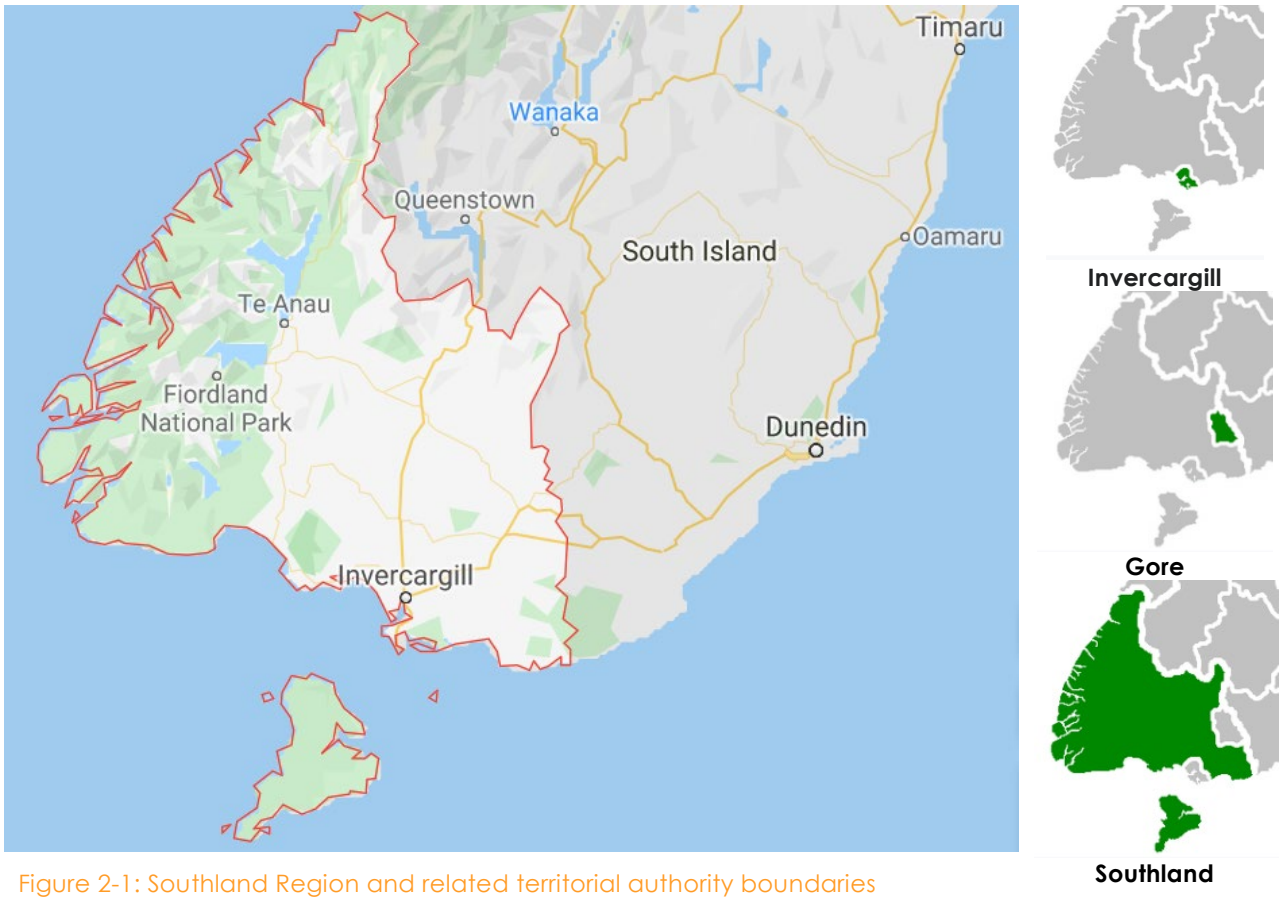


Figure 2-1: Southland Region and related territorial authority boundaries

Invercargill is a small, compact city. It is the commercial centre of the Southland Region, and has a full range of banking, social services, and education, health and transport services. The Invercargill City area includes the township of Bluff.

Gore District is also relatively small. Gore is the main centre in the district, and service town for the surrounding farming communities.

Southland District, by comparison, is large and covers the majority of the Region. Southland District includes Stewart Island/Rakiura and two of New Zealand's largest national parks - Fiordland National Park, and Rakiura National Park (which covers most of Stewart Island).

Most of Southland's population of approximately 100,000 usual residents is concentrated on the eastern Southland Plains. The western part of the region is almost totally devoid of permanent human settlement, making Southland one of New Zealand's most sparsely populated regions. Many communities have to travel a long distance to essential services. Table 2-1 below shows the travel distances between Invercargill, with over half the region's total population, and the Southland Region's six largest towns.

Table 2-1: Main Centres in Southland - Population and Distance

Urban Centre	Territorial Authority	Population (NZ Census 2023)[3]	% of region	Km to Invercargill	Km to Gore (if closest centre)
Invercargill	Invercargill	48,990	48.9%	0	
Gore	Gore	8,180	8.2%	63 km	
Winton	Southland	2,480	2.5%	30 km	
Te Anau	Southland	2,750	2.7%	150 km	136 km
Bluff	Invercargill	1,800	1.8%	31 km	
Mataura	Gore	1,6509	1.6%	50 km	13 km
Riverton	Southland	1,710	1.7%	40 km	

There are many other settlements spread across the region, but none have a population greater than 1,000. Southland Region has a rural population twice the national average, however this is still only a little more than a quarter of the total regional population.

The map in Figure 2-2 below shows the distribution of main communities in the Southland District.



Figure 2-2: Southland Region main urban centres and settlements

Public transport services are currently predominantly urban in focus, however the region is a diverse mix of urban centres, rural service towns and outlying rural areas, with generally low population densities. There are relatively low to no levels of congestion experienced on the urban transport network relative to larger centres in the New Zealand context. This makes it difficult for public transport to compete with private vehicle use in providing convenient and direct access to essential services in urban centres.

The rural nature of much of Southland also provides a challenge for expanding public transport services beyond the main urban centres. Low density rural areas coupled with the largely free-flowing regional transport network precludes providing affordable and attractive public transport offerings.

[3] 2023 Census usually resident population (rounded to nearest 10)

2.3 Strategic Alignment

This Plan has been prepared to align with national and regional direction for public transport. This alignment is set out in Table 2-2. A summary assessment of relevant local strategies, policies and plans is in Appendix B.

Table 2-2: Strategic Alignment (National and Regional direction)

