

Public and Active Transport Committee

3 September 2025

Meeting will be held in the Council Chamber at Level 2, Philip Laing House
144 Rattray Street, Dunedin



This meeting will be livestreamed to the ORC Official YouTube Channel

Members:

Cr Alexa Forbes (Co-Chair)
Cr Andrew Noone (Co-Chair)
Cr Gary Kelliher
Cr Michael Laws
Cr Lloyd McCall
Cr Kevin Malcolm
Cr Tim Mephram
Cr Gretchen Robertson
Cr Alan Somerville
Cr Elliot Weir
Cr Kate Wilson

Senior Officer: Richard Saunders, Chief Executive
Meeting Support: Cara Jordan, Governance Support Officer

03 September 2025 09:00 AM

Agenda Topic

Page

1. WELCOME

2. APOLOGIES

No apologies were received at the time of agenda publication.

3. PUBLIC FORUM

At the time of publication no requests to speak had been received.

4. CONFIRMATION OF AGENDA

Note: Any additions must be approved by resolution with an explanation as to why they cannot be delayed until a future meeting.

5. DECLARATION OF INTERESTS

Members are reminded of the need to stand aside from decision-making when a conflict arises between their role as an elected representative and any private or other external interest they might have. The Register of Councillors Pecuniary Interests is published on the ORC website.

6. PRESENTATIONS

No presentations are scheduled.

7.	CONFIRMATION OF MINUTES	3
	That the minutes of the Public and Active Transport Committee meeting of 5 June 2025 be confirmed as a true and accurate record.	
7.1	Draft Minutes of Public and Active Transport Committee 5 June 2025	3
8.	ACTIONS FROM RESOLUTIONS OF THE COMMITTEE	6
	Review of open Committee actions.	
8.1	Action Register	6
9.	MATTERS FOR CONSIDERATION	7
9.1	Transport Operating Environment	7
	This report updates the Committee on legislative and policy changes impacting on Otago Regional Council's regional land transport and public transport planning, management and operations. The report also provides an update on current workstreams of interest to elected members and the wider public.	
9.1.1	ORC RTC Submissions Going for Housing Growth	13
9.1.2	RTC Draft National Infrastructure Plan	17
9.1.3	Draft RTC Minutes 28 July 2025	19
9.1.4	Minutes South Island RTC Chairs 21 July 2025	25
9.2	Queenstown and Dunedin 2024/25 Full Year Network Performance Report	33
	To update the Committee on the performance of Public Transport (bus, ferry and total mobility) for the full 12 months of the 2024/25 financial year July 2024 - June 2025.	
9.3	Cruise Ship Season 2024/25: Review of Public Transport Response	42
	To present information on the performance of the 2024/25 Cruise Ship Public Transport services.	
9.4	2025/26 Queenstown New Services and On-Demand Update	49
	To update the Committee on the introduction of Stage 1 of the Queenstown Public Transport Business Case and the Mosgiel On-Demand service.	
9.5	Bus Stop Upgrade Plan	56
	To update the Committee on a work plan for Dunedin bus stop infrastructure and amenities for delivery in 2025/26, with consideration for how targeted bus stop investments will address Health and Safety concerns.	
9.6	Public and Active Transport Committee Triennium Highlights	60
	To provide the Committee with a summary of its key achievements of the triennium (2022- 2025).	
10.	CLOSURE	



Public and Active Transport Committee MINUTES

Minutes of an ordinary meeting of the Public and Active Transport Committee held in the Council Chamber, Level 2 Philip Laing House, 144 Rattray Street, Dunedin on Thursday 5 June 2025, commencing at 9:00 am.

PRESENT

Cr Alexa Forbes *(Chair)*
Cr Gary Kelliher *(online)*
Cr Michael Laws
Cr Kevin Malcolm
Cr Lloyd McCall
Cr Tim Mephram
Cr Gretchen Robertson
Cr Alan Somerville
Cr Elliot Weir
Cr Kate Wilson

DRAFT

1. WELCOME

Chair Forbes welcomed Councillors, members of the public and staff to the meeting at 9:00 am with a karakia. Staff present included Richard Saunders (Chief Executive), Anita Dawe (GM Regional Planning and Transport), Nick Donnelly (GM Finance), Julian Phillips (Implementation Lead Transport), Christine Rout (Implementation Advisor), Laura Faulkner (Transport Officer) and Cara Jordan (Governance Support).

2. APOLOGIES

Apologies for Cr Noone and Cr Kelliher (for lateness) were noted.

3. PUBLIC FORUM

No requests to address the Committee under Public Forum were received.

4. CONFIRMATION OF AGENDA

Resolution: Cr Wilson Moved, Cr Weir Seconded

That the agenda be confirmed as published.

MOTION CARRIED

5. DECLARATIONS OF INTERESTS

No changes to Councillor Declarations of Interests were noted.

6. PRESENTATIONS

No presentations were held.

7. CONFIRMATION OF MINUTES

Resolution: Cr Wilson Moved, Cr Robertson Seconded

That the minutes of the Committee meeting held on 5 March 2025 be received and confirmed as a true and accurate record.

MOTION CARRIED

8. ACTIONS FROM RESOLUTIONS OF THE COMMITTEE

Open actions from resolutions of the Committee were reviewed. No changes were noted.

Cr Kelliher joined the meeting online at 9:13 am.

9. MATTERS FOR CONSIDERATION

9.1. Operating Environment

[YouTube 10:40] The report updated the Committee on legislative and policy changes impacting on Otago Regional Council's Regional Land Transport and Public Transport Planning and Operations. The report also provided an update on current workstreams of interest to elected members and the wider public. Anita Dawe (General Manager Regional Planning and Transport) was available for questions.

Resolution PAT25-106: Cr Weir Moved, Cr Wilson Seconded

That the Committee:

1) **Notes** this report.

MOTION CARRIED

Cr Kelliher left the meeting at 9:23 am.

Cr Kelliher returned to the meeting at 9:31 am.

9.2. Public Transport 9-month Network Performance Report, 2024/25

[YouTube 25:00] The report updated the Committee on the performance of Public Transport (bus and ferry) and Total Mobility services for Q1 to Q3 of the 2024-2025 financial year, being July 2024 to March 2025. This report also summarised customer feedback. Julian Phillips (Implementation Lead Transport), Christine Rout (Implementation Advisor), Laura Faulkner (Transport Officer), and Anita Dawe (General Manager Regional Planning and Transport) were available for questions.

Resolution PAT25-107: Cr Wilson Moved, Cr Weir Seconded

That the Committee:

1) **Notes** this summary of public transport activity in Otago for Q1-Q3 2024/25.

MOTION CARRIED

9.3. Update on the Draft Otago Regional Public Transport Plan 2025-2035

[YouTube 52:50] The report updated the Committee on the draft Otago Regional Public Transport Plan 2025-2035. The Committee thanked staff for the amount of public consultation received, being 549 submissions, and the clarity of the plan. Daniel Basubas (Transport Planner), and Anita Dawe (General Manager Regional Planning and Transport), were available for questions.

Resolution PAT25-108: Cr Wilson Moved, Cr Weir Seconded

That the Committee:

1) **Notes** this report.

MOTION CARRIED

Cr Kelliher left the meeting at 10:09 am.

9.4. Central City Advisory Group Report

[YouTube 59:00] A report commissioned by Otago Regional Council, entitled *Strengthening Safety in Dunedin's Central City – Insights from a review of safety plans in New Zealand, Australia and the United Kingdom* was presented to the Committee. Anita Dawe (General Manager Regional Planning and Transport) was available for questions.

Resolution PAT25-109: Cr Wilson Moved, Cr Weir Seconded

That the Committee:

1) **Notes** this report.

MOTION CARRIED

10. CLOSURE

There was no further business and Chair Forbes declared the meeting closed at 10:18 am.

Chairperson

Date

ACTION REGISTER

Meeting Date	Document	Item	Status	Action Required	Assignee/s	Action Taken	Due Date
5-03-2025	Public and Active Transport Committee - 5 March 2025	GOV2527 Super Gold concession on Route 1	Completed	PAT25-105: Directs staff to communicate this decision to the Waikouaiti Community Board, and to the general public.	Executive Assistant - Regional Planning and Transport General Manager Planning and Transport Manager Transport	28/05/2025 Governance Support Officer Plan is communicate decision by letter once the RPTP decisions are in the public arena 08/08/2025 Manager Transport Letter Sent to Community Board and met and advised Board in person	5-06-2025

9.1. Transport Operating Environment

Prepared for: Public and Active Transport Committee
Report No. PPT2501
Activity: Transport Operating Environment
Author: Lorraine Cheyne, Transport Manager
Endorsed by: Anita Dawe, General Manager Planning and Transport
Date: 3 September 2025

PURPOSE

- [1] The purpose of this report is to update the Committee on legislative and policy changes impacting on Otago Regional Council's (ORC) regional land transport and public transport planning, management and operations.
- [2] The report also provides an update on current workstreams of interest to elected members and the wider public.

EXECUTIVE SUMMARY

- [3] Recent national level changes in the transport operating environment include:
 - Going for Housing Growth Programme
 - Draft National Infrastructure Plan
 - Abolishing the petrol tax and introducing electronic road user charges
 - New Zealand Transport Agency (NZTA) State of Public Transport report
- [4] On-going workstreams of interest to elected members, the wider public and/or communities of interest include:
 - Upcoming fare increases
 - Otago and Southland Regional Transport Committees meeting (28 July 2025)
 - South Island Regional Transport Committee Chairs meeting (21 July 2025)

RECOMMENDATION

That the Committee:

- 1) **Notes** this report.

DISCUSSION

Going for Housing Growth (GfHG) programme

- [5] In 2024, central government announced legislative changes under the GfHG programme as part of resource management reform. GfHG aims to increase the supply of developable land for housing to improve housing affordability. Further details about

GfHG can be found at the following link: <https://www.hud.govt.nz/our-work/going-for-housing-growth-programme>.

- [6] GfHG is relevant to the PATC because decisions about housing also impact transport. If councils support housing developments that are situated near jobs, schools and services, people will have greater access to them via walking, cycling and public transport. Most decisions on the location and form of housing are made by the Territorial Local Authorities.
- [7] Council previously discussed GfHG at the 23 July 2025 meeting as a part of ORC's submission on the proposed new national direction under the Resource Management Act.
- [8] ORC and the Otago and Southland Regional Transport Committees made submissions on GfHG, see Attachment 1. Submissions on GfHG closed on 17 August 2025.

Draft National Infrastructure Plan

- [9] On 25 June 2025 Te Waihangā New Zealand Infrastructure Commission released the draft National Infrastructure Plan for public consultation. The draft plan identifies New Zealand's infrastructure challenges and sets out a path to address them.
- [10] A core theme of the draft plan is that New Zealand makes significant investments in infrastructure but does not get good value for money. It notes that we spent more on infrastructure than any other OECD country in the 2010s, but the quality of our infrastructure doesn't measure up to our spend. Good value for money means an infrastructure project provides "value to New Zealand above the costs required to deliver, operate, maintain and dispose of it."
- [11] The draft plan notes that New Zealand roading infrastructure has high investment levels, low usage and a high amount of fatalities against comparator countries (Switzerland, Canada, Finland, Sweden, Israel and Norway).
- [12] A key recommendation in the draft plan is 'Transport System Reform.' This recommendation proposes requiring road user charges to fully fund planned land transport infrastructure. If implemented, this recommendation would create a fairer cost distribution for transport infrastructure, as those who benefit most from the infrastructure would contribute proportionally to its cost.
- [13] Transport System Reform could pave the way for the introduction of time-of-use charging in Queenstown. Queenstown Lakes District Council previously expressed support for time-of-use charging in a submission to the Land Transport Management (Time of Use Charging) Amendment Bill.
- [14] The draft plan also lays out a strategic approach for investing in infrastructure called 'forward guidance.' The table below from the draft plan outlines the proposed forward guidance investments in land transport for each decade through 2055.

Land transport (roads, rail, public transport)	2025-2035	2035-2045	2045-2055	2010-2022 historical average
Average annual spending (2023 NZD)	\$3.4 billion	\$4.1 billion	\$4.5 billion	\$3.5 billion
Percent of GDP	0.8%	0.8%	0.8%	1.3%

- [15] The draft plan recommends that New Zealand reduces its spending on land transport from 1.3% of GDP to 0.8% of GDP for each decade through 2055. This reduction can be attributed to:
- A growing share of investment going toward maintaining existing infrastructure rather than building new infrastructure
 - A shift in travel demand from private vehicles to walking, cycling and public transport, thereby reducing spending on roads, parking and other private vehicle infrastructure
- [16] Submissions on the plan closed on 6 August 2025. The full draft National Infrastructure Plan can be viewed here: [Draft National Infrastructure Plan | Te Waihangā](#)
- [17] The Otago and Southland Regional Transport Committees made a submission on the draft plan which requests amendments to the Plan to give recognition to public and active transport infrastructure investment and to highlight investment in maintenance and renewal of transport infrastructure in low-growth rural areas, particularly those that produce significant economic value. A full copy of the RTC's submission is provided in Attachment 2.

Abolishing the petrol tax and introducing electronic road user charges

- [18] On 6 August 2025 Transport Minister Chris Bishop announced legislative reforms that would change how land transport (i.e. the National Land Transport Fund) is funded in New Zealand. The proposed legislation would eliminate the petrol tax (around 70 cents per litre) and introduce electronic road user charges to fund land transport. The road user charges would apply to all the country's 3.5 million light vehicles and would be based on distance travelled and vehicle weight, regardless of fuel type.
- [19] The Minister emphasised the proposed legislation was necessary to ensure fairness in how transport is funded. He noted that as petrol vehicles have become more fuel efficient, people who are driving more have contributed less money per kilometre toward funding land transport infrastructure.
- [20] The proposed legislation is consistent with 'Transport System Reform' outlined in the Draft National Infrastructure Plan. Depending on the cost of the road user charges, the legislation could create a fairer cost distribution for transport infrastructure between road users and non-road users. Increasing road user charges could make driving private vehicles more expensive, which could increase the relative attractiveness and affordability of public transport.

- [21] The proposed legislation only applies to light vehicles and does not have a direct impact on public transport buses, which are classified as heavy vehicles. Road user charge exemptions for heavy electric vehicles were previously set to expire on 31 December 2025. However, Cabinet extended the exemption for 18 months. Heavy electric vehicles will be liable for road user charges from 1 July 2027.
- [22] Staff will provide the PATC with further updates on the proposed legislation as they are released.

NZTA State of Public Transport report

- [23] In March and June 2025, NZTA began publishing a public transport quarterly insights report called "*State of Public Transport in New Zealand*". The report provides public transport statistics for all regions throughout the country.
- [24] The report confirms Otago as a well-performing Public Transport Authority (PTA) with respect to several metrics:
- **Number of boardings:** The June 2025 rolling annual total for public transport boardings in Otago was 5.5 million. This figure is 28% higher than Waikato and 47% higher than Bay of Plenty, despite Otago's population being around half that of Waikato and one-third of that of Bay of Plenty. Otago also increased the total number of boardings by 1.4 million from December 2019 to June 2025 (a 34% increase).
 - **Reliability:** 83.6% of scheduled trips in Otago departed their origin on time. This figure is lower than most other medium-sized regions and can be attributed to some routes having a quick turnaround, causing them to run late at peak times. The national average for reliability is 91.4%.
 - **Punctuality:** Staff have provided data to NZTA showing the proportion of scheduled trips that arrive at their destination on time is 87.2%. The national average for punctuality is 75.6%.
 - **Cancellations:** The difference between scheduled and operated trips in Otago is 0.5%. This figure is better than most medium-sized regions noting that those regions, except Waikato, run significantly fewer services than Otago. The national average for cancellations is 2.0%.
 - **Fares:** The average fare in Otago is \$1.40, compared with the national average fare of \$2.00. The relatively 'compact' form of Otago's urban bus networks (Dunedin and Whakatipu Basin) translates to Otago having the highest average fare per kilometre, after Auckland.
- [25] The full State of Public Transport Report can be viewed here: [Public transport quarterly insights - June 2025 update](#)

Upcoming bus fare increases

[26] The following bus fare increases approved by Council will come into effect from 29 September 2025.

	Current (before 29 Sept.)	New (from 29 Sept.)
Adult Bee Card	\$2.00	\$2.50
Infant	Free	Free
Child (5-12 years)*	Free	\$1.50 (40% discount)
Youth (13-18 years)*	Dunedin: \$1.20 (40% discount) Queenstown: \$1.50 (25% discount)	\$1.50 (40% discount)
SuperGold (65+ years)*	Off-peak times: Free Peak times: \$2.00	Off-peak times: Free Peak times: \$2.50
Off-peak times are weekdays 9am-3pm and after 6:30pm, weekends and public holidays. Peak times are weekdays before 9am and weekdays 3pm-6:30pm		
Community Connect*	\$1.00 (50% discount)	\$1.25 (50% discount)
Cash fare	Dunedin: \$3.00 Queenstown: \$4.00 Queenstown airport: \$8 (5-17 years), \$10 (18+ years)	Dunedin: \$3.00 Queenstown: \$4.00 Queenstown airport: \$8 (5-17 years), \$10 (18+ years)

*A registered Bee card loaded with a concession is required to receive the stated fare.

[27] The Transport, Communications, Customer Service, Finance and Regional Integrated Transport System (RITS) teams are working together to ensure a smooth transition to the new fares.

Meeting of the Otago and Southland Regional Transport Committees (RTCs)

[28] The Otago and Southland RTCs met on 28 July 2025 for the final meeting of the triennium in Gore.

[29] Key agenda items included:

- A summary of key achievements during the triennium
- An update on Otago and Southland's National Land Transport Programme 2024-2027 (NLTP) expenditure to date
- An update from NZTA on recent activities

[30] The RTCs also voted to make submissions on the Draft National Infrastructure Plan and the Growing for Housing Growth programme Pillar 1.

[31] A copy of the draft meeting minutes of the joint Otago Southland RTCs meeting of 28 July 2025 is attached, Attachment 3.

Meeting of the South Island Regional Transport Chairs Group (SI RTC)

[32] The SI RTC Chairs Group met on 21 July 2025 for the final meeting of the triennium in Christchurch. The Group comprises the Chairs of all the South Island RTCs and aims to improve transport outcomes in the South Island through greater collaboration and integration.

- [33] Key agenda items included:
- An update on key programmes, such as the South Island Story, South Island Transport Network Vulnerabilities Report and South Island Freight Study
 - Updates from NZTA, KiwiRail and Infrastructure New Zealand
 - Reflections on the triennium
- [34] A copy of the draft meeting minutes of the SI RTC Chairs group meeting of 21 July 2025 is attached, Attachment 4.

CONSIDERATIONS

Strategic Framework and Policy Considerations

- [35] Council's aspiration for transport is to have an integrated system that contributes to the accessibility and connectivity of our community, reduces congestion and supports community well-being aspirations. The matters set out in this report are relevant to and/or will influence decision-making on Council's transport activities.

Financial Considerations

- [36] Where the matters set out in this report are likely to have financial implications these will be brought to the Committee/Council as relevant for full consideration of those implications.

Significance and Engagement

- [37] The report does not raise issues of significance or engagement.

Legislative and Risk Considerations

- [38] Any matters set out in this report that are likely to raise legislative or risk implications for specific transport workstreams will be brought to the PATC/Council as relevant for full consideration.

Climate Change Considerations

- [39] Improving public transport supports ORC's climate change aspirations.

Communications Considerations

- [40] There are no communication considerations arising from this report.

ATTACHMENTS

1. ORC RTC Submissions Going for Housing Growth [9.1.1 - 4 pages]
2. RTC Draft National Infrastructure Plan [9.1.2 - 2 pages]
3. Draft RTC Minutes 28 July 2025 [9.1.3 - 6 pages]
4. Minutes South Island RTC Chairs 21 July 2025 (Final) [9.1.4 - 8 pages]



17 August 2025

Ministry of Housing and Urban Development and Ministry for the Environment
Wellington

Via Email: gfhg@hud.govt.nz

Otago Regional Council Submission on the *Going for Housing Growth* proposals (Package 4)

Introduction

1. Otago Regional Council (ORC) welcomes the opportunity to provide feedback on the *Going for Housing Growth* proposals to address the problem of excessively high land prices, driven by market expectations of an ongoing shortage of developable land to meet demand.
2. This submission reflects the views of ORC councillors and is informed by ORC's practical experience in managing the environment in Otago, as well as our experience in developing Future Development Strategies for Dunedin and Queenstown and running the public transport systems in these centres.
3. ORC has not attempted to cover matters that primarily affect territorial authorities and has limited its submission to matters related to spatial planning, intensification around public transport, and impacts on the natural environment. ORC defers to Otago's territorial authorities to provide comment on the proposals that would affect them.

Spatial planning

4. ORC supports the proposal that the National Policy Statement on Urban Development (NPS UD) requirements are replaced by spatial planning requirements under the new resource management legislation. There is a significant opportunity for spatial planning to be more holistic and consider infrastructure in its broadest sense – covering electricity transmission, transport, three waters, and social infrastructure.
5. However, ORC notes that the Future Development Strategies developed under the NPS UD have not yet had a chance to be implemented, so we do not yet know what impact they would have had on addressing housing affordability. It is important that any lessons from preparing the Future Development Strategies are not lost and are carried forward into the future system.
6. Spatial planning will deliver the most value if central government works with local government to fully understand the issues associated with a place and identify how best to solve those issues. The appropriate scale for spatial planning (sub-regional, regional or cross-regional) should be informed by identifying which areas have known development pressures, and whether areas have the same or similar issues. For example, in some areas the use of restrictive developer covenants is a key reason why housing supply is restricted in new developments. ORC recommends that the Government investigate the use of covenants and whether they can be curtailed or require sunset clauses.



7. ORC considers that it is important that spatial planning and the overall planning system enables infill and intensification wherever possible, in preference to urban expansion. This results in better urban environments for residents, as well as lower costs / future savings for infrastructure, and environmental and economic benefits. Development regulations, reserve policies and development contribution policies need to motivate the highest yield of housing, not the highest financial gain. When those tools work against each other, developers naturally look to minimise cost/risk and maximise returns rather than number of units. This compounds housing costs and land sprawl.
8. ORC supports the proposal to have a streamlined release of land previously identified as suitable for urban development. We consider that it is important that any such area has been identified in a spatial plan. We also recommend that the Government consider how the system can discourage land-banking.

Intensification around public transport

9. ORC supports the proposal to require major urban centres to enable intensification around key public transport corridors and recommends that this requirement is not limited to Tier 1 councils but includes all urban environments. ORC submits that it should be the regional council (rather than territorial authority) that determines which public transport corridors meet the definition of each category, and that these should be set out in the spatial plan.

Impacts on the natural environment

10. ORC does not support the proposal to remove councils' ability to impose boundaries in plans that limit urban growth in certain areas. There are several reasons why councils may want to restrict development of greenfield areas, including protecting productive land, managing natural hazards, maintaining important drainage schemes, and where there are unsuitable soil / substrates.
11. The availability of natural and built resources underpins the viability of enabling further development. Sprawling urbanisation without the necessary natural resources and infrastructure to support these communities can make it difficult for councils to provide required services.
12. In addition, increased demand for natural resources to support new development can affect the availability of resources for existing users, for example, community water schemes for domestic and agricultural / horticultural use.

Conclusion

13. Thank you for taking the time to consider ORC's submission

Yours sincerely

A handwritten signature in blue ink, appearing to read "Gretchen Robertson".

Gretchen Robertson
Chairperson



15 August 2025

Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development
7 Waterloo Quay, Pipitea
Wellington 6140

Via email: gfhg@hud.govt.nz

Otago and Southland Regional Transport Committees' submission on the Going for Housing Growth Programme Pillar 1

Kia ora,

The joint Otago and Southland Regional Transport Committees (RTCs) welcome the opportunity to provide feedback on the Going for Housing Growth (GfHG) Programme Pillar 1. The RTCs provide our regional councils with advice on transport and set our approach to transport investments by preparing the Otago Southland Regional Land Transport Plan (RLTP). Given the link between housing and transport, the RTCs have a strong interest in how GfHG policies will shape transport decisions in our regions. This submission reflects the views of the RTCs' members, excluding the New Zealand Transport Agency (NZTA). The RTCs defer to the local authorities in Otago and Southland to provide comment on specific proposals that affect them.

The RTCs recognise that the availability of diverse and affordable housing options is a major issue in many areas in our regions. This is particularly true in the Queenstown and Upper Clutha areas, where a rapidly growing population has led to a rise in housing demand. In light of this issue, the RTCs broadly support central government reforms that enable people to have more diverse and affordable housing options.

The RTCs strongly advocate that all policies, planning and delivery of GfHG be strategically aligned with transport infrastructure. A major constraint on housing is the lack of coordinated investment in transport infrastructure. When housing is developed without adequate transport planning, the result is disconnected communities where residents have few transport options and are forced to rely on private cars—driving up congestion, pollution and emissions.

The RTCs emphasise that central government must ensure transport infrastructure is planned and funded in tandem with housing. This is to ensure areas with housing growth have sufficient infrastructure to meet travel demand and provide people with multiple convenient transport options. Investment in public and active transport is especially critical, as these modes reduce congestion and offer good value for money.

Given these points, the RTCs encourage central government to commit to funding the projects outlined in the mid-term review Otago Southland RLTP 2024-2034. The RTCs also encourage greater strategic oversight over housing projects to ensure all relevant stakeholders, including



developers, regional councils, territorial authorities and NZTA, collaborate effectively to create well-functioning urban environments.

The RTCs encourage Te Tūāpapa Kura Kāinga to consider the points raised in this submission and welcome greater collaboration in the future to address housing issues in Otago and Southland.

Should you wish to discuss this submission further, please contact Daniel Basubas at daniel.basubas@orc.govt.nz.

Nā māua noa, nā

A handwritten signature in blue ink, appearing to read "Kate Wilson".

Kate Wilson

Otago RTC Chairperson

A handwritten signature in blue ink, appearing to read "Jeremy McPhail".

Jeremy McPhail

Southland RTC Chairperson



6 August 2025

Te Waihangā New Zealand Infrastructure Commission
Level 7, Todd Building
95 Customhouse Quay
Wellington 6011

Via online form: <https://www.surveymonkey.com/r/te-waihangā-draft-plan-feedback-upload>

Otago and Southland Regional Transport Committees' submission on the Draft National Infrastructure Plan

Kia ora,

The joint Otago and Southland Regional Transport Committees (RTCs) welcome the opportunity to provide feedback on the Draft Infrastructure Plan. The RTCs provide our regional councils with advice on transport and therefore have an interest in the Draft Plan's impact on transport infrastructure decisions. This submission reflects the views of the RTCs' members, excluding the New Zealand Transport Agency. The RTCs defer to the local authorities in Otago and Southland to provide comment on specific proposals that affect them.

The RTCs are broadly supportive of the Draft Plan and acknowledge the Infrastructure Commission's assessment regarding the state of New Zealand's infrastructure.

The RTCs acknowledge that the current land transport funding model is no longer fit for purpose and support Recommendation 5 to "establish affordable and sustainable funding" (p. 65). Road user charges are an important mechanism for generating revenue to support land transport infrastructure. In high-growth areas such as Queenstown, where transport networks are under increasing pressure, time-of-use charging can increase funding, manage travel demand and reduce peak-hour congestion.

The RTCs encourage two amendments regarding the forward guidance for land transport (p. 132). First, the RTCs would like to see a greater emphasis on public and active transport infrastructure investments. This is because public and active transport infrastructure represents good value for money relative to private vehicle infrastructure. Second, the RTCs recommend highlighting maintenance and renewal of transport infrastructure in low-growth rural areas, particularly those that produce significant economic value. For example, there are dozens of bridges in Otago and Southland that are crucial for the movement of livestock, crops and other produce and require immediate maintenance. Failure to maintain these bridges threatens the reliability of key supply routes and poses a significant risk to New Zealand's domestic and export markets.

The RTCs also emphasise the importance of ensuring that projects in the Infrastructure Pipeline are well-planned, have sufficient capacity to be completed, and have guaranteed long-term funding as part of a continuous work programme. Discussions to this effect, particularly around the maintenance and renewals of existing infrastructure, should meaningfully involve local authorities so that



infrastructure decisions are rooted in the local context. Moreover, ensuring long-term funding of infrastructure will mean transport projects are more likely to be successfully implemented across changes of government.