Document	Relevance
Land Transport Management Act 2003 (and subsequent amendments)	Part 5 sets out the statutory provisions relating to the regulation and management of public transport. The amended LTMA requires that an RPTP identifies, in partnership with key stakeholders, integral services and units and sets out supporting objectives and policies; is developed in partnership and collaboration; contains a significance policy and aligns with the relevant RLTP. It also requires the RPTP to identify groups of people that will be considered 'Transport Disadvantaged' and describe how it will assist them in overcoming the transport challenges they face. Transport disadvantage, if not addressed, has a negative impact on people's lives, resulting in social exclusion, poor health and quality of life outcomes. The public transport system described in this Plan seeks to provide for the accessibility needs of the Region's transport disadvantaged. Other transport solutions for groups and/or communities with specific needs include: • Continued support for the national SuperGold Card off-peak free travel scheme • Continued provision of the Total Mobility scheme in both Invercargill and Gore • School bus services where appropriate • Support for trials e.g., on demand services. The LTMA also requires that every RPTP take into account any national Energy Efficiency and Conservation Strategy (NZEECS). The NZEECS promotes energy efficiency, energy conservation and renewable energy in New Zealand. The objective for the transport sector is 'a more energy efficient transport system, with a greater diversity of fuels and alternative energy technologies. This RPTP contributes to this NZEECS by including policies to increase public transport mode share and encourage a shift towards reduced transport energy consumption and lower emission buses.
Government Policy Statement on Land Transport 2024 (GPS)	Sets out the government's outcomes and priorities for the land transport sector and its broad transport funding allocations over the next decade. Influences decisions on how money will be invested through the National Land Transport Programme (NLTP) across activity classes, including public transport. This RPTP contributes to the GPS (2024) priority around **Value for Money** by focusing on increasing farebox recovery and third-party funding; **Safety,** recognising that increasing access to safer modes of travel (e.g. public transport) can improve road safety; and by enabling better travel choices and resilience to support **Economic Growth and Productivity.**
Climate Change Response (Zero Carbon) Amendment Act (2019)	Provides a framework by which New Zealand can develop and implement clear and stable climate change policies. Sets a new domestic greenhouse gas emissions reduction target for New Zealand to reduce net emissions of all greenhouse gases (except biogenic methane) to zero by 2050.

Document	Relevance
	This RPTP contributes to this goal by recognising the importance of environmental outcomes for Southland and establishing an action plan that helps transition Southland's transport system towards low emission targets.
Aotearoa New Zealand's First Emissions Reduction Plan	Recognises that the transport sector is one of New Zealand's largest sources of greenhouse gas emissions. It contains three focus areas to reduce transport emissions: 1. Reduce reliance on cars and support people to walk, cycle and use public transport 2. Rapidly adopt low emissions vehicles 3. Begin work now to decarbonise heavy transport and freight There are four transport targets to support these focus areas: 1. Target 1 Reduce total kilometres travelled by the light fleet by 20 per cent by 2035 through improved urban form and providing better travel options. 2. Target 2 – Increase zero-emissions vehicles to 30 per cent of the light fleet by 2035. 3. Target 3 – Reduce emissions from freight transport by 35 per cent by 2035. 4. Target 4 – Reduce the emissions intensity of transport fuel by 10 per cent by 2035. This RPTP aligns with the direction of the Emissions Reduction Plan by supporting investment into low emission buses in the short term, and electrification of buses in the long term, and reduces reliance on cars by supporting the use of public transport in Southland.
Land Transport Management Regulation of Public Transport Amendment Act 2024	Sets out the amendments to the Land Transport Management Act 2003. This RPTP reflects the changes to the Land Transport Management Act 2003 which includes new requirements that must be taken into account when preparing or reviewing a RPTP.
Mid-term Review Southland Regional Land Transport Plan 2021-2031(2024)	The Otago Southland Regional Land Transport Plans 2021-2031 underwent a mid-term review in 2024. It is jointly prepared to acknowledge the shared challenges and opportunities the two regions face. The plans provide insights into the current state of the transport networks, challenges faced and future investment priorities. This RPTP contributes to the long term (30 year) objectives set for land transport in Otago and Southland in relation to **Road safety** recognising that increasing access to safer modes of travel (e.g. public transport) can improve road safety, **Connectivity and Choice** by providing transport choice for people to get to employment and education, and **Environmental Sustainability** by supporting investment toward low emission buses in the short-medium term and electrification of buses in the long term and reducing reliance on private vehicles.

2.4 Funding for Public Transport

The GPS sets an expectation for increased private share revenue to support increased levels of public transport expenditure while reducing the pressure on ratepayers and taxpayers. As such ICC is required to increase the amount of private share i.e., passenger fares, private fare substitutes, commercial revenue or enforcement fees. The overall objective being to reduce the financial cost on rate and taxpayers.

Funding for public transport currently comes from three main sources:

- Fares: paid by customers to use public transport (farebox)
- Targeted rates: collected by ICC for services (both public transport and Total Mobility) and infrastructure (as this is local funding, it often gets called local share)
- Central government: via the National Land Transport Fund and SuperGold scheme.

The ability to fund public transport services from fares is driven by patronage and the fares that are paid. ICC has set fares to recover from customers what it considers to be a "fair and equitable" amount of what it costs to operate contracted public transport services. The NZTA previously had a farebox recovery policy that set a national farebox recovery target of no less than 50%, to be achieved over two three-year funding cycles from 2010. The policy was introduced with the objective of providing equitable cost sharing between public transport customers, local government funding and the NLTF. The national farebox recovery target was an aggregated national target at the time the policy was introduced, and it did not mean that every Council's PT network had to meet 50 percent farebox recovery. The larger metros covered the bulk of the costs and revenue to the point where small networks were inconsequential to achieving the target. However, in the decade to 2023, the private share contribution to operating costs of public transport has fallen significantly, due to both changing policy settings, the Covid-19 pandemic which impacted patronage (and therefore fares paid) and the subsequent half price fares policy that was introduced to increase patronage back to per-Covid levels as well as increasing operating costs (e.g., driver wages)

Following the release of the GPS 2024, including new ministerial expectations, NZTA proposed new and increasing nationwide farebox recovery targets for 2024/25, 2025/26 and 2026/27 which will require a substantial increase in patronage. The setting of regional targets with Public Transport Authorities are to be agreed between each Authority and NZTA. At the time of writing ICC and NZTA and negotiating the Southland region's targets.

The low patronage and low fares have not kept up with the costs of delivering public transport services and ICC is currently achieving approximately 9% fare box recovery, a figure which has dropped from 20.3% in 2018/19.

ICC's approach to farebox recovery is embedded in the objectives and policies of this Regional Public Transport Plan, in particular:

- Regular fare review and appropriate adjustments
- Initiatives to increase patronage
- Control of unit operating costs through efficient operating and procurement practices

Total Mobility funding is set regionally and funded by the Local Authority where the trip is generated (either Invercargill or Gore). Funding subsidy is set at 50% of the fare with a maximum subsidy of $50.00 (inc GST) per trip. In response to substantial increases in demand for Total Mobility ICC are (at the time of writing) in the process of reviewing Total Mobility budgets.

3. Southland Public Transport System

Southland's current public transport system includes the Invercargill City bus network and discounted travel system (RideWise), provided under the Total Mobility scheme, in Invercargill, Gore and Southland Districts.

3.1 Invercargill Bus Network

The Invercargill public bus network comprises one public transport Unit. It is made up of three through-routes (Waikiwi-Newfield, Hargest to Clifton and Waverley to Kingswell) detailed in **Appendix D**. These services depart from the BusSmart Terminus on Tay Street.

There are 15 services each weekday commencing at 7:20am and the final service departing at 5:20pm. The early morning and late afternoon runs operate every 30 minutes, and the middle of the day runs operate every 60 minutes.

On Saturdays, the southern routes each commence at 10:20am with the final service departing at 4:20pm, operating every 60 minutes and the northern routes each commence at 10:50am with the final service departing at 3:50pm, operating every 60 minutes. There are no services on Sunday and public holidays.

In addition, the Unit includes five school routes (Clarendon, Clifton, Newfield, Waikiwi and Windsor) and an additional weekday service (on two separate routes) to and from Southland Disability Enterprises, in the morning and evenings only.

All services are considered integral services[4] and all services operate as a single Unit. All services are urban and currently categorised as connector services under NZTA guidance[5] with the primary functions to:

- provide coverage enabling access to essential services, employment, education, social and cultural opportunities, and
- provide reliable lower frequency services all day across a broad geographic area.