The RTCs also seek further clarification on how the Draft Plan's findings will inform policy decisions for current and future Governments. This is because many of the recommendations in the Draft Plan do not align with some of the Government's strategic documents and frameworks, such as the Government Policy Statement on land transport 2024-2034 and the Going for Housing Growth Programme.

The RTCs appreciate the opportunity to provide feedback on the Draft Plan and encourage the Infrastructure Commission to consider the points raised in this submission.

Nā māua noa, nā

A handwritten signature in blue ink, appearing to read "Kate Wilson".

Kate Wilson

Otago RTC Chairperson

A handwritten signature in blue ink, appearing to read "Jeremy McPhail".

Jeremy McPhail

Southland RTC Chairperson



**Otago and Southland Regional Transport Committees (RTC)
MINUTES**

Minutes of an ordinary meeting of the Otago and Southland Regional Transport Committees held in the Gore District Council Chamber on Monday 28 July 2025, commencing at 10:30 am.

PRESENT

Otago Regional Transport Committee

Cr Kate Wilson (RTC Chair)	<i>Otago Regional Council</i>
Cr Alexa Forbes (RTC Deputy Chair)	<i>Otago Regional Council</i>
Cr Bruce Graham	<i>Clutha District Council</i>
Cr Jim O'Malley	<i>Dunedin City Council</i>
Cr Quentin Smith	<i>Queenstown Lakes District Council</i>
Cr Jim Thomson	<i>Waitaki District Council</i>

Southland Regional Transport Committee

Cr Jeremy McPhail (RTC Chair)	<i>Environment Southland</i>
Cr Phil Morrison (RTC Deputy Chair)	<i>Environment Southland</i>
Cr Christine Menzies	<i>Southland District Council</i>
Cr Ria Bond	<i>Invercargill City Council</i>

**Otago and Southland
Regional Transport Committees**

Mr Ian Duncan	<i>NZ Transport Agency Waka Kotahi</i>
---------------	----------------------------------------

Councillor Wilson was designated as the Chairperson for this combined RTC meeting.

1. WELCOME

Chair Wilson welcomed Councillors, members of the public and staff to the meeting at 10:30 am. Cr Forbes opened the meeting with a karakia.

Committee members present were Cr Kate Wilson (Otago Regional Council and Chair), Cr Jeremy McPhail (Environment Southland), Cr Bruce Graham (Clutha District Council), Cr Jim O'Malley (Dunedin City Council), Cr Quentin Smith (Queenstown Lakes District Council), Cr Jim Thomson (Waitaki District Council), Mr Ian Duncan (New Zealand Transport Agency), Cr Phil Morrison (Environment Southland), Cr Christine Menzies (Southland District Council) and Cr Ria Bond (Invercargill City Council, online).

Other attendees included Russell Hawkes (Environment Southland), Lorraine Cheyne (Otago Regional Council), Danial Basubas (Otago Regional Council), Hartley Hale (Southland District Council), Dean Lowry (Environment Southland), Joshua Rendell (Waitaki District Council), Henri van Zyl (Gore District Council), Grant Fisher (Invercargill City Council), Liz Devery (Environment Southland), Helen Chapman (Dunedin City Council), Janine Benson (Dunedin City Council), Chad Barker (New Zealand Transport Agency), Shawn Scott (New Zealand Transport Agency), Murray Hasler (Gore District Council), Paul Fleet (Central Otago District Council), Jim Crouchley (Transporting New Zealand, online) and Cara Jordan (Otago Regional Council, Governance Support).

2. APOLOGIES

An apology from Cr Stuart Duncan was noted by the Chair.

4. CONFIRMATION OF AGENDA

Resolution: Cr O'Malley Moved, Cr McPhail Seconded

That public forum be delayed until after the Chairperson's Report due to the availability of KiwiRail staff. The agenda was then confirmed as published.

MOTION CARRIED

5. CONFIRMATION OF MINUTES

Resolution: Cr McPhail Moved, Cr Graham Seconded

That the minutes of the Committees' meeting held on 5 May 2025 be received and confirmed as a true and accurate record.

MOTION CARRIED

6. ACTIONS

Open actions from resolutions of the Committees were reviewed and updates provided by Chair Wilson.

7. CHAIRPERSON'S REPORT

7.1. Chairperson's Report

[YouTube 5:02] Chair Wilson updated the Committees on a meeting with the Minister of Transport on the 16 July 2025 and related feedback on the South Island Transport Story. Chair Wilson requested that the South Island Transport Network Vulnerabilities Report be shared with Committee members.

Resolution RTC25-101: Cr McPhail Moved, Cr Morrison Seconded

That the Committees:

- 1) **Note** this report.

MOTION CARRIED

8. STAFF REPORTS**8.1. RTC Achievements of the Triennium**

[YouTube 6:47] The report provided the Committees with a summary of their key achievements of the triennium (2022-2025). The role of the Committees in regional deals going forward was discussed. Collaboration was noted as a key contributor to success. Daniel Basubas (Transport Planner, Otago Regional Council) and Lorraine Cheyne (Manager Transport, Otago Regional Council) were available for questions.

Resolution RTC25-102: Cr Morrison Moved, Cr McPhail Seconded

That the Committees:

- 1) **Note** this report.
- 2) **Note** that the achievements of the triennium have come through good collaboration of Committee members and staff.
- 3) **Give a vote of thanks** to staff for working through changes to the drafts and final version of the Government Policy Statement and supporting the achievements of the Committees.

MOTION CARRIED

3. PUBLIC FORUM

[YouTube 17:50] Lisa de Coek and Andrew Bruce from KiwiRail were online to present to the Committees. The presentation covered the importance of freight hubs for the South Island, an update on the Rail Network Infrastructure Programme and an update on the status of South Island infrastructure. Planning processes and timeframes were discussed.

Cr McPhail left the meeting at 11:20 am.

Cr McPhail rejoined the meeting at 11:25 am.

8. STAFF REPORTS continued**8.2. Transport Operating Environment**

[YouTube 1:14:10] The report updated the Committees on legislative and policy changes impacting Otago and Southland's regional land transport planning and management. The report also provided an update on current workstreams of interest to elected members and the wider public. The Going for Housing Growth programme, the draft National Infrastructure Plan, Time-of-use schemes and the Otago Central Lakes regional deal were discussed. Daniel Basubas (Transport Planner, Otago Regional Council) and Lorraine Cheyne (Manager Transport, Otago Regional Council) were available for questions.

Resolution RTC25-103: Cr Wilson Moved, Cr McPhail Seconded

That the Committees:

- 1) **Note** this report.

MOTION CARRIED

Resolution RTC25-104: Cr Smith Moved, Cr O'Malley Seconded

That the Committees:

- 1) **Request staff to prepare a submission** on Going for Housing Growth programme and circulate it to members and delegate to the Chairs to sign.

MOTION CARRIED

Resolution RTC25-105: Cr Forbes Moved, Cr O'Malley Seconded

That the Committees:

- 1) **Submit** on the draft national infrastructure plan and delegate to the Chairs to sign.

MOTION CARRIED

Resolution RTC25-106: Cr Smith Moved, Cr Thomson Seconded

That the Committees:

- 1) **Seek joint regular updates** from the Otago Lakes regional deal Steering Group Committee and relevant authorities on the progress.

MOTION CARRIED

Resolution: Cr Wilson Moved, Cr McPhail Seconded

That the meeting be adjourned for 30 minutes until 1:00 pm.

Agenda item 8.6 was taken before item 8.3 due to staff availability.

8.6. Update on Southland District Council Bridge Replacements

[YouTube 2:32:20] The report updated the Committees on the processes and timeline involved in gaining final funding approval for the Southland District Council bridge replacement programme. Timing was a big challenge to deliver activities within the associated funding period. Hartley Hare (Roading Asset Manager, Southland District Council) and Russell Hawkes (Transport Planner, Environment Southland) were available for questions.

Resolution RTC25-107: Cr Wilson Moved, Cr Smith Seconded

That the Committees:

- 1) **Note** this report.

MOTION CARRIED

8.3. Regional Land Transport Plan Development – Review of Strategic Section

[YouTube 2:59:50] The report provided the opportunity for the Committees to comment, and provide direction to staff, on work to develop the Regional Land Transport Plan for the 2027/37 period. Russell Hawkes (Transport Planner, Environment Southland) was available for questions.

Resolution RTC25-108: Cr Forbes Moved, Cr O'Malley Seconded

That the Committees:

- 1) **Note** the report.
- 2) **Ask staff** to reword the strategic section based on the Committee's discussions at this meeting and other consultation and bring the paper back to the Committees in the new triennium.

MOTION CARRIED

8.4. NLTP 2024/27 – Summary of Otago Southland Continuous Programmes Expenditure to June 2025

[YouTube 3:06:10] The report updated the Committees on the end of June 2025 expenditure on Continuous Programmes funded through the National Land Transport Fund. It was noted that

the report effectively covers 9 months and that the comments section will be completed after final year end. Russell Hawkes (Transport Planner, Environment Southland) was available for questions.

Resolution RTC25-109: Cr Wilson Moved, Cr Morrison Seconded

That the Committees:

- 1) **Note** the report.

MOTION CARRIED

8.5. RLTP Improvement Projects Status Update

[YouTube 3:14:10] The report provided an update on the current status and progress of improvement projects included in the current Regional Land Transport Plan 2024/27. Changes in the Government Policy Statement have impacted the process and changed priorities. Russell Hawkes (Transport Planner, Environment Southland) was available for questions.

Resolution RTC25-110: Cr O'Malley Moved, Cr Smith Seconded

That the Committees:

- 1) **Note** this report.
- 2) **Write a letter** to central government outlining that Regional Transport Committees require surety in policy to ensure effective and efficient planning to meet demand.

MOTION CARRIED

8.7. New Zealand Transport Agency Update

[YouTube 3:20:19] The New Zealand Transport Agency Waka Kotahi (NZTA) provided an update on its activities. Winter maintenance, speed management, the national ticketing solution, safety cameras and regional projects were highlighted. Mr Ian Duncan from NZTA was available for questions.

Resolution RTC25-111: Cr Wilson Moved, Cr McPhail Seconded

That the Committees:

- 1) **Note** the report.
- 2) **Provide any feedback** to the New Zealand Transport Agency on the topics included in the presentation.

MOTION CARRIED

8.8. South Island Regional Transport Committee Chair's Activities Update

[YouTube 3:57:10] Cr Wilson updated the Committees on the recent activities of the South Island Regional Transport Committee Chairs Group. The minutes of the latest meeting are not yet available. An investigation into the potential for regional commuter rail was discussed. Russell Hawkes (Transport Planner, Environment Southland) and Chair Wilson were available for questions.

Resolution RTC25-112: Cr O'Malley Moved, Cr Bond Seconded

That the Committees:

- 1) **Note** the report.
- 2) **Write a letter** to the Minister of Transport, Minister of South Island and Minister for Rail to support the community's request to investigate commuter rail between Invercargill and Christchurch with a copy to Environment Canterbury.

MOTION CARRIED

Mr Duncan abstained.

9. EXTRAORDINARY AND URGENT BUSINESS

The inclusion of a KiwiRail representative being permanently appointed to the Regional Transport Committees was discussed.

Resolution RTC25-113: Cr O'Malley Moved, Cr Forbes Seconded

That the Committees:

- 1) **Request** that the Minister of Transport appoint a KiwiRail representative to the Otago and Southland Regional Transport Committees as per Section 105A 1(c) of the Land Transport Act.

MOTION CARRIED

Mr Duncan abstained.

Members of the Regional Transport Committees shared their reflections for the new triennium's incoming Committee members. Key points noted were:

- The Committees undertake important work with common issues shared across the South Island.
- There is a need for long term strategy and planning that is not affected by political change.
- A request was noted for Councillors and staff to meet informally at the beginning of the triennium to share the need to work collectively and for staff to summarise key issues, challenges and constraints.
- The transport environment is a big complicated picture and new members must try to understand the base level of service as quickly as possible.
- A request was made for an induction meeting to be held to include a briefing paper outlining the Committees' history and key current issues with the ability to monitor progress across trienniums.
- To have empathy for all issues (urban or rural, large or small) and follow an evidence based approach with knowledge management.

10. CLOSURE

A vote of thanks was given to staff for their expertise and input into the Committees over the triennium. There was no further business and Chair Wilson declared the meeting closed at 3.22 pm.

Chairperson

Date

Meeting Minutes - South Island Regional Transport Committee Chairs Group

Venue: Manapouri Room, Novotel Christchurch Airport, 30 Durey Road, Christchurch

Date: Monday 21 July 2025, 9:30am – 3:00pm

Members In Attendance:	<i>Canterbury Regional Council</i>	<i>Otago Regional Council</i>
	Chair Craig Pauling	Cr Kate Wilson (<i>Chair</i>)
	Cr Grant Edge	Cr Alexa Forbes
	<i>KiwiRail</i>	<i>Southland Regional Council</i>
	Adele Wilson	Deputy Chair Jeremy McPhail
	Lisa de Coek	Cr Phil Morrison
	Andrew Bruce	<i>Tasman District Council</i>
	<i>Marlborough District Council</i>	Deputy Mayor Stuart Bryant (<i>Deputy Chair</i>)
	Cr Scott Adams	<i>West Coast Regional Council</i>
	<i>NZTA Waka Kotahi</i>	Chair Peter Haddock
	Ian Duncan	
	Emma Speight	
Member Apologies:	<i>Nelson City Council</i>	<i>West Coast Regional Council</i>
	Mayor Nick Smith	Cr Peter Ewen
Officers In Attendance:	<i>Canterbury Regional Council</i>	<i>Otago Regional Council</i>
	Jesse Burgess	Daniel Basubas
	Tiara Thorby	Lorraine Cheyne
	Kieran Ireland	<i>Southland Regional Council</i>
	<i>Marlborough District Council</i>	Russell Hawkes
	Laura Skilton	<i>Tasman District Council</i>
	<i>Nelson City Council</i>	Bill Rice
	Lyndon Hammond	<i>West Coast Regional Council</i>
	<i>NZTA Waka Kotahi</i>	Max Dickens
Officer Apologies:	Toshi Hodliffe	
	Chad Barker, <i>NZTA Waka Kotahi</i>	
Guest Attendees:	Nick Leggett, <i>Chief Executive, Infrastructure New Zealand</i>	
Secretariat:	Carmin Beck, <i>Canterbury Regional Council</i>	

1. Karakia, welcome and apologies

The meeting was opened with a karakia at 9:30am.