At the time of preparing this Plan the Unit contract is out for tender and will be awarded in early 2025.
Bus infrastructure complements the integral urban services in the form of bus stop signage, and seats and shelters for patrons. At a minimum signage is provided to assist with wayfinding, and seats and shelters are provided for a more comfortable customer experience on inbound stops, particularly those where there is higher demand, where there is more likely to be elderly and/or less able patrons waiting, and where the bus stop is more exposed to the weather. A rolling programme of ongoing infrastructure improvements over time will further improve wayfinding and public transport customer experience.

3.2 Fare Structure

The current Invercargill bus fare structure was introduced in November 2019[6]. A $2 flat fare was introduced in 2019 to simplify the system and encourage use, since the previous fare structure with peak and off-peak fares was complex and potentially discouraging use. This has since increased to $2.20 to account for increased operating costs. Cash fares are currently $3 except for children up to 12 years of age who ride free.

ICC supports the SuperGold card scheme in accordance with the Transport Agency guidelines. Holders of Super Gold Cards travel free during off-peak hours (8:55am to 2:55pm weekdays and Saturdays), when their Bee Card has been loaded with a concession (linking their gold card number to the MSW database). Various other concessions are provided as shown in Table 3-1.

Table 3-1: Fare Structure (Invercargill Bus Network, Cards)

Card Type	Cost

[4] Those services that are identified in the RPTP. Only identified and integral services can be subsidised by NZTA and local authorities.

[5] Should more regular services be achievable in the future they may be re-categorised as frequent services.

[6] It is noted that between March 2022 and June 2023 all passengers received half price fares under a central government directive which later was restricted to half price fares for under 13 and/or under 25 year old passengers through to 2024.

Adult or unregistered Bee Card	$2.20
Child/Youth (0-12 years old)	FREE
Youth Plus (13-24)	$1.10 (50% discount off adult fare)
Bee Cards with Community Connect Concession	$1.10 (50% discount off adult fare)
Bee Cards with SuperGold Card Concession (travelling between 8:55am and 2:55pm)	FREE
SuperGold card holders (travelling between 8:55am and 2:55pm)	FREE
Community Services Card holders (with Community Connect loaded onto their Bee Card	50% discount

Table 3-2: Fare Structure (Invercargill Bus Network, Cash)

Rider type	Cost
Children under 5	FREE
All other riders	$3.00

The 'Bee Card' replaced the Otago/Southland's 'Bus Smart' card in mid-2020 with Invercargill going live in June 2020. The Bee Card is a tag on/tag off ticketing system that automatically calculates the correct fare, applies fare discounts or preapproved concessions. Further development of travel card options will emerge as NZTA's national ticketing solution known as Motu Move[7] evolves.

Future fare changes are likely to focus on ensuring an effective rollout of Motu Move to encourage use and a wider price variance between cash and card use. Fares will need to be gradually increased to meet operational cost increases and the new targeted farebox recovery.

3.3 Total Mobility

Total Mobility is a national transport scheme that provides subsidised licensed taxi services for eligible people who cannot use/ access public transport due to a physical, intellectual, psychological, sensory or neurological disability[8]. At the time of updating this Plan the Total Mobility Scheme is being reviewed by the Ministry of Transport. Subject to the outcome of this review, ICC may need to implement changes to the local implementation of the scheme in the future.

Total Mobility is currently available in Southland District, Gore District and Invercargill City. ICC administers the scheme, and each council funds travel for registered users from their district.

In addition to half-priced fares (up to a maximum subsidy of $50 per one-way trip), the scheme also subsidises vans capable of carrying people in wheelchairs. The subsidy provides an extra $10.00 (excluding GST) per trip, to cover the addition time and cost to operators of providing this service.

The Scheme also provides a subsidy to assist with the costs of installing the necessary equipment into vans to enable them to carry wheelchairs and mobility scooters. The maximum subsidy available for van conversions is up to $23,000 per van. There are a number of eligibility criteria for the subsidy. This is to protect the investment for Southland and ensure that vans remain in use within Southland.

[7] https://www.nzta.govt.nz/walking-cycling-and-public-transport/public-transport/national-ticketing-solution/motu-move/

[8] https://www.transport.govt.nz/area-of-interest/strategy-and-direction/total-mobility-scheme

Total Mobility customers travel using the RideWise electronic payment card. The Card provides an improved method of managing travel. It can be used in most other centres in New Zealand, ensuring less disruption and the need for multiple operating systems.

4. Regional Priorities

Development of this RPTP has focused on three top priorities for Invercargill and the Southland Region. These align with current national and regional direction for public transport. They also continue to respond to the problems identified during the Investment Logic Map (ILM) stakeholder workshop in 2017 when the business case for the prior RPTP was developed. The two problems identified in 2017 relate to access and value for money. These have been discussed with stakeholders at the 2024 transport hui and are updated accordingly.

4.1 Ensuring Equitable Access to Essential Goods and Services

Ensuring equitable access is the primary purpose of Southland's public transport system. This means that the public transport system needs to specifically accommodate the varying needs of the transport disadvantaged[9]. Public transport is provided to ensure that the basic needs of everyone in the community, particularly those without access to private transport, are met and that people can access essential goods and services including purchasing groceries, access to healthcare, education and employment centres.

There is a greater percentage of people aged 65 and over in Invercargill and Southland, than nationally. Older people are particularly vulnerable to social isolation due to loss of health, mobility, income or support networks. There are also slightly more children 15 years and under than nationally. This is the age group who are unable to drive.

There rates of disability in Invercargill and Southland are above the national aveage. In the 2023 census, Statistics NZ asked whether people had difficulty performing any of six basic universal activities (walking, seeing, hearing, cognition, self-care, and communication) to understand 'activity limitations'. A total of 8.9% of respondents in Southland Region reported one or move activity limitations which is higher than the national average of 8.1%. Southland Region also reported higher than national percentages of persons with a lot of difficulty or being unable to see (1.9% compared to 1.8%), a lot of difficulty or being unable to walk (4.1% compared to 3.2%) and experiencing a lot of difficulty or being unable to hear (2.2% compared to 1.7%).

The Southland Region also has higher proportions of persons aged 65 years and older as recorded in the 2023 census compared to national averages as shown in Table 4-1. This is particularly the case in Gore where 21.4% of the population are aged 65 or over.

	Under 15 years	15-29 years	30-64 years	65 years and over
NZ Total	18.7%	19.4%	45.3%	16.6%
Southland Region	18.9%	17.2%	45.4%	18.5%
Southland District	20.1%	15.8%	46.7%	17.4%
Gore District	18.1%	16.9%	43.6%	21.4%
Invercargill City	18.4%	18.0%	45.1%	18.4%

Table 4-1 2023 Census Usually Resident Population Percentage by Age (Life Cycle Groups)

Public transport also provides choice for people to access work, education, social and health facilities, and other activities such as retail services. In Invercargill and Southland this is very important where the communities are dispersed, and opportunities are centralised. Southland's primary care hospital is located in Invercargill, as are key agencies such as Ministry of Social Development, ACC and Ministry of Justice (High Court), and Southland's only Tertiary level education provider.

Given the Southland context, ensuring equitable access to essential goods and services is critical in ensuring all are given the opportunity to actively participate in society. This is because different people face different barriers to accessing public transport, and therefore people's needs differ. It is important that the public transport system recognises this, specifically that some people require more support than others to be able to access the public transport service. This could be because of one's physical condition, financial situation, or their geographic location.

Those living in Southland's small settlements and rural areas are physically isolated from basic community services. As a result, they have no transport alternatives to private car ownership. This makes them vulnerable

[9] See Appendix B for definition of transport disadvantaged.

to changing circumstances, for example if a private vehicle is out of service, they lose the ability to drive, or transport affordability changes due to reduced income or being forced to consume more travel costs than they can afford. Changes resulting in increased transport disadvantage, if not addressed, can have a negative impact on people's lives, resulting in social exclusion, poor health and quality of life outcomes.

The "Better Later Life – He Oranga Kaumātua 2019 to 2034 strategy" was launched in 2019 and replaces the Government's Positive Aging Strategy (2001). Better Late Life acknowledges the importance of access to public transport to support aging people living in a place they call home safely and where possible, independently. The strategy seeks for the public transport network to be improved so it better meets the needs of older people.

How to provide access to diverse communities and Southland's widely dispersed rural population is an ongoing challenge. From time to time these communities express an interest in a service and/or seek some sort of public transport support. A number of regions similar to Southland are providing or trialling new initiatives, such as on-demand services. On-demand services are a flexible service which moves away from the current fixed route model operated in Invercargill. They have the potential to provide access to essential services for those members of the public that have difficulty with the first mile and last mile of their public transport journey whether that be due to their location or their mobility. They have the potential to complement or supplement existing services, or to replace existing services much as they have done in Timaru with their MyWay service. On-demand services may be a good fit for Southland, but requires balanced consideration in light of the benefits of these services and the cost of service provision. Conversations are also occurring around how to connect areas such as Stewart Island / Rakiura and Bluff for both local and tourism trips, and these may be suitable candidates for fixed route or on-demand services alike.

It is also recognised that information on how to use public transport can be difficult to access and understand. This, coupled with relatively low awareness of the service generally, is likely to contribute to low patronage. Going forward, there will be ongoing conversations around how the legibility of and accessibility to information can be improved and how information systems (such as routing information) can be made more user-friendly. This will include consideration of how information is tailored to all members of the community, reflecting the concept of equitable access.

A key part of ensuring accessibility through this RPTP will be continuing the conversations we are having with the Invercargill and wider Southland Region community, to raise awareness of what access is available and to understand the community's needs.

4.2 Achieving Value for Money

The ongoing development and delivery of Southland's public transport service relies on the continued support of investment partners. Central and Local Government funding currently provides 91% of the total cost of Southland's public transport services.

Value for money is a principle driving all Government transport investment through the 2024 GPS and NLTP and a priority for ICC in balancing financial resources. Decisions based on value for money can limit services.

NZTA have recently set revised farebox recovery targets for Invercargill which are very high relative to current targets. The implication for ICC is that the cost pressure of providing public transport services will increase unless funding private share is increased substantially. This presents a significant challenge not only in the context of maintaining existing service provision, but also for providing expanded or new services. This is problematic given the discussions around extending / improving services to ensure equitable access for all. This presents a dichotomy and in practice is likely to mean that not all improvement initiatives can be delivered, even though they may deliver value or align with other priorities in this Plan. To address this, when considering changes to the service, ICC will consult with the community around their willingness to pay for improved, expanded or new services. This will ensure that cost remains a consideration when the public provide feedback and will help the community to better understand the costs associated with providing better services.

In terms of patronage, Invercargill's bus service carried 183,000 passengers in the 2018-19 financial year, a decline of 32% over the 2013-14 financial year, following changes to services in 2012. The trend from 2019 to

2020 showed a further decline with 165,000 trips[10]. Some of this decline can be attributed to route changes, timetable adjustments and loss of a free inner city bus. ICC responded to this decline by improving the customer experience. In addition to the simplified fare structure, ICC has worked with its operator to provide in-service improvements including free on-board Wi-Fi, real time travel information for journey planning and on-board journey information. Network and timetable changes were implemented following the smart ticketing changes.

It is positive to note that since then, the 2023/24 financial year saw a shift with patronage increasing again (from 165,000 trips in 2020/21 to 175,637 trips in 2023/24), and it is noted that this is a period over which patronage recovered following the impacts of COVID-19. Although this is a shift in the right direction, more work is needed to continue to increase patronage. This will help to reduce cost pressure on ICC in the face of increased farebox recovery targets set by NZTA, and to satisfy investors that they are getting value for money, which in turn will ensure continued support for Invercargill's public transport service.

Part of the way in which value for money can be better achieved is to ensure that services appeal to a wider sector of the community, rather than just those on low incomes, with disabilities, or without a car, SuperGold card holders and school students. Ongoing work to make the Invercargill bus network more attractive for regular users, such as by improving information accessibility, bus frequencies and general promotion of the service, will be important in increasing patronage. Together, this will form part of the conversation about the future transport system for Invercargill.

The region wide Total Mobility scheme, which provides transport assistance to people with disabilities, has proven to be effective in enhancing accessibility for those eligible to use the service. In that sense, it is regarded as being a successful initiative that has delivered value for those in need of transport assistance. However, at the same time, the Council's Total Mobility Budget (set circa $600k per annum) has been regularly exceeded because it is based on a lower forecast number of trips. However recognising the value delivered by the service, ICC has recently increased the level of funding for Total Mobility so that it is reflective of demand. This will be reviewed on an ongoing basis to ensure that the level of funding remains commensurate with demand.

There are 2,227 people in the Southland Region registered for the Total Mobility scheme in 2021. Approximately 103,366 trips were made in 2023/4 in Southland[11]. This corresponds to approximately one return journey per eligible person per fortnight. 91.5% of trips were made in the Invercargill service area and the remaining 8.5% in the Gore Service Area. Maintaining support for the Total Mobility scheme is a good opportunity to provide value for money to investors.

Provision of public transport continues to be supported by Invercargill rate payers. This is evident through Invercargill's Long-Term Planning and Annual Planning processes where public transport services continue to feature as a key part of Invercargill City's commitment to supporting its residents and their needs. In contrast, public transport has little if any profile for Southland District and Gore District Councils. This is evident in the councils' respective annual Residents Opinion Surveys. In 2017 Southland District Council received 328 responses to its Residents Opinion Survey, of which 1% (3 responses) noted public transport as an important issue the Council needed to address. Public transport was not prioritised by respondents in Gore's Residents Opinion Survey's between 2017-2019.

4.3 Responding to Environmental Priorities

The New Zealand Government has adopted a Zero Carbon Act which aims to reduce emissions to net zero by 2050. Transforming to a low carbon transport system that supports emission reductions is a key focus of the Emissions Reduction Plan. These national directions present both a challenge for Southland RPTP and an opportunity. The public transport system can play a role in this through:

- Transitioning to energy efficient low emission/electric buses, which will reduce carbon emissions from fuel, as well as reducing noise and improving air quality
- Providing a high-quality service that attracts motorists to use the bus instead of driving, leading to less cars on the road and lower carbon emissions.

These outcomes are reflected in the Southland Regional Air Plan (2016) which supports reducing vehicle emissions, the use of alternative fuels and promotion of public transport as ways to improve air quality in

[10]Estimated for COVID 19 Impacts

[11] https://www.nzta.govt.nz/planning-and-investment/learning-and-resources/transport-data/data-and-tools/

parts of Southland, including Invercargill and Gore, where ambient air quality is poor or has been degraded. Furthermore, in January 2021 the Government announced that it is committed to decarbonising the public transport bus fleet. As a result, by 2025, the Government will only allow zero-emission public transport buses to be purchased. The end target is for the national public transport bus fleet to be decarbonised by 2035.

The buses used in Invercargill have been on the network for approximately five years. The majority were repurposed from the Bay of Plenty region when the Tauranga bus fleet was changed. The current fleet includes nine buses meeting 'Euro IV' environmental standards[12] and eight buses having a rating less than Euro IV.