- Apologies were received from Mayor Nick Smith and Cr Peter Ewen.
- Andrew Bruce is replacing Gary Ikin as lead of South Island Infrastructure for KiwiRail.
- Cr Scott Adams, Cr Alexa Forbes, and Cr Jeremy McPhail attended online via MS Teams.
- It was noted that Craig Pauling, Adele Wilson, and Andrew Bruce would arrive late. Cr Scott Adams departed the meeting at 10:30am.
- Kieran Ireland was welcomed as a new officer from the Canterbury Regional Council.

2. Minutes from previous meeting – 7 April 2025

There were no corrections or amendments to the minutes of the previous meeting.

That the South Island Regional Transport Committee Chairs Group:

1. **Receives the minutes from the 7 April 2025 meeting and notes any amendments.**

Deputy Mayor Stuart Bryant / Cr Peter Haddock
CARRIED

3. Regional updates

Canterbury

- The Canterbury Regional Public Transport Plan (RPTP) was endorsed by the Canterbury Regional Transport Committee (RTC) and the Greater Christchurch Partnership (GCP) Committee, it is due to be adopted by the Regional Council in late July 2025.
- Work on the Canterbury Regional Land Transport Plan (RLTP) 2027 has commenced.
 - Given that this is a full review of the RLTP, there is opportunity for improved long-term strategic planning, greater engagement with partners and stakeholders across the region.
- The Greater Christchurch Transport Plan (GCTP) was endorsed by the GCP. The GCTP identifies the transport system changes needed to implement the 30-year vision of the Greater Christchurch Spatial Plan and reflects strong alignment and shared purpose across the Partnership.
- The Motu Move National ticketing system project delays remain, it is unclear when Canterbury can expect the system to be rolled out or trialled further. Staff are working closely with NZ Transport Agency Waka Kotahi (NZTA) on this.
- The second Ashburton bridge initial investigation works are underway.
- The Woodend Bypass design work is an estimated 30% completed.
- Canterbury staff are working on combining recent funding and financing analysis with upcoming Regional Deals.

Marlborough

- The 26 June and 11 July 2025 storm events caused significant damage, the clean-up is still underway.
 - Several areas had washouts, slips, and earth movement.
 - The Sounds and areas which have had recent resilience works done to them held up well against the conditions.
 - Several areas still have restricted access.
- Ongoing spatial planning and transport modelling work for State Highway 1 (SH1) between Auckland St and Kent St in Picton to reduce future queueing due to ferries.

Nelson

- Main arterial route has been closed due to weather events, road works will continue. This has caused congestion around the area.
- Local Government New Zealand (LGNZ) supports the School Bus initiative and will continue to further this work.

Otago

- In July 2025, the combined Southland / Otago RTC has its final meeting of this triennium.
- A key challenge was the timing of the 2024 GPS Land Transport with the RLTP review. The Committee will be considering continuous spend programmes to date.
- Many improvement projects in Otago are no longer eligible for funding given the change of Government priorities. In some areas, local share is increasing to support regional services.
- Otago Regional Council, Central Otago District Council and Queenstown Lakes District Council are collaborating on a Regional Deal which has been approved and is moving forward to negotiation.
- Public Transport upgrades continue at pace:
 - New services from Queenstown to Arrowtown and Jack's Point.
 - On-demand service in Mosgiel underway.
- There has been agitation around reduced school buses.

Southland

- Analysing low roading budgets claim, despite high volume of work being done.
- With the colder weather, resealed sites are showing sign of chip loss.
- Two bridges have been funded for Southland District in the 2023-24 period.
- The SH 93 improvements in Maitai are funded but experiencing significant progressions delays which require KiwiRail agreement for a rail bridge at the site. This site is of critical importance to the resilience of Gore.
- Invercargill City Council has completed a review of the RPTP.
 - Mainly changes of route and fares.
 - Coverage area is the boundaries from the 1980s.

- Councils are keen for a discussion on amalgamation. There is a need to work together to achieve efficiencies, especially with low rating units.

Tasman

- The 26 June and 11 July 2025 storm events had a huge impact with winds and rain with more than 2000 hectares of trees tripped over roads, 59 bridges damaged, road drop-outs, and road closures (38 remain as of 18 July 2025).
- Concern around recent Central Government comments regarding defunding NZTA Emergency Works.
- Ongoing issue with school busing for students outside of the transport eligibility zone. Ministry of Education (MoE) has yet to comment.
- Hope Bypass will be presented on at the upcoming NZTA board meeting in August 2025.
- NZTA has commenced work on the damaged SH6 in Norris Gully Recreation Area.

West Coast

- Speed Limit review around speed inconsistencies, continual accidents, and schools.
- Desire to have Bailey Bridges stored on the West Coast.
- Greymouth District Council has raised rates due to lack of FAR funding.
- NZTA commenced work on the Epitaph Slip and is planning and underway on several network resilience projects.
- The Total Mobility programme will commence in August 2025.
- Overall, the network is in good condition but there are areas for improvement, especially related to single lane bridges and passing opportunities.
- MoE has shifted the school bus service to the Regional Council without additional funding.

The group had a discussion regarding the recent conversations with Hon Chris Bishop at the LGNZ Conference (16 July 2025). There seemed to be a disconnect in his understanding of the South Island from resilience to the arterial role of SH1.

There was a strong desire to connect with Hon James Meager with regards to the specific needs of the South Island transport network in regards especially to freight and a resilience infrastructure pipeline.

The Group also discussed the importance of presenting a joined-up approach to Central Government and Kate Wilson discussed the idea of creating a shared South Island RLTP.

Action: Send a letter to Ministers Bishop and Meager, following up with South Island data and requesting a meeting prior to the elections in October 2025.

Chair Craig Pauling / Chair Peter Haddock
CARRIED

Recommendation: That the South Island Regional Transport Committee Chairs Group:

1. **Receives the verbal regional updates from each member of the Chairs Group.**

Cr Kate Wilson / Cr Jeremy McPhail
CARRIED

4. Chairs Group's work programme update

Jesse Burgess presented the final South Island Transport Story and South Island Transport Network Vulnerabilities documents to members. Russell Hawkes provided an update on the progress of the South Island Freight Study Phase 2, sharing that processing data and getting approval to publish private data. Jesse Burgess provided an update around centralised reporting of road closures and presented a paper on the Updated Cost Sharing Agreement which was verbally agreed upon at the previous meeting.

Recommendation: That the South Island Regional Transport Committee Chairs Group:

1. **Receives the Chairs Group work programme update.**
2. **Receives the final South Island Transport Story and final South Island Transport Network Vulnerabilities Report.**
3. **Notes the progress update on phase 2 of the South Island Freight Study.**
4. **Notes that staff will work with the next Chairs Group in 2026 to establish new work programme priorities to progress over the next three years.**
5. **Notes the South Island Regional Transport Committee Chairs Group Cost Sharing Agreement.**

Deputy Mayor Stuart Bryant / Cr Phil Morrison
CARRIED

5. NZ Transport Agency Waka Kotahi update

Emma Speight and Ian Duncan provided an update for the NZ Transport Agency Waka Kotahi (NZTA). The update covered the following subjects:

- State Highways speed management have a new consultation process which can incorporate safety, consistency, reduction in harm, etc. Currently reviewing urgent places that align with capital projects. The Government is shifting to be more directive / active with regards with funding tags to GPS priorities.
- Driver licensing wait times have decreased in most locations (average 4-14 days), private contractors will provide additional services in Nelson to reduce high wait times.
- There will be another summer of resilience programmes works (Haast, Coal Creek Overbridge replacement, Epitaph Slip, etc.).

- The Board of Directors has indicated that in the next National Land Transport Plan (NLTP) period, the maximum FAR rate is likely to be capped lower, and the disaster threshold raised. This will require councils to plan alternative options (such as lowering levels of services in some areas).
- Maintenance delivery has gone well but has spent some Y2 & Y3 budget. Summer construction will continue under current contracts. Will continue to use the risk targeted approach to Temporary Traffic Management.
- Integrated delivery – existing contracts are through April 2026. Currently undergoing the tender process, with expectations to award new contracts before end of 2025. The new model will require suppliers to work with professional service suppliers, encouraging efficiency in the decision-making model.
- The National Ticketing Solution (NTS) / MotuMove is behind schedule. Currently in discussions with the Canterbury Regional Council on how to extend Route 29. There is a new project sponsor, and a revised plan is due to come out in August 2025.
- New SUV mounted safety cameras are operating around the network with trailers coming shortly. The cameras will not be sign-posted but also won't be camouflaged. NZ Police will continue to run enforcement in combination with NZ Transport Agency Waka Kotahi.

Recommendation: That the South Island Regional Transport Committee Chairs Group:

- 1. Receives the verbal updates from NZ Transport Agency Waka Kotahi.**

Chair Peter Haddock / Cr Grant Edge
CARRIED

6. KiwiRail update

Adele Wilson and Lisa de Coek provided an update:

- Year 1 of the 5-year transformation plan is completed, the Rail Network Investment Programme (RNIP) 2 has been finalised and is funded for the next two years, and RNIP 3 will aim to be more collaborative with stakeholders.
 - Government soon to announce RNIP variation, similar priorities: network renewals (drainage), South Island bridge renewals (41), asset management, and rerailling.
- Ferry programmes on track and progressing as planned.
- Considering major network improvement connecting the Midland 9 to the South Line.
- Lyttelton Port Company (LPC) Inland Port Strategy is underway and KiwiRail is investigating land network and Contained Terminal (CT) network to expand services offered next to rail.
- Topical work on the IPORT Business Park in Rolleston, Southern Link Logistics Park, Milburn Quadrant projects.
- Collating a Property Master Plan to give direction and speed to decision making.
- South Island work:

- Track sleeper renewals – 35,000 sleepers
- Civil work (culverts, retaining walls, slopes, resilience, etc)
- Active level crossings
- Working on new standardised concept bridges that can be linked together for a quicker and cheaper result.

ACTION: Lisa De Coek to share KiwiRail bridge renewal data with Group.

Recommendation: That the South Island Regional Transport Committee Chairs Group:

1. **Receives the verbal updates from KiwiRail.**

7. Guest Attendee: Infrastructure New Zealand

Nick Leggett joined the meeting online to present on the direction New Zealand is moving with infrastructure projects and then opened into a discussion. The conversation covered big themes such as:

- Bipartisan commitment to a long-term infrastructure pipeline,
- improving funding and financing opportunities,
- collaborative planning and execution between local, regional, and central government,
- exploring alternative procurement models,
- speaking the language of Ministers (lifelines, climate adaptation, etc), and
- importance of bridge infrastructure, and more.

He highlighted the value that the South Island bring to the country currently and in future projections (freight, tourism, primary industries, food production, etc.) and emphasised the need to present a collective, clear, nationally-significant South Island vision with infrastructure as the bedrock which is irresistible to investors. He recommended a grassroots approach, where local government understands local problems, prioritises them, plans practical solutions, and then asks Central Government for partnership and funding. He highlighted the importance of isolating the compelling advantage that the South Island brings to the country and embedding it into the narrative.

ACTION: Secretariat to share South Island Transport Story and South Island Transport Network Vulnerabilities Report with Nick Leggett.

ACTION: Nick Leggett will share the Infrastructure New Zealand submission on the Draft National Infrastructure Plan with the Secretariat, to circulate.

Recommendation: That the South Island Regional Transport Committee Chairs Group:

2. **Receives the presentation and information from Nick Leggett, Chief Executive of Infrastructure New Zealand.**

Cr Kate Wilson / Chair Peter Haddock
CARRIED

8. Reflections on the triennium and briefing to the incoming Chairs Group

Chairs were each given the opportunity to share their reflections of the past triennium and what they perceive to be key factors going forward:

- Shift in networks and relationships
- Importance of having projects on a list – pitch high, prioritise, be pragmatic
- Collegiality of working together across regions and urban / rural environments
- Need for consistent direction / funding from Central Government
- Interconnected networks across the motu
- Valuing South Island is valuing NZ future (energy, food, exports, etc.)
- Value corridor of SH1
- Advocating for South Island as a whole – common issues, common opportunities, common purpose
- Importance of getting funding – collective case is stronger
- Thank you to KiwiRail for joining the Group
- Thank you for NZ Transport Agency Waka Kotahi for being part of this Group
- Thank you to the staff who have progressed the Group's work programme

9. Any other business

N/A

10. Close and farewell

The meeting was closed by Craig Pauling with a karakia at 2:45pm.

9.2. Queenstown and Dunedin 2024/25 Full Year Network Performance Report

Prepared for: Public and Active Transport Committee
Report No. RTC2511
Activity: Transport: Public Passenger Transport
Julian Phillips, Implementation Lead Transport
Author: Gemma Wilson, Senior Operations Analyst
Laura Faulkner, Transport Officer
Christine Rout, Implementation Advisor
Endorsed by: Anita Dawe, General Manager Planning and Transport
Date: 3 September 2025

PURPOSE

- [1] To update the Committee on the performance of Public Transport (bus, ferry and Total Mobility) for the full 12 months of the 2024/25 Financial Year, July 2024 -June 2025.

EXECUTIVE SUMMARY

- [2] Dunedin bus patronage for 2024/25 is 3,492,560 trips – representing an increase of 3% from 2023/24.
- [3] Queenstown bus patronage for 2024/25 is 1,966,086 trips – representing an increase of 4% from 2023/24.
- [4] Queenstown ferry patronage for 2024/25 is 77,123 trips – representing a decrease of 4% from 2023/24.
- [5] Total Mobility patronage for 2024/25 is 142,312 trips – representing an increase of 15.3% from 2023/24.
- [6] Across the whole network for the year, 99.6% of scheduled services were operated (447,707 trips).

RECOMMENDATION

That the Committee:

- 1) **Notes** this summary of public transport activity in Otago for 2024/25.

DISCUSSION - DUNEDIN

- [7] Figure 1 details the patronage, revenue and concession split for the full financial year 2024/25.

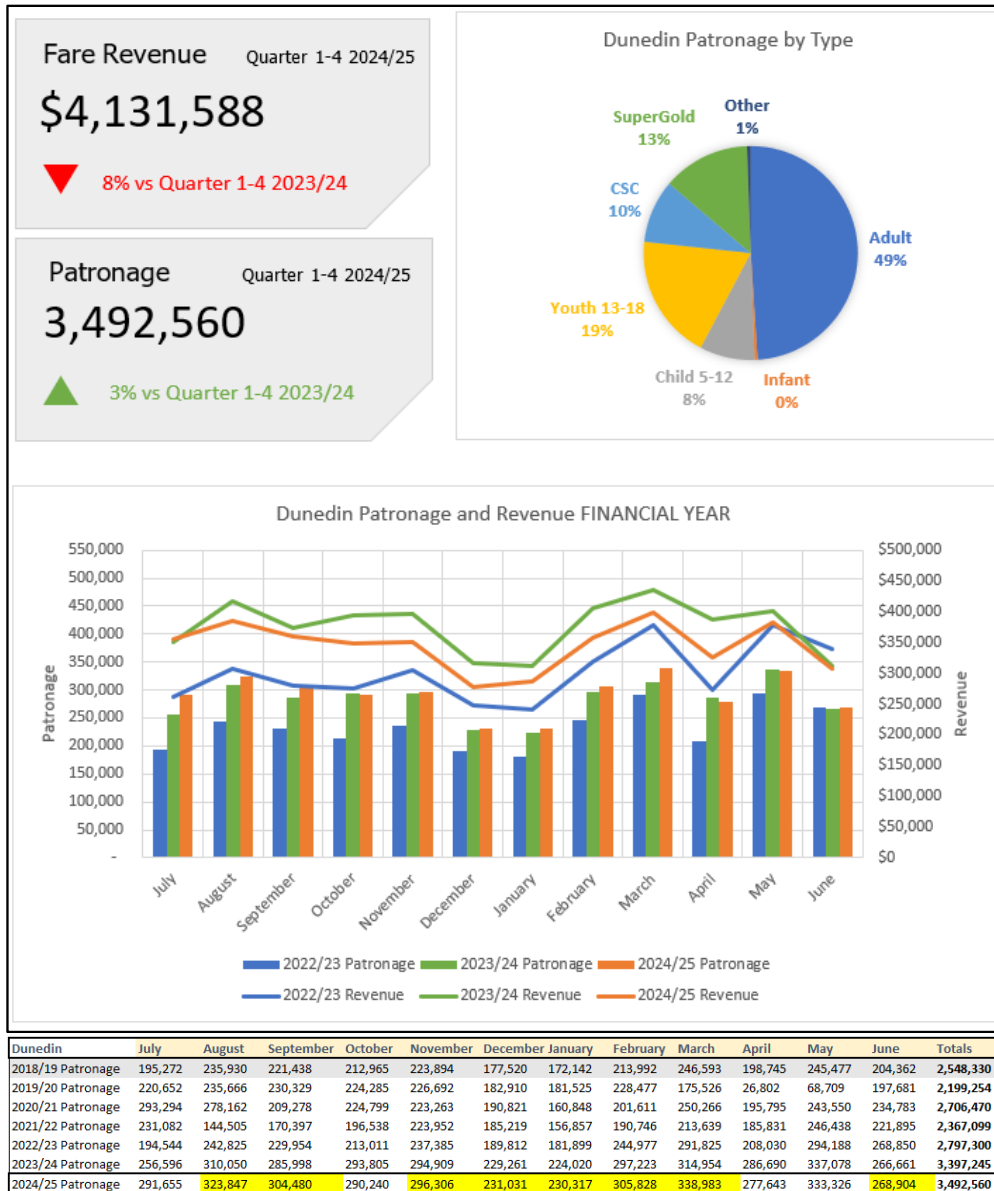


Figure 1: Dunedin 2024/25 Patronage and Revenue

- [8] Two thirds of the year has seen monthly patronage records, highlighted in yellow in Figure 1, and March had the highest ever month for Dunedin at 338,983 passenger trips.
- [9] The annual total is also a record for Dunedin, at 3,492,560 trips.
- [10] While patronage continues to perform strongly, year-on-year *growth* is at a lower level than 2023/24 due to the very high rate of growth in that Financial Year.
- [11] Figure 2 details patronage, colour coded by quarter, illustrating quarter-by-quarter patronage gains to date.

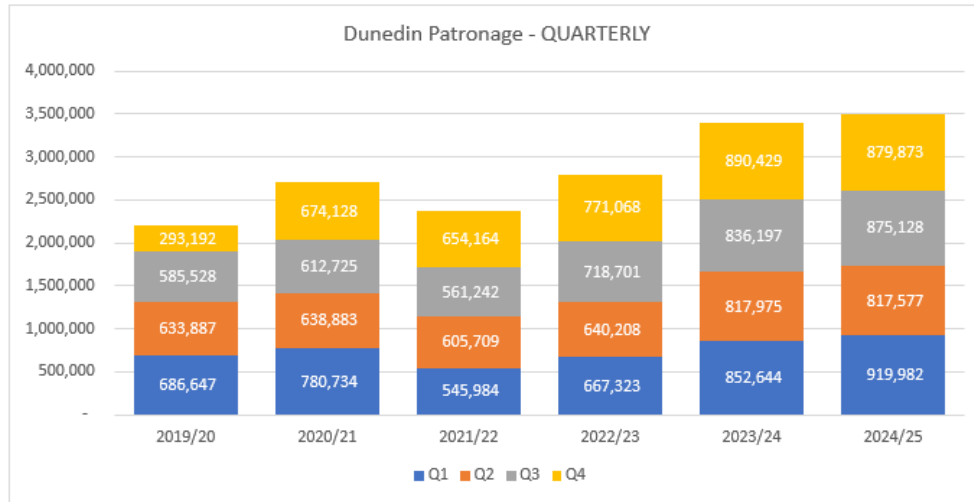


Figure 2: Quarterly patronage comparison

[12] Figure 3 tracks individual PTOM Unit information for the year¹. The model requires Council to provide and contract public transport services in Units. Each Unit is a group of routes and timetables, and Council contracts each Unit exclusively to a transport operator.

Unit 1	Unit 2	Unit 3	Unit 4	Unit 5
<ul style="list-style-type: none"> Balaclava Logan Park Concord Port Chalmers Northern services Peninsula 	<ul style="list-style-type: none"> St Clair Normanby Corstorphine Wakari St Clair Park Helensburgh 	<ul style="list-style-type: none"> Pine Hill Lookout Point Shiel Hill Opoho Ridge Runner 	<ul style="list-style-type: none"> Brockville/Half Bush/St Kilda Waverley Ocean Grove Ross Creek Belleknoves Kenmure 	<ul style="list-style-type: none"> Mosgiel Mosgiel Express Brighton Abbotsford On Demand

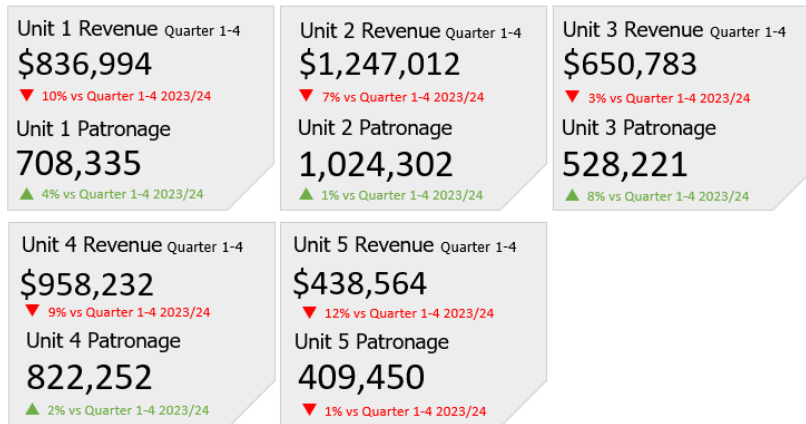


Figure 3: Dunedin PTOM Unit performance

¹ PTOM = Passenger Transport Operating Model

DISCUSSION – QUEENSTOWN

[13] Figure 4 details the patronage, revenue and concession split for the full financial year 2024/25.



Figure 4: Queenstown 2024/25 Patronage and Revenue

[14] Patronage for 10 of the 12 months of the year was at a record high for the Queenstown network, highlighted in yellow in Figure 4, with the remaining 2 months (February and March 2025) both at 99% of the previous patronage records.

[15] The annual total is also a record for Queenstown, with almost 2 million passenger trips.

[16] While patronage continues to perform strongly, year-on-year *growth* is at a lower level than 2023/24 due to the very high rate of growth in that Financial Year.

[17] Figure 5 details patronage, colour coded by quarter, illustrating quarter-by-quarter patronage gains to date.

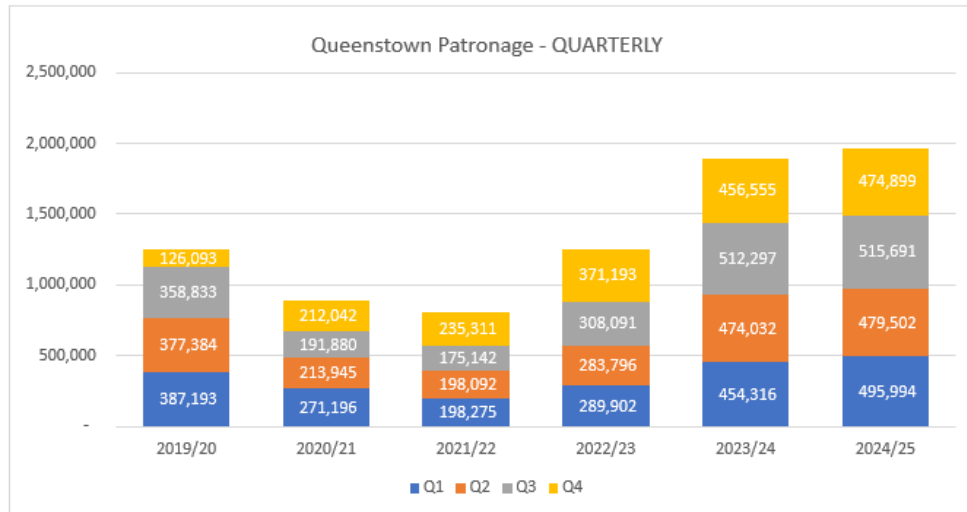


Figure 5: Quarterly patronage comparison

[18] Figure 6 tracks individual PTOM Unit information for the year. The model requires Council to provide and contract public transport services in Units. Each Unit is a group of routes and timetables, and Council contracts each Unit exclusively to a transport operator.

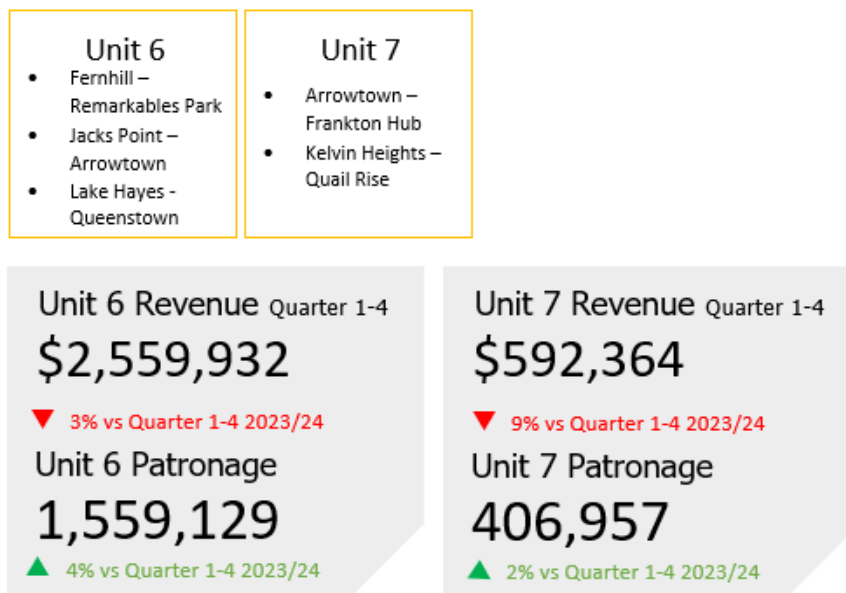


Figure 6: Queenstown PTOM Unit performance

DISCUSSION – QUEENSTOWN FERRY

[19] Figure 7 details Queenstown Ferry patronage and revenue for the full financial year 2024/25.