It will be important for ICC to work with operators over the next 10-year period (and include requirements in future contracts) to understand opportunities to improve the bus fleet for reduced emissions including meeting NZTA's requirements for any new buses[13] to meet the Euro VI standard prior to 1st July 2025, and for zero-emissions vehicles from 1st July 2025. It will also be important for ICC to communicate these opportunities to local communities to understand aspirations around sustainable transport. This will be particularly relevant if the availability of energy efficient low emission buses motivates customers to use public transport and helps grow patronage.

While transitioning to a low-emission bus fleet will directly reduce emissions, this needs to be coupled with contextualising public transport within the overall transport system. In other words, considering all parts of a journey and recognising that a better public transport system (i.e., one that attracts patrons and is able to be used by a wide range of people) will reduce reliance on private vehicles and will therefore help to shape a more sustainable transport system overall. This illustrates that a key driver of success relating to this priority will be in part determined by the success of the other two priorities in this plan (equitable access and value for money)

4.4 Summary

A careful balance will be needed to address the priorities of this RPTP. Maintaining and improving access is vital for the vulnerable members of Southland's communities and the transport disadvantaged. And to ensure ongoing support from investors, services need to be viable and provide value for money. However, services that do not meet the needs of the community or that provide a poor-quality experience are unlikely to be supported. This RPTP continues the journey for Invercargill and Southland, striking a balance between continuing to serve those who already need and use the service and attracting new users to improve value for money, whilst improving environmental outcomes.

[12] Euro IV is a European standard introduced in 2006 to reduce pollutants from Internal Combustion Engine vehicles.
[13] https://www.nzta.govt.nz/assets/resources/requirements-for-urban-buses/docs/requirements-for-urban-buses-2024.pdf

4.5 Action Plan

To address the priorities for Invercargill and the Southland Region, the short (1-3 years) and medium (4-10 years) term actions are set out in Table 4-1.

Term	Action
Short term (years 1-3)	Review Delegation Authority with ES
	Review, and where possible increase, the timetabled frequency on the Invercargill bus network
	Engage with the business community to maximise employer support for sustainable travel choices.
	Promote/market Invercargill network, Bee Card and Motu Move, with a focus on attracting new users
	Transition towards low-emission and zero-emission buses in the short term.
	Work with all operators to improve linkages to Bluff and Rakiura/Stewart Island, and the national parks
	Monitor national development and technology changes to on-demand services
	Make regular bus services more attractive and accessible for the disability sector such that it meets the needs of more users. .
	Commit to ongoing consultation with the community to understand the barriers to PT in Southland.
	Expand the digital reach of public transport information through making data openly available.
	Review first mile / last mile infrastructure and develop a plan to improve as required to enhance accessibility.
	Investigate opportunities to run PT services for community and sporting events / recreational activities on an as required basis.
Medium term (years 4-10)	Work with communities and interested parties to develop business cases to consider delivery of wider services where the communities wish to have services
	Ongoing promotion/marketing of Invercargill network and NTS, with a focus on attracting new users
	Ongoing transition towards low-emission and zero-emission buses in the medium term.
	Undertake a review of current routes including how well they meet the needs of areas with high transport needs.
	Reinstate audio and visual announcements on buses and at the bus hub.

5. Objectives and Policies

The regional priorities, strategic directions from national/regional policy documents and regulatory requirements have been brought together to guide the RPTP objectives and operational policies (see Table 5-1 below).

The objectives and policies are broadly grouped into four key areas – services and infrastructure, customers, funding and fares, and standards, procurement and monitoring – that relate to the overall outcomes the plan seeks to achieve, as follows:

1. Accessible and integrated public transport (Objectives 1, 2 and 3)
2. A quality public transport service that will retain and grow patronage (Objectives 4 and 5)
3. Sustainable public transport that is affordable and provides value for money (Objectives 6 and 7)

4. Continuous improvement through up-to-date and accurate information (Objectives 8, 9 and 10).

Of relevance to this section of the RPTP is ICC's Process for Establishing New Services (Appendix F).

Table 5-1: Objectives and Policies

Objective 1	A Southland public transport system that is easily accessible for all ages and abilities and appeals to a broad customer base
Policy 1.1	Provide an Invercargill bus network of scheduled services that provides regular, fast, direct access to Invercargill's central city and places such as shopping, education, employment, entertainment, recreational and medical facilities
Policy 1.2	Provide specialist services to supplement scheduled services according to demand, for example school services, health services, services to events
Policy 1.3	Provide the Total Mobility scheme so that transport services are available for the mobility impaired who have difficulty with, or are unable to use, scheduled services
Policy 1.4	Encourage Total Mobility scheme providers to equip some vehicles in their fleet with hoists where it is practical to do so
Policy 1.5	Ensure that school services are reviewed on a regular basis to cater for growth and changing demographics in areas not served by scheduled services.
Objective 2	Improved access and travel choice for people whose needs are not met by, or who are unable to use, the public transport system
Policy 2.1	Work with other organisations to explore and facilitate the provision of public transport services, where there is community support
Policy 2.2	Investigate the feasibility, cost and funding options for the provision of services to connect communities in the wider region
Policy 2.3	Enable the trial of new technology, services and service delivery types where existing services are not meeting customer needs or in order to test and assess the demand for, and viability of, new approaches
Policy 2.4	Provide a clear process for members of the public to seek changes to public transport services or the introduction of new services.
Policy 2.5	Focus public transport system on meeting the needs of transport disadvantaged and achieving equitable access to public transport services for all, supported through regular engagement with transport disadvantaged stakeholder groups.
Policy 2.6	Investigate on-demand services to understand their role in providing travel choice to those that currently can't access public transport.
Objective 3	Public transport services are delivered with quality infrastructure and coordinated with active modes
Policy 3.1	Maintain an ongoing programme and rolling review of bus stop improvements (signage, seats and shelters) aligned with public transport service changes, prioritising stops that are well patronised (or with the potential to be so) and/or are exposed sites
Policy 3.2	Ensure bicycle racks are provided on contracted bus services
Policy 3.3	All new public transport customer infrastructure (and related supporting infrastructure such as footpaths and crossing facilities) will be designed and constructed according to best practice, to ensure public transport is increasingly accessible and usable for all customers
Policy 3.4	Provide clear and simple wayfinding, signage and timetable information so customers can easily navigate the public transport system and understand how to make connections between services
Policy 3.5	Ensure the ticketing system, and other points of contact where customers carry out transactions with the public transport system (such as purchasing and topping up) are simple, easily accessible and highly visible
Policy 3.6	Use bus priority measures, such as bus stop improvements and changes to traffic signal phase times, to maintain travel time reliability, where necessary