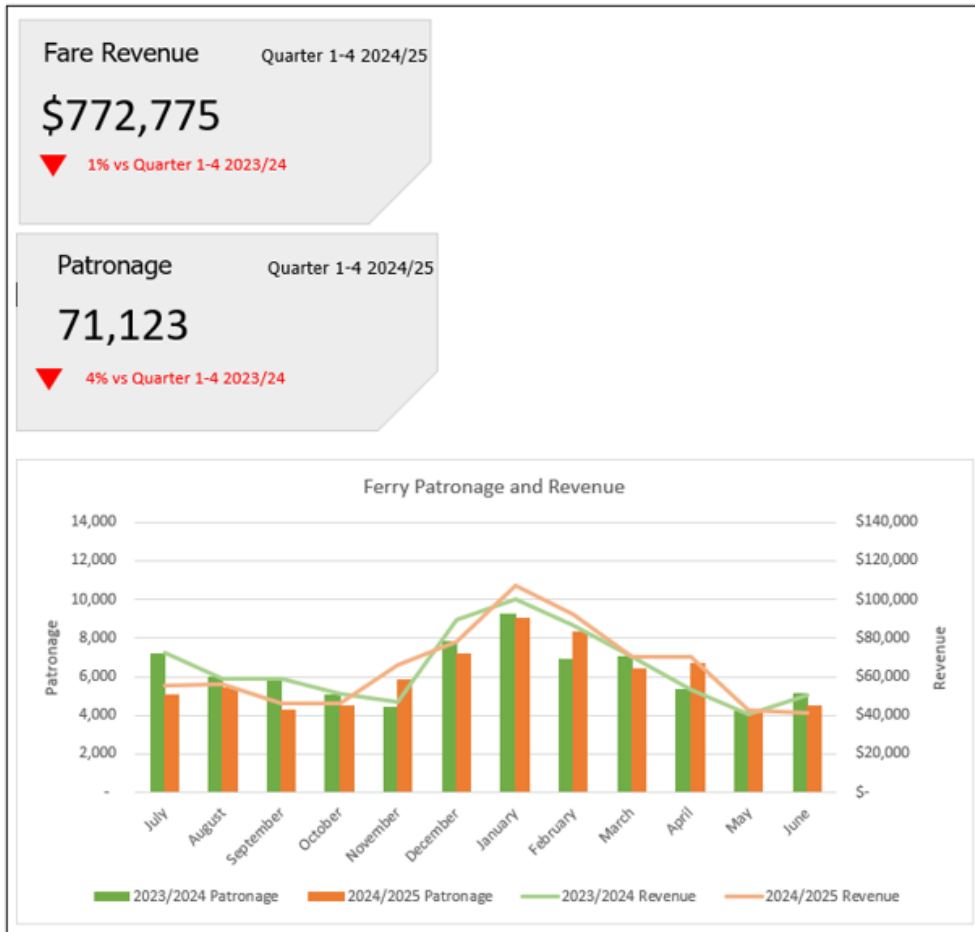


Figure 7: Queenstown Ferry Patronage and Revenue

- [20] Total Queenstown Ferry patronage for 2024/25 is 71,123 which is a 4% decrease from the same period in 2023/24.
- [21] Whilst this is continuing the downward pattern of patronage as a result of the impact of the withdrawal of half price fares, the rate of decline is flattening. November, February, April and May patronage exceeded the previous year, with December, January and March very close.
- [22] Bee Card fares on the Ferry have been fixed at \$10 since July 2023, following most of the previous Financial Year at the 50% reduced price of \$5. Cash fares are \$14, having previously been \$7. Therefore, the impact of the return to full fares has been more keenly felt in dollar terms on the ferry service than the bus service.

DISCUSSION – TOTAL MOBILITY

- [23] Total Mobility patronage for 2024/25 is 142,312 trips – an increase of 15% from 2023/24.
- [24] This continues an increasing trend seen through 2023/24, although there is a minor decrease from Q2 to Q3 in trip length, hoist usage and expenditure.
- [25] 24,284 (2,023 per month) of these passenger trips required a hoist which is an increase of 30% from 2023/24. *‘Hoist’ refers to trips that require a wheelchair accessible vehicle to travel, for which transport providers receive a separate reimbursement.
- [26] Figures 8, 9 and 10, below, shows quarterly data since the current dataset began in 2017.

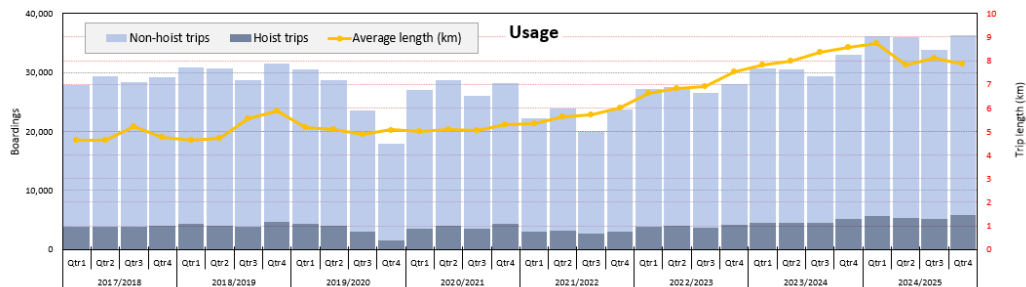


Figure 8: Usage: boardings (hoist and non-hoist), and the average trip length

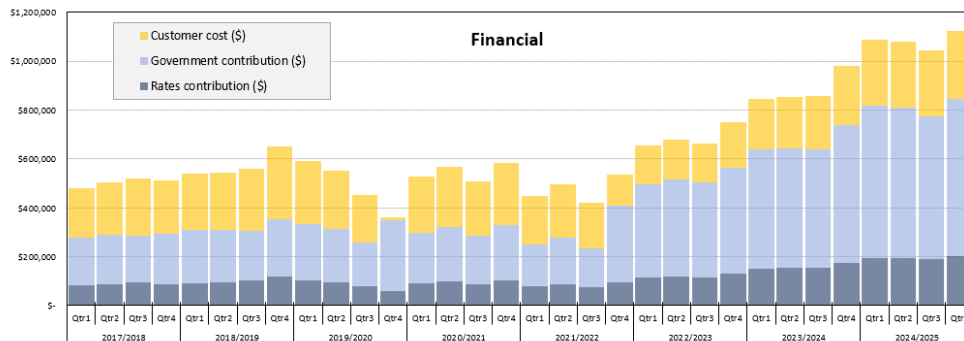


Figure 9: Total Mobility patronage, cost share between customer, rates contribution (ORC funding), and Government contribution (NZTA funding)

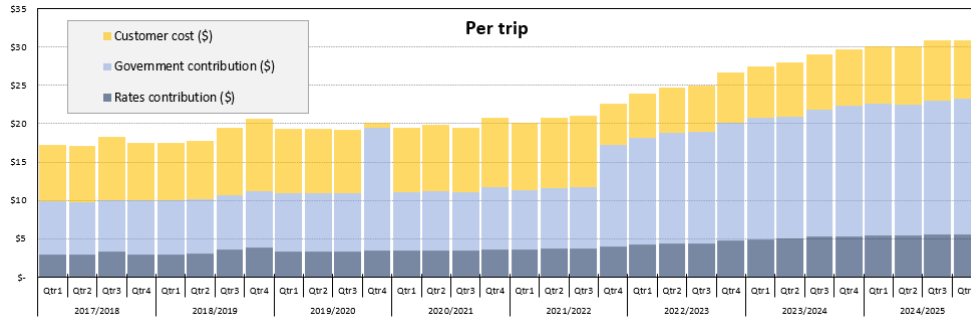


Figure 10: Total Mobility per-trip cost share between customer, rates contribution (ORC funding), and Government contribution (NZTA funding)

DISCUSSION – CUSTOMER FEEDBACK

[27] For 2024/25 we have recorded 3,364 points of feedback relating to the Orbus Network, representing 0.06% of the number of passenger trips across the year. Figure 11 provides an overview of customer feedback received by the Transport Team for the year, split by topic of feedback.

[28] In May 2025 a new CRM system was introduced, with a richer dataset which should prove easier to interrogate and categorise. For future 2025/26 reports, this section will be reformatted; in figure 11, data from May and June has been extracted from the new CRM.

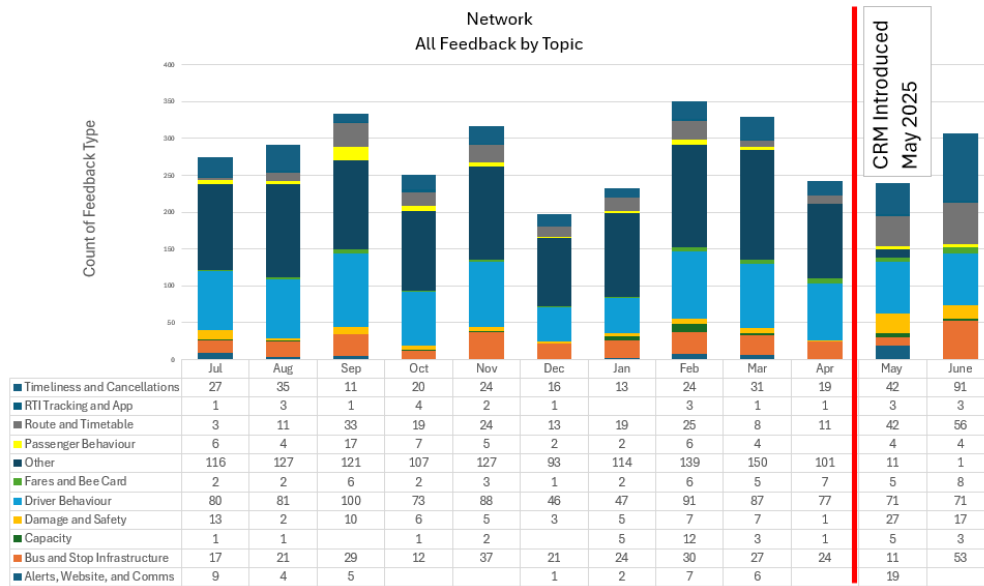


Figure 11: Customer feedback by contact type, 2024/25

[29] Driver behaviour remains the dominant category of feedback. This covers subjects such as perceived driving errors, customer service – including praise, and general conduct.

- [30] With the implementation of the new CRM, we will be able to utilise more granular levels of data, for example at a route or time-of-day level, to directly support service improvements.

CONSIDERATIONS

Strategic Framework and Policy Considerations

- [31] The provision of public transport services in Otago is consistent with Council's aspirations for an integrated transport system that contributes to the accessibility and connectivity of our community, reduces congestion and supports community wellbeing aspirations.

Financial Considerations

- [32] There are no direct financial implications however, we use our monitoring of network performance to inform decision making for transport activities.

Significance and Engagement

- [33] Not applicable.

Legislative and Risk Considerations

- [34] Not applicable.

Climate Change Considerations

- [35] Not applicable.

NEXT STEPS

- [36] A review of performance for Q1 2025/26 will be provided at the next Public and Active Transport Committee.

ATTACHMENTS

Nil

9.3. Cruise Ship Season 2024/25: Review of Public Transport Response

Prepared for: Public and Active Transport Committee
Report No. GOV2566
Activity: Transport: Public Passenger Transport
Author: Julian Phillips, Implementation Lead - Transport
Sumit Saini, Implementation Advisor - Transport
Endorsed by: Anita Dawe, General Manager, Regional Planning and Transport
Date: 3 September 2025

PURPOSE

- [1] To present information on the performance of the 2024/25 Cruise Ship Public Transport services.

EXECUTIVE SUMMARY

- [2] The cruise ship season operated for seven months, from October 2024 to April 2025.
- [3] The Port Chalmers community has seen significant disruption to its bus services in recent years due to the influx of cruise ship passengers using up capacity on public Orbus services.
- [4] Since 2023, ORC staff have collaborated with DCC, Port Otago, and stakeholders to deliver a Cruise Ship Action Plan to better manage bus services on the Port Chalmers route over the Cruise Ship season. Key actions include proactively scheduling additional services and providing mechanisms to sell tickets off-bus to reduce delays to loading buses.
- [5] Following the success of the 2023/24 cruise ship season, an improved approach was taken to facilitate support for the 2024/25 cruise ship season. The result has again been positive, with positive community feedback and minimal complaints relating to the Port Chalmers services across the season.
- [6] Cruise ship guests have generated an estimated 8,400 trips for additional fare revenue of \$25,200.
- [7] There is also an agreement with Port Otago to partially underwrite the cost of running this programme as part of their operational costs.

RECOMMENDATION

That the Committee:

- 1) **Notes** this report summarising the public transport response to the 2024/25 cruise ship season.

BACKGROUND

- [8] Dunedin is a key destination for cruise ship operators, with each season operating for seven months from October to April. Most larger cruise vessels dock at Port Chalmers.
- [9] On the busiest days, over 5,000 cruise ship passengers disembark at Port Chalmers, with transport options to the city primarily commercial shuttle operations or public transport.
- [10] The comparative expense of commercial shuttle services against the fixed \$3 cash Dunedin bus fare (one-way) and general awareness of Orbus services have contributed to exceptional demand for the Port Chalmers service when ships are in port.
- [11] The Port Chalmers – City service operates every 30 minutes on weekdays and 60 minutes on weekends, with a bus capacity of around 55 passengers.
- [12] When cruise ships restarted post-Covid in Dunedin in 2022, public transport services quickly reached capacity on cruise ship days. Passengers waiting to board buses from and to Port Chalmers resulted in substantial queues, leading to bus departure delays. Residents were unable to board at peak times, generating a high level of complaints.
- [13] Midway through the 2022/23 season, Council provided a limited number of ‘overflow’ buses to support demand. While well-received, these services were insufficient to cater to demand.
- [14] At the end of the 2022/23 season, the Transport team began planning with key stakeholders for a robust solution to service the 2023/24 season and beyond.
- [15] To support the cruise ship passengers utilising the public transport network, a fare was created in the 2023/24 cruise ship season, costing \$6 for a return trip. Tickets were sold from the Port Chalmers Library, which reduced footpath congestion and the need for on-bus ticket sales. A dedicated electronic retail device was used to issue return paper tickets to cruise ship passengers.
- [16] This support was repeated for the 2024/25 season.

DISCUSSION

- [17] Across the 2024/25 season improvements to cruise ship services were made, including:
- Daily operational briefings with ORC Transport and Ritchies staff.
 - Transport staff provided support on site at Port Chalmers at the beginning of the season, and when required thereafter. This resulted in continuous operational improvements early in the season.
 - Weekly update meetings were held between ORC and Port Otago.
 - Weekly briefings were held between the Transport, Customer Experience, and Communications teams at ORC.
- [18] In the 2024/25 season there were 72 cruise ship days, and 84 ships visited Dunedin. Of those, 53 were higher capacity vessels of 2,000+ passengers.

- [19] To meet high demand, 358 additional bus trips on the Port Chalmers route were provided. Services were added to peak periods morning and afternoon, based on cruise ship arrival times and passenger loadings.
- [20] The return cash ticket was implemented all season, and bus drivers were instructed to fill Port Chalmers and return buses to seated capacity only. This left around 25% of bus capacity available to passengers who wished to board further along the route.
- [21] The portable ticket machine recorded 8,400 trips throughout the season, with return tickets counted as two trips.
- [22] Cruise ship passengers were advised to disembark at New World in the central city to reduce Bus Hub congestion, embarking at the same location for the return trip to Port Chalmers.
- [23] 'Tear-off' information pads were distributed at the retail point to provide detailed service information, including disembarking locations, to cruise ship passengers.
- [24] A dedicated Orbus cruise ship page was also created, containing schedules, maps, ticketing information, timetables and media releases with further media releases and social media posted throughout the season.
- [25] Based on information that most cruise ship passengers pay in cash, and most locals pay with Bee Cards, staff were unable to detect an impact from cruise ship passengers on the number of Bee Card trips, indicating that Port Chalmers patronage of residents was sustained over the cruise ship period.
- [26] There was a drop in Cruise Ship passengers using the Port Chalmers service, below the level of patronage anticipated by the transport team, due to:
- Cruise operator awareness of Council support from the previous season, leading to more attractively priced commercial shuttle services.
 - Some ships offered free shuttle services to their passengers.
- [27] The overall response to the transport plan was very positive this year, with any complaints received largely due to minor logistical issues, capacity, currency exchange and congestion at the Bus Hub.
- [28] Positive feedback was received from Bus Drivers, Port Otago, Port Chalmers Library, West Harbour Community Board, and internally from the Customer Experience team.
- [29] In comparison to the 2023/24 season, the number of points of customer feedback has dropped.
- [30] Summary of feedback received by ORC (excluding social media posts):
- General enquiries: There were five questions about times, fares, and logistics.
 - Complaints: There were 16 complaints about buses being full or overcrowded/timeliness/on-board behaviour.