Objective 4	Public transport provides a high-quality experience that meets the expectations of existing and potential customers
Policy 4.1	Provide reliable and punctual public transport services by including high standards of service reliability and punctuality in all service contracts based on realistic, achievable timetables
Policy 4.2	Ensure customers enjoy excellent customer service and safe, comfortable journeys by providing those involved in the delivery of the public transport system with adequate information, training and experience
Objective 5	Existing and potential customers have the information they need to use public transport
Policy 5.1	Provide customer and journey information in a range of up-to-date formats so that it is easily accessible to all users including those with mobility, visual and hearing impairments, easily understood and keeps up with changing customer expectations
Policy 5.2	Explore alternative marketing and advertising options to proactively raise awareness and market the public transport system throughout the region
Policy 5.3	Ensure that service changes are communicated to affected groups and the wider public in advance of implementation using a variety of channels
Objective 6	A fare system that attracts and retains existing and potential customers, supports equitable access to public transport while increasing user contributions with public funding for financial sustainability
Policy 6.1	The fare system will be consistent across all users, , and be simple to understand, calculate, collect and administer.
Policy 6.2	Provide fare concessions for identified targeted groups
Policy 6.3	Aim to increase farebox recovery in line with agreed targets between ICC and NZTA
Policy 6.4	Provide funding for the Total Mobility service so that: a) 50% of the cost of a Total Mobility trip is subsidised with the remainder of the cost paid by the customer; and b) of the total subsidy per trip, a maximum of 50% will be provided from rates with the remaining provided by central government
Policy 6.5	Annually review and set fares at a level that: a) is attractive to a broad customer base b) is competitive with the costs of private car use and parking to encourage use of public transport c) balances cost recovery with social and economic benefits and service quality d) achieves fare box recovery targets agreed between ICC and NZTA e) recognises the needs of the transport disadvantaged, supporting equitable access for all public transport users f) reduces the use of cash on board vehicles g) results in smaller regular adjustments rather than large infrequent changes
Policy 6.6	Annual review and set Total Mobility service subsidies at a level that: a) recognises the needs of the transport disadvantaged b) ensures that customer contributions are kept as low as possible (whilst remaining consistent with other objectives and policies)
Objective 7	Effective and efficient allocation of public transport funding
Policy 7.1	Review scheduled services every three years to ensure that they remain customer-focused and operationally efficient
Policy 7.2	Work with other organisations to investigate and develop alternative funding mechanisms for public transport to access their services, such as the health sector/DHB to access medical services
Objective 8	The vehicles used for public transport provide customers with safe, accessible and comfortable journeys, and have minimal environmental impact
Policy 8.1	Ensure that the vehicles used by operators of contracted public transport services meet the Requirements for Urban Buses (RUB) as a minimum standard
Policy 8.2	Encourage contractors to provide vehicles that exceed the RUB through considering incentive payment where appropriate. Consider and understand impacts of transitioning to low or zero emission vehicles.

Policy 8.3	Work with operators through the process of tender award to explore opportunities to move to low emission vehicles, or alternative fuels and technologies, for contracted services to help reduce public transport emissions over the next contract period
Objective 9	A procurement system that enables the efficient and effective delivery of the desired public transport system
Policy 9.1	Establish public transport service unit(s) of integral services following engagement with operators and key stakeholders
Policy 9.2	Maintain competition in the procurement of public transport services through the tendering process set out in ICC's Transport Procurement Strategy .
Policy 9.3	Enable contracts to be varied to take into account changing circumstances
Objective 10	Timely information that assists a continuous process of review and improvement
Policy 10.1	Use a range of feedback channels to regularly seek the views of passengers and use this feedback to continually improve the public transport system for all groups
Policy 10.2	Undertake regular monitoring of operator performance and service units to ensure customer needs continue to be met and value for money delivered
Policy 10.3	Initiate and maintain dialogue with Southland's region wide communities about access to gain a thorough understanding of needs
Policy 10.4	Initiate dialogue with the community about the wider implications of mode choice, with a view to understanding the community's aspirations around sustainable transport

6. Performance Measures

The performance measures and targets in Table 6-1 will be used to monitor the effectiveness of this RPTP. The measures relate to the current Southland public transport system. Baseline date for the measured is in Appendix.

As much as possible, this RPTP will be monitored using existing information sources, including customer surveys, resident's opinion surveys, and Annual Plan and Long-Term Plan processes. Any new services or initiatives introduced will be monitored by appropriate measures.

Patronage and revenue information will be collated monthly and reported to ICC's Infrastructure Services Committee on a six monthly (or more frequently if requested) basis. This may include reporting on the comparative costs between car parking, vehicle ownership and bus fares in Invercargill.

Three monthly reviews will be conducted by ICC and discussed with the operator.

Performance monitoring against these measures for the three years to 2024 is included in Appendix E.

Table 6-1: Measures and Targets

Services and infrastructure are accessible and integrated	Measure	Source	Target
	Patronage – total public transport boarding's by category	Ticketing system	Year on year increase, from a baseline (2020 adjusted and estimated due to COVID-19) of 165,000 trips.
	Patronage – Total Mobility users by area	RideWise data	Total reported (no target)
	Customer rating of service legibility (routes, timetables, fare structure)	Long Term Plan monitoring	At least 70% customers satisfied that the system is easy to understand
A quality public transport service that will retain and grow patronage	Customer rating of service quality (vehicle appearance, punctuality, safety, customer service)	Annual customer survey	At least 70% of customers are satisfied.
	Proportion of Total Mobility customers satisfied	Committee feedback	Satisfaction reported
	Service reliability (scheduled trips completed in full)	Operator reporting	At least 85% completed
Sustainable public transport that is affordable and provides value for money	Fare box revenue target	Fare box revenue	At least 33% of cost recovered by fare revenue
	Customer rating of fare levels	Long Term Plan (residents opinion survey)	At least 80% of customers are satisfied
	Overall ratepayer rating	Long Term Plan (residents opinion survey)	At least 65% of ratepayers are satisfied

Appendices



Appendix A Significance Policy

This policy sets out how ICC will determine the significance of proposed variations to this Plan. This policy is required in accordance with section 120(4) of the Land Transport Management Act 2003. The level of significance determines the consultation regarding the proposed variation that must be undertaken. This policy is consistent with the Significance Policy contained within the joint Southland/Otago Regional Land Transport Plan 2018.

Application

This Plan can be varied at any time. However, in accordance with section 126(4) of the Land Transport Management Act 2003, the usual consultation will not be required if the proposed variation is considered not significant under this policy.

The approach to consultation will reflect the level of significance of any proposed variation. Consideration will be given to the costs and benefits of any consultative process or procedure and the extent to which consultation has already taken place.

The implication of not meeting the significance threshold is that the full consultation requirements of the LTMA will not need to be followed. However, Council may undertake targeted consultation on matters affecting specific communities and stakeholders, even if the significance threshold outlined in this policy is not invoked.

General determination of significance

The significance of variations to this Plan will be determined by Council on a case by case basis.

When determining the significance of a variation, consideration must be given to the extent to which the variation:

- Should services be proposed in Southland but outside the Invercargill City Council area, then a strategic business case may need to be developed
- Signals a material change to the planned level of investment in the public transport network.
- Impacts on the purpose of the LTMA.
- Affects residents (variations with a moderate impact on a large number of residents, or variations with a major impact on a small number of residents will have greater significance than those with a minor impact).
- Affects the integrity of this Plan, including its overall affordability.
- Has already been the subject of consultation with affected parties.

Significant and non-significant matters

Matters that will always be considered 'significant' are:

- Any variation that amends this policy on significance.
- Major changes to existing services, or the introduction of new services, (other than changes to or the introduction of trial services), for which no consultation regarding the change or introduction has occurred.

Matters that will usually be considered 'significant' are:

- Changes to units that significantly affect the financial viability of the contractor of that unit.

Matters that will always be considered 'not significant' are:

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

Matters that will usually be considered 'not significant' are:

- A matter that has already been consulted on, including the addition, removal or amendment of any matter or service.
- Minor changes to the description of services following a review of that service, e.g. changes to the frequency, route or hours of a service which result in the same or better level of service.
- Changes to the description of services or grouping of services as a result of an area wide service review, provided that there is no significant increase in cost.
- Minor changes of routes and/or timetables and fares to existing services.
- The introduction, alteration or deletion of trial services.
- The introduction of a new unit provided the contractors of existing units are not affected.