[31] A debrief meeting was held in April where ORC Transport staff met with Port Otago, DCC, NZTA and other stakeholders at the Cruise Action Group. The group concluded 2024/25 was a successful year for all parties. Initial planning for the 2025/26 season began at this meeting.

[32] Figure 1 displays the ORC cruise ship webpage:

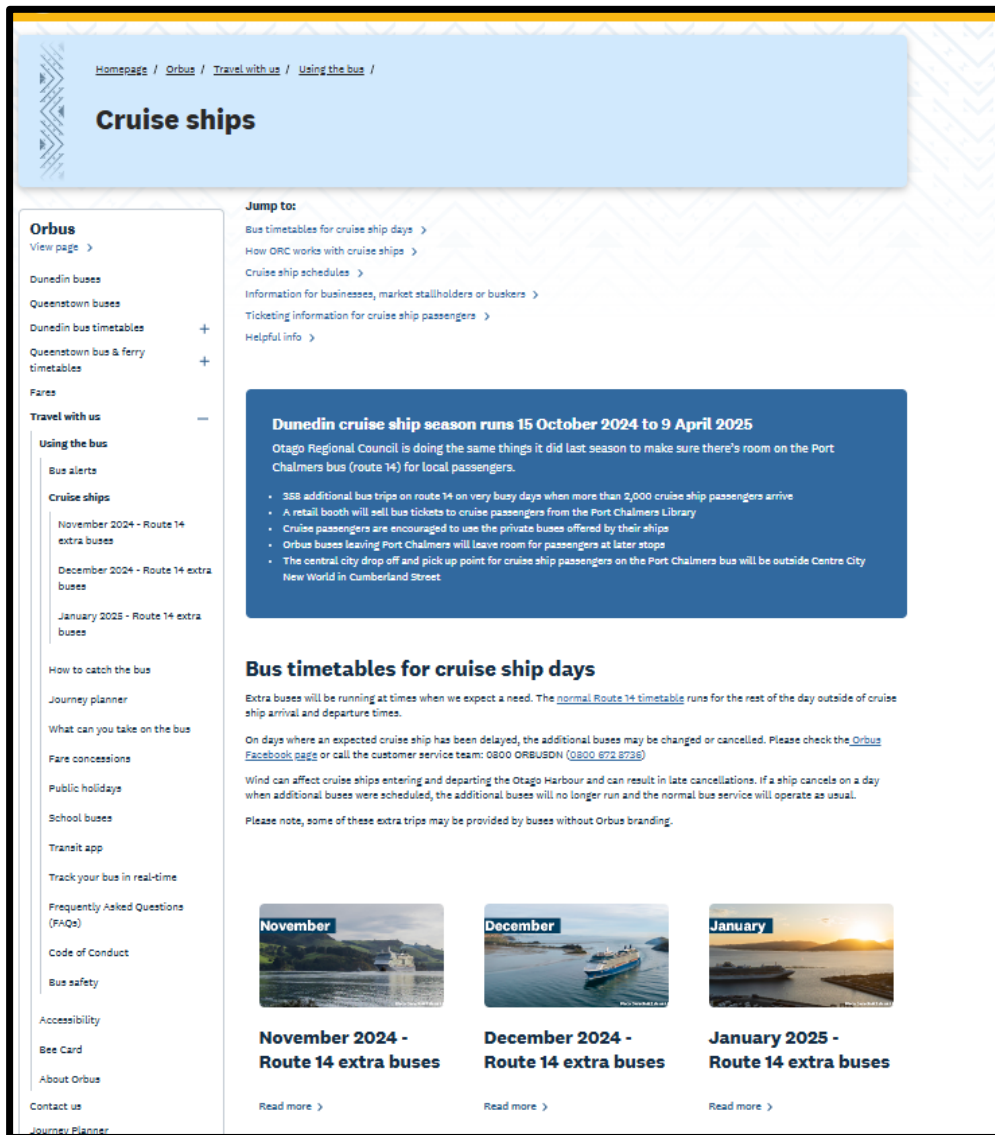


Figure 1 – Screen shot of ORC Cruise ship web page

[33] Figure 2 provides the city pickup and fare information for cruise ship passengers:

Ticketing information for cruise ship passengers

Bus ticket sales

Port Chalmers to Centre City New World (city)

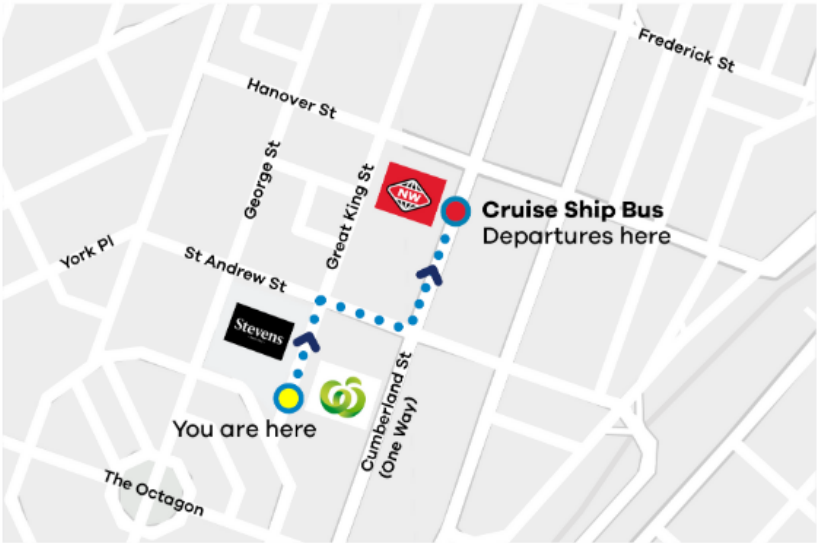
You must buy a ticket before you board your bus.

On big cruise ship days, tickets are only available from the ticket seller at the **Port Chalmers library** adjacent to the cruise ship terminal.

On small cruise ship days, tickets are available from the bus driver.

Tickets cost NZ \$6 for a return fare (\$NZD, cash only - using smaller notes/correct change, if possible, will be greatly appreciated).

To return to your ship from Centre City New World, you can board your bus outside New World Centre City. Map of where New World Centre City is below.



Centre City New World (city) to Port Chalmers

You must have bought a return ticket in Port Chalmers.

Please allow plenty of time to get back to your ship as buses are subject to delays.

Figure 2 – City pick up and fare information provided to passenger

CONSIDERATIONS

Strategic Framework and Policy Considerations

[34] The provision of public transport services in Otago is consistent with the vision to provide safe, sustainable, and inclusive transport.

Financial Considerations

[35] Figure 3 details the operational costs and fare revenue, leading to a net cost to Council of \$40,085. This reflects the cost, less a \$50,000 contribution from Port Otago. Port

Otago agreed to provide this funding as part of their cruise operations. NZTA will not co-fund the programme.

- [36] Operating the extra services accounts for 95% of the total, with the remainder split between staffing (ticket seller based in Port Chalmers) and room hire.

Updated Cost Table	
Cost Item	Amount (NZD)
Additional bus services (Ritchies)	\$109,483
Ticket seller (Platinum Recruitment)	\$5,402
Rolfe Room hire (ticket retail site)	\$400
Total Operational Cost	\$115,285
Revenue from cruise ship ticket sales	\$25,200
Net Cost (Operational - Revenue)	\$90,085
Port Otago contribution	\$50,000
Cost to ORC	\$40,085

Figure 3 – Operational costs and revenue

Legislative and Risk Considerations

- [37] None.

Climate Change Considerations

- [38] None.

Communications Considerations

- [39] Dedicated communications targeting the West Harbour community are part of BAU cruise ship season communications. This will continue through 2025/26.

NEXT STEPS

- [40] A post-season debrief will be held between ORC, DCC, NZTA and Port Otago.
- [41] Transport staff will use the outcomes of the 2024/25, review in their planning for the 2025/26 cruise ship season, for future consideration by Council.
- [42] Transport staff plan to use the same model to accommodate demand during the 2025/26 cruise ship season.
- [43] Compared to the 2024/25 season, there will be a drop in the number of cruise ships arriving in Dunedin next season, as shown in Figure 4:

Category	2024/25 Season	2025/26 Season	Change
Total Cruise Ships	83	69	↓ 14 ships
Extra Trips on Route 14	358	255 (planned)	↓ 103 trips

Figure 4 – Cruise Ship and Trip Information for Seasons 2024/25 and 2025/26

- [44] There are approximately 30% fewer extra Route 14 trips planned for the 2025/26 season compared to 2024/25.

ATTACHMENTS

Nil

9.4. 2025/26 Queenstown New Services and On-Demand Update

Prepared for: Public and Active Transport Committee
Report No. CS2532
Activity: Governance Report
Julian Phillips, Implementation Lead
Author: Gemma Wilson, Senior Operations Analyst
Christine Rout, Implementation Advisor Transport
Endorsed by: Anita Dawe, General Manager Planning and Transport
Date: 3 September 2025

PURPOSE

- [1] To update Council on the introduction of Stage 1 of the Queenstown Public Transport Business Case and the Mosgiel On-Demand service.

EXECUTIVE SUMMARY

- [2] On 30 June 2025, a number of improvements were made to the Otago public transport network, including route adjustments and timetable restructuring.
- [3] Whilst the majority of core routes remained the same, there were two significant changes implemented which were markedly different.
- [4] In Queenstown, Stage 1 of the Queenstown Public Transport Business Case led to the introduction of a new higher-frequency route linking Arrowtown and Jack's Point via central Queenstown and Malaghans Road, as well as a minimum 30-minute frequency on other services.
- [5] In Dunedin, an On-Demand service replaced the previous central Mosgiel loop bus.
- [6] This report provides an early overview of the first month of operation of these two services.

RECOMMENDATION

That the Committee:

- 1) **Notes** this report.

BACKGROUND – QUEENSTOWN

- [7] The Queenstown Public Transport Business Case was completed and endorsed in 2024.
- [8] The Business Case emerged from a wider Queenstown Transport Business Case, which identified a need to achieve a 40% mode-share for alternative modes. It was developed

under the Way to Go partnership between ORC, Queenstown Lakes District Council (QLDC), and the NZ Transport Agency (NZTA).

- [9] Along with certain infrastructure improvements, the implementation is in 3 stages:
- [10] Stage 1 are “quick wins” that can easily be funded in the 2024-2027 National Land Transport Plan (NLTP).
- [11] Stage 2 are substantial and transformational service improvements in the 2027-2030 NLTP, including gradual electrification and implementation of high-capacity, articulated buses.
- [12] Stage 3 are the longer-term increase in frequencies beyond 2030, completing electrification and the implementation of articulated buses.
- [13] Transport staff agreed terms with Ritchies to enable implementation of Stage 1 of the Queenstown Public Transport Business Case on 30 June 2025. These improvements are designed to help support population growth and increase the quality of service in weaker network areas, while setting Council up to implement larger service increases in future.
- [14] Key improvements are:
- Increases in peak frequency for Jacks Point (route 4) and Kelvin Heights/Quail Rise (route 3);
 - Direct service between Jacks Point and Queenstown (route 4), instead of requiring a transfer at Frankton. The service continues to Arrowtown via Malaghans Road, again providing a more direct connection to central Queenstown. The existing route 2 Arrowtown service continues to operate to and from Frankton.

BACKGROUND – DUNEDIN

- [15] The Unit 5 contract consists of routes 70, 77, 78 and, until 30 June 2025, included routes 80 and 81. These serve Central and South Dunedin, Green Island, Abbotsford, Brighton, Fairfield, and Mosgiel.
- [16] Route 77 is the trunk route, providing a half-hourly service between Mosgiel and Dunedin. To provide capacity on a well-used commuter route, a 2023 variation increased the peak frequency to 15 minutes.
- [17] Route 78 is an express service that started in 2023, providing further direct capacity between Dunedin and Mosgiel in the morning and afternoon peaks.
- [18] Route 70 is a connecting service, timed to meet route 77 at Green Island. It serves Abbotsford and Brighton half-hourly at peak and hourly off-peak.
- [19] Routes 80 and 81 were the local Mosgiel ‘loop’ services. These were coverage-focused services run by a single bus between the two routes, operating every 40 minutes on weekdays only.
- [20] The contract for Unit 5 was retendered in May 2024 and awarded to Go Bus in August 2024, to go live 30 June 2025.

- [21] Aside from a fully electrified fleet, a key feature of the contract is a small electric bus to operating an on-demand service, with software supporting the system provided by Liftango.
- [22] Although routes 80 and 81 have historically not performed well in ridership terms, the coverage they provide did have value and they were locally well regarded. In total the area of Mosgiel within 500m of East Loop or West Loop stops, had a catchment of around 3500 people, mostly in the north-west and south-east of the town.
- [23] On-demand improves the coverage area of these routes compared to fixed-route services, and the prior Long Term Plan consultation process showed interest in widening the area of public transport coverage in Mosgiel.
- [24] The service launched on 30 June 2025 has expanded public transport coverage to areas which were previously not serviced, such as Wingatui, North Mosgiel (North of Factory and Bush Roads) and East Taieri (see Figure 1, below).
- [25] Passengers use an app to book and track their rides, while drivers use the app to receive dynamically routed pick-up and drop-off instructions. Customers pay on board with their Bee Card or cash. All standard Dunedin bus fares and transfers are applicable.
- [26] On-demand transit picks up passengers only on request and takes them where they need to go within the predefined area.
- [27] As opposed to fixed-route buses that can drive around empty without guarantee that a passenger will board; when an on-demand vehicle is deployed, it is dynamically routed to pick up passengers for trips that have been specifically requested.
- [28] On-demand transit is being operated successfully in Auckland, Hamilton, Hastings, Wellington and Timaru. A recent trial has just started in Tauranga.