Targeted consultation on non-significant variations

Where Council determines that a proposed variation is not significant, it may still undertake targeted consultation as follows:

Consultation for minor changes in the delivery of existing public transport services
For minor changes in service delivery which are required to improve the efficiency of existing services, such as the addition or deletion of trips and minor route changes, and which have only a local impact, consultation will generally be undertaken at a low level with the operator(s) involved, the relevant territorial authority, and passengers who use the services. If consultation has already occurred as part of a service investigation or review, no additional consultation need occur.

Addition of new services
Where a new service is proposed and the new service has been the subject of community consultation, no additional consultation need occur.

Other non-significant variations
Any proposals for changes that affect only a sector of the community or the industry (e.g. a change in Total Mobility provision, or a change to specific vehicle quality standards) may be worked through with those most likely to be affected, as well as other relevant stakeholders.

Appendix B Strategic Alignment – Local Direction

Development of this RPTP has been influenced by relevant local strategies, policies and plans. These relate to Invercargill City, as well as Gore and Southland District Councils, and are summarised in Table 6-2 below. This Plan has also been prepared to align with national and regional direction for public transport. This alignment is set out in section 2.2.

Table 6-2: Strategic Alignment (Local direction)

Local Strategy, Plan, Process	Relevance/Influence
Invercargill City Long Term Plan (2024-2034)	This RPTP contributes to Community Outcomes of **Social Wellbeing** by creating a platform to provide equitable access to public transport; **Economic Wellbeing** by ensuring that appropriate infrastructure is in place for people to utilise public transport and participate in the local community, and **Environmental Wellbeing** by supporting increased public transport patronage, reducing reliance on private motor cars, and by transitioning to low emission / electric buses.
Invercargill City District Plan (2019)	Invercargill City District Plan (2019) identifies two resource management issues for transport relevant to this RPTP: 1. Ineffective integration of land use and transport networks can have adverse effects on safety, efficiency, effectiveness, and accessibility of Invercargill's transport infrastructure 2. There are pressures on Invercargill's transport infrastructure as a result of demographic changes, projections of increased freight, and land use change, and there are limited transportation options available to address these pressures The transportation objective is that development of transport infrastructure and land use takes place in an integrated and planned manner, with the plan seeking to provide for the safe and efficient operation, improvement and protection of transport infrastructure; integrate the planning of land use with existing transport infrastructure and provide for future transportation requirements; and promote the use of public transport, and walking and cycling networks. Key methods to address the relevant transport issues are: • Identification of transportation as a cross-boundary issue • Collaboration with key stakeholders during decision making processes and when developing strategic transportation documents
Gore District Long Term Plan (2021-31)	The RPTP contributes to community outcomes of having **quality infrastructure with potential for growth** by ensuring Southland's public transport system is based on good information and fit for purpose. Gore District has almost 900 kilometres of roads, of which 60% is unsealed. The rationale for the District's roading priorities is to ensure roads are provided and maintained to ensure safe and efficient passage of people and goods throughout the community, contributing to the effective functioning of the community and economy. At the time of writing Gore District Council had decided to defer the preparation of a long term plan for 2024-34, such that a nine-year plan is to be adopted by 30th June 2025.
Gore District Plan (2019)	Transportation issues identified in the operative Gore District Plan (2019) relate to the long-term sustainability of land transportation

Local Strategy, Plan, Process	Relevance/Influence
	routes and adverse effects of the transport network on adjoining land uses. This RPTP contributes to addressing these issues by providing transport options that help: • address congestion through reducing the number of single occupancy vehicles • improve environmental quality and amenity by responding to environmental priorities • improving road safety by reducing the need to drive At the time of writing hearings for the Proposed District Plan were taking pace.
Southland District Long Term Plan (2024-34)	This RPTP contributes to key strategic priorities to '**Connected and Resilient Communities**' and '**Robust Infrastructure**' by working in collaboration, working to understand community needs and investigating options to meet those needs. Southland District's low population density compared to its significantly large transport network (second largest behind Auckland), creates a high burden on its communities. The roading priorities in the LTP primary relate to maintenance and renewals, and aim to provide a safe and integrated network that enables people, goods and services to move throughout Southland and makes it easy to live, work, play and visit here.
Southland District Plan (2024)	The objective under the Transport chapter of the Southland District Plan (2024) is for "an integrated, safe, responsive and sustainable transport network" and includes several policies including recognising the benefits of transport choice. This RPTP contributes to this objective by: • providing transport choice • improving road safety by reducing the need to drive • providing a mechanism to understand and respond to changing community needs • responding to environmental priorities

Appendix C Transport Disadvantaged

The Land Transport Management Act 2003 defines the 'transport disadvantaged' as any group who a Council has identified as least able to access activities such as work, education, health care and shopping. ICC has identified the following groups as being transport disadvantaged:

Group	Limitations
People with physical and/or mental disabilities	May have difficulty or be unable to drive due to mobility or cognitive abilities. PT services may be difficult to access and use. There are a wide range of disabilities with a diverse range of impacts on mobility.
The elderly	Mobility challenges, walking, standing at bus stops or driving likely to be more difficult. May rely on PT but can be inaccessible if not adequately designed for their needs.
Blind and low vision	May be reliant on public transport to access essential services. PT services can be difficult to access and use.
Young people (under 19)	Many are ineligible to drive which restricts their transport independence, and/or may not have access to a motor vehicle.
People in lower socio-economic circumstances	Less likely to afford to own and/or run a private vehicle. May find it more difficult to pay public transport fares.
People in households without private vehicles	No access to a private vehicle to independently access essential services. Reliant on friends/family, walking/cycling or public transport.
People in isolated, likely rural locations	Very limited or no alternative to private vehicle use due to proximity to urban area and existing service provision. May be reliant on others if do not have access to a vehicle or license.

Appendix D Current Bus Network

The current Invercargill bus network shown in Figure 6-1.

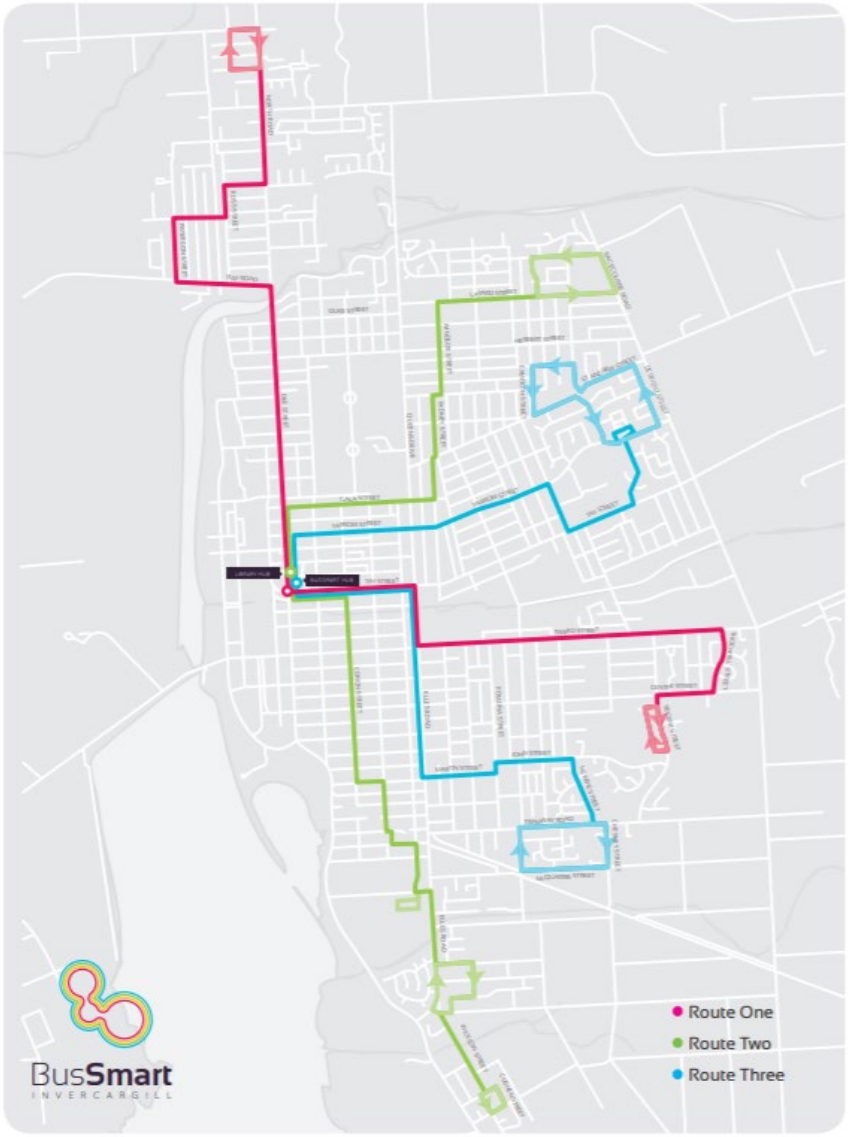


Figure 6-1: Invercargill Bus Network

The network is made up of three through-routes, all travelling via the CBD. The three routes are described below.

Route 1 – Waikiwi to Newfield

Route 1 runs between Waikiwi and Newfield (shown in red above).

The Waikiwi leg serves key north-CBD destinations (e.g. the Warehouse, Farmers, Work and Income), retail and employment along North Rd (including Countdown Waikiwi), and several retirement villages (e.g. Waikiwi Gardens, Rowena Jackson, Bupa Cargill, Clare House, Vickery Court).

The Newfield leg serves key south-CBD destinations (e.g. SIT, Pak'nSave, Countdown Invercargill, Mitre 10 Mega, Splash Palace and Rugby Park), several secondary schools (Southland Girls, Te Wharekura o Arowhenua and Verdon College), and retirement villages (Peacehaven and Calvary Hospital).

Route 2 – Hargest to Clifton

Route 2 runs between Hargest and Clifton (shown in green above).

The Hargest Leg serves key north-CBD destinations (e.g. the Warehouse, Farmers, Work and Income), the Windsor suburban centre (including New World Windsor), and two secondary schools (Southland Boys and James Hargest).

The Clifton Leg serves key south-CBD destinations (e.g. SIT, Pak'nSave, Countdown Invercargill, Mitre 10 Mega, Splash Palace and Rugby Park), the South City suburban centre (including New World Elles Road), and two secondary schools (Southland Girls and Aurora College).

Route 3 - Waverley to Kingswell

Route 3 runs between Waverley and Kingswell (shown in blue above)

Waverley Leg serves key north-CBD destinations (e.g. the Warehouse, Farmers, Work and Income), Stadium Southland, Bill Richardson Transport World, the Glengarry suburban centre, and the Bupa Ascot retirement village (via a walkway from Derwent Street).

The Kingswell Leg serves key south-CBD destinations (e.g. SIT, Pak'nSave, Countdown Invercargill), the South City suburban centre (including New World Elles Road), and Southland Hospital.

Proposed Timetable

The proposed timetable for Invercargill's bus network has the following general characteristics:

A weekday service that enables passengers to arrive at the hub by 7:47 am and depart up to 5:20pm.

A 30-minute weekday peak frequency (weekday from 7am to 9am and 3pm to 5:30 pm).

A 60-minute weekday off-peak frequency (between 9am and 3pm).

A 60-minute Saturday frequency (between 10 am and 4:30pm).

Appendix E Monitoring Performance Measures

The table below sets out the baselines, as at 2020, from which this RPTP will be monitored.

Measure	Target	Actual (2023/24)	Target Achieved?
Patronage – total public transport boardings by category	Year on year increase	165,000 trips has grown to 175637	Yes
Patronage – Total Mobility users by area	Total reported (no target)	51,000 trips (2020) has grown to 106189	100%+ Growth (no target)
Customer rating of service legibility (routes, timetables, fare structure)	At least 70% customers satisfied that the system is easy to understand	48%	No
Customer rating of service quality (vehicle appearance, punctuality, safety, customer service)	At least 70% of customers are satisfied.	46%	No
Proportion of Total Mobility customers satisfied	Satisfaction reported (no target)	Not collected	Not collected
Service reliability (scheduled trips completed in full)	At least 85% completed	100%	Yes
Fare box revenue target	At least 33% of cost recovered by fare revenue	9%	No
Customer rating of fare levels	At least 80% of customers are satisfied	65% (2020) has dropped to 48%	No
Overall ratepayer rating	At least 65% of ratepayers are satisfied	38% (2020) has improved to 46%	No

Appendix F Process for Establishing New Services

ICC has delegated authority to manage regional public transport for Southland. This is a unique situation that can require the involvement of Gore District Council and/or Southland District Council in the process for applications, investigations, trials, and public transport service delivery and monitoring.

ICC is open to formal applications for service changes and/or the introduction of a new service. These may come from other local authorities, community boards or stakeholder groups. Where applications are from customers or members of the public, the preferred approach is that ideas initially be directed to the respective local representative(s) or community board, for consideration before a formal application is submitted.

In all instances, an application shall include:

- evidence that the proposed service change or new service will improve the accessibility of public transport to the community.
- evidence that the proposed service change or new service is supported by the residents for whom it would serve.
- indication whether funding subsidy will be sought or whether it is anticipated to be a fully commercial (exempt) service
- Where a service change or new service is within Gore or Southland District, evidence that that territorial authority supports the application and is willing to contribute to the cost of service investigation and, if appropriate, trial.

Where processing costs are incurred by ICC in relation to a service change or new service within another territorial authority, these costs will be passed on the applicant or relevant authority.

In addition, ICC may require details of:

- scope of services, timetables and fare structure
- funding model

ICC will use public transport planning best practise to assess the application in relation to the following criteria:

- does the service change or new service already exist (partially or fully)
- can a current service be expanded or further developed
- is there sufficient demand
- can the service change or new service be integrated with the current network
- is a trial needed prior to a decision on whether make a permanent service change. In addition to the above, any trial would need to demonstrate through cost, patronage and revenue projections that the change or new service will be financially viable in the long term.

If funding subside is sought, ICC will consult with the Transport Agency to determine the availability of funding, including funding for a potential trial.

ICC staff will report applications to the Council for a decision. This will include a summary of how ICC's criteria have been meet as well as an assessment of likely demand, route(s) potential fares, customer willingness to pay (for example established via survey), social and economic factors in the applicable area (such as transport disadvantage).

If a trial goes ahead, ICC will determine the duration of the trial and how the success of a trial will be measured. The results of any trial will be reported to the Council for a final decision about the change or new service.

Where possible, any proposed service change or new service will be made as part of a wider public transport review or annual plan process. This will provide ICC time to:

- Source a local share through the Annual Plan or Long-Term Plan process. This will establish the public's willingness to pay with or without national subsidy.
- Source other revenue.
- Undertake economic evaluation (with reference to current the Transport Agency criteria).
- Apply for Transport Agency funding.
- Establish the service as a unit/part of an existing unit. If national and/or local share funding is approved, the unit may will be put out for tender.