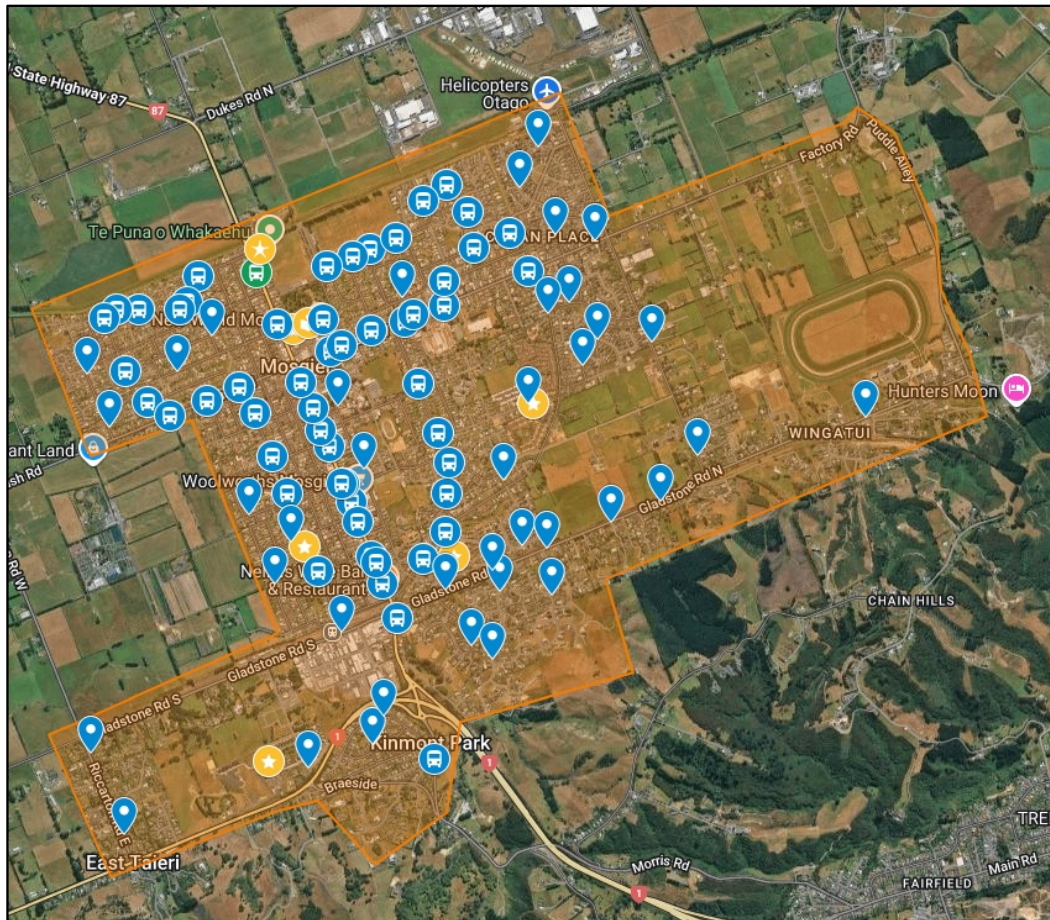


Figure 1: On-demand service area

DISCUSSION - QUEENSTOWN

[29] Comparing July 2025 patronage with July 2024, staff note:

- a. An increase in patronage of 4% for route 1 (Sunshine Bay-Remarkables). This route did not change.
- b. An increase in patronage of 24% for route 3 (Kelvin Heights-Quail Rise), which has had an increased peak frequency.
- c. A decrease of 76% for route 2 (Arrowtown to Frankton). This route was previously Arrowtown to Queenstown.
- d. An increase of 296% for route 4 (Jacks Point to Arrowtown via Malaghans). This route was previously Jacks Point to Frankton. The peak frequency for this route has also increased.
- e. A decrease of 3% for route 5 (Queenstown to Lake Hayes).

[30] Overall patronage for the network increased by 7% from 2024. However, overall patronage for Arrowtown/Jacks Point services increased by 19%.

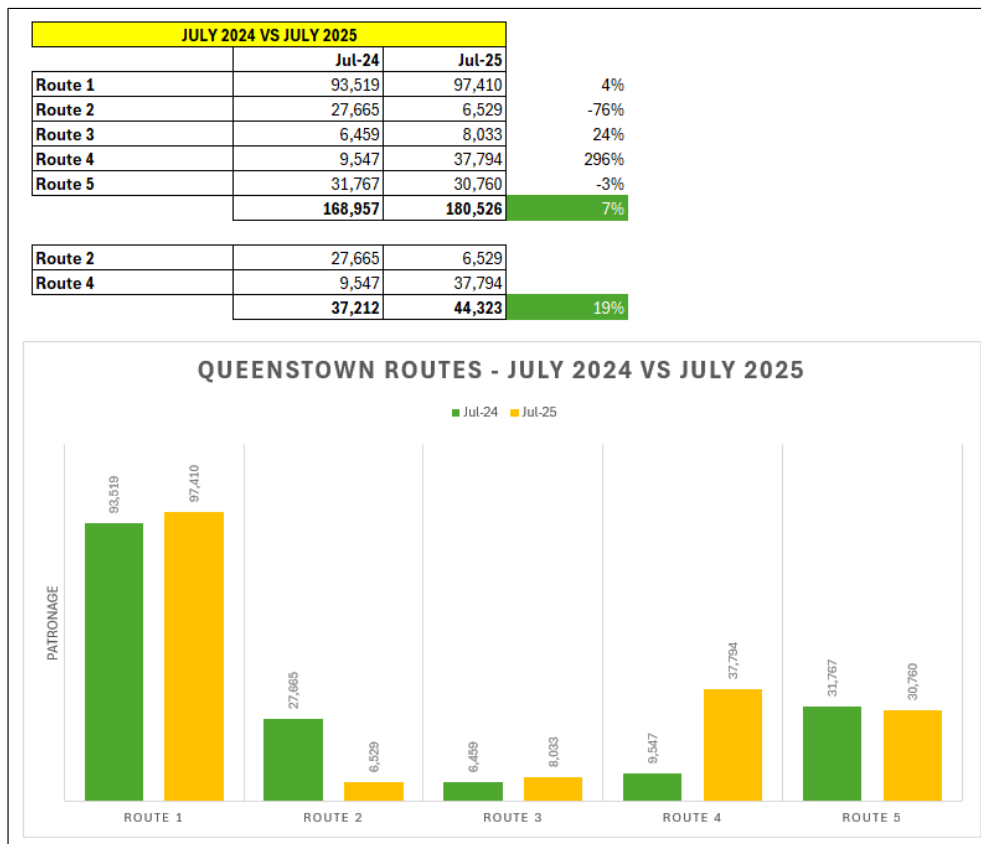


Figure 2: Route performance, July 2024 vs July 2025

[31] Whilst only being a single month of data, it is an encouraging early sign of the impact of frequency increases on routes 3 and 4. It is likely a strong indication of popularity for the Malaghans Road connection to Arrowtown. There are more boardings on Route 4 in Arrowtown than there previously were on Route 2 - even with ‘competition’ from the continuing existing Route 2, indicating that the direct service from Arrowtown is creating new trips.

DISCUSSION - DUNEDIN

[32] Comparing July 2025 patronage with July 2024 for the new On Demand services (compared to the fixed Routes 80 and 81):

- a. Overall patronage is down by 18%. This is due to a significant drop in the number of Super Gold passengers.
- b. Patronage, excluding Super Gold, has increased by 27%

- [33] SuperGold has seen a large drop in patronage that staff hope will recover. Additional engagement planning is underway, and recent changes have been made to the network to primarily benefit this customer group, including:
 - a. A new bus stop directly outside the Mossbrae Health Centre
 - b. A new routing directly through Chatsford/Birchleigh retirement villages.
- [34] Patronage of children aged 5-12 has increased by 929%, particularly on peak services to get to/from school.
- [35] Other passenger categories have increased slightly, with a small drop adult fares.

Passenger type	Jul-24	Jul-25	
Adult	157	152	-3%
Child 5-12	7	72	929%
CSC	111	117	5%
Infant	2	11	450%
Other		5	-
SuperGold	435	218	-50%
Youth 13-18	37	42	14%
Grand Total	749	617	-18%

Figure 3: On-demand performance July 2025 vs route 80/81 July 2024

- [36] Customer feedback is collected via the Orbus On-Demand app.
- [37] Sentiment towards the service is mostly positive, with 78% of responses in the category. Staff note some community concerns and are working to resolve those, including through changes to the back-end processes in late July and the additional engagement, for which planning is underway.

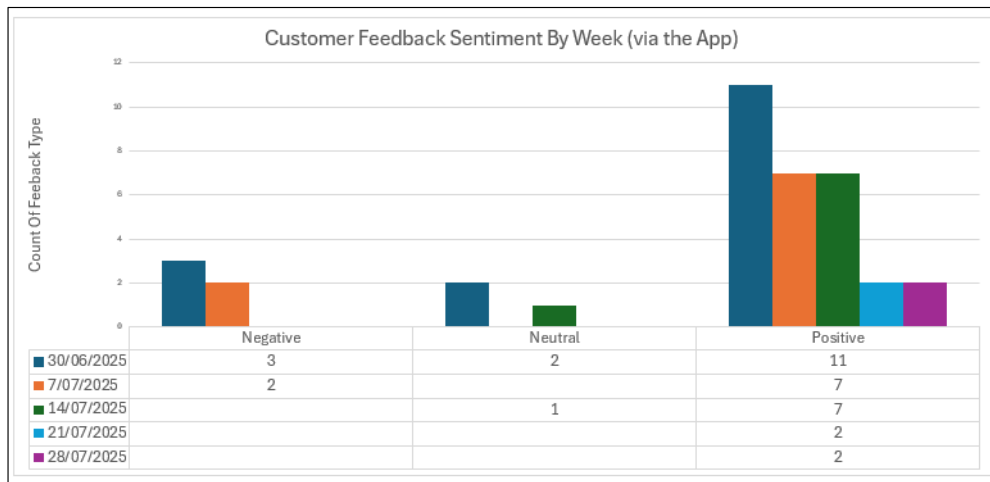


Figure 4: Customer feedback, Orbus On-Demand app responses

CONSIDERATIONS

Strategic Framework and Policy Considerations

[38] The provision of public transport services in Otago is consistent with Council's aspirations for an integrated transport system that contributes to the accessibility and connectivity of our community, reduces congestion and supports community wellbeing aspirations

Financial Considerations

[39] There are no direct financial implications however, we use our monitoring of network performance to inform decision making for transport activities.

Significance and Engagement

[40] Not applicable.

Legislative and Risk Considerations

[41] Not applicable

Climate Change Considerations

[42] Public Transport supports climate change aspirations within Otago.

Communications Considerations

[43] Not applicable.

NEXT STEPS

[44] An updated version of this report will be provided at the next relevant committee in the new triennium.

ATTACHMENTS

Nil

9.5. Bus Stop Upgrade Plan

Prepared for: Public and Active Transport Committee
Report No. RTC2513
Activity: Governance Report
Author: Daniel Basubas, Transport Planner, Julian Phillips, Implementation Lead - Transport
Endorsed by: Anita Dawe, General Manager Planning and Transport
Date: 3 September 2025

PURPOSE

- [1] The purpose of this report is to update the Public and Active Transport Committee on a work plan for Dunedin bus stop infrastructure and amenities for delivery in 2025/26, with consideration for how targeted bus stop investments will address Health and Safety concerns.

EXECUTIVE SUMMARY

- [2] Staff have created a priority list for bus stop infrastructure investments in 2025/26 using the Bus Stop Audit.
- [3] Health and Safety considerations have been embedded throughout the prioritisation process. Staff intend to confirm the priority list with key stakeholders, such as disability groups, bus operators and Dunedin City Council (DCC) staff to ensure that investments are targeted to bus stops that will deliver the greatest benefit to passengers and bus drivers.
- [4] Bus stop infrastructure investments will generally prioritise stops with high patronage, particularly for children and older people, and those that fall short of New Zealand Transport Agency (NZTA) Public Transport Design Guidance.

RECOMMENDATION

That the Committee:

- 1) **Notes** this report.

BACKGROUND

- [5] In 2024, ORC commissioned ViaStrada to conduct a comprehensive audit of Dunedin's bus stops. The Bus Stop Audit contains details about each of Dunedin's 849 bus stops, including its key features, patronage and level of conformance with NZTA Public Transport Design Guidance.

- [6] On 27 May 2025, the Finance Committee adopted a resolution requesting staff to prepare a work plan addressing Health and Safety issues arising from the Bus Stop Audit.
- [7] Staff will use the audit to prioritise which bus stops should receive infrastructure investments in 2025/26. Examples of investments include adding seats and shelters, painting bus boxes on the road, and moving the location of bus stops.

DISCUSSION

- [8] Staff have used the Bus Stop Audit to develop a prioritised list of bus stops recommended for investment. The table below presents the top ten bus stops from this list and outlines example investments under consideration. Please note that this table does not capture the full scope of potential investments. Examples of other potential investments include adding electronic timetables, adjusting kerb height, adding level boarding and relocating the bus stop.

Investments to consider							
final rank	stop name	Bus Box?	Bus Box Painted Text?	Painted Pull-in Lines?	Painted Pull-out Lines?	Seat?	Shelter?
1	Princes St, 151	No	Yes	Yes	No	Only on case-by-case basis	No
2	Gordon Rd, Clocktower	No	Yes	Yes	No	Only on case-by-case basis	Consider maintenance
3	George St, Knox Church garden	No	Yes	No	Yes	Yes--does not have seat	Yes, if possible
4	York Place, opposite St John	No	Yes	Yes	Yes	Yes--does not have seat	Yes, if possible
5	North Rd, 30	No	Yes	No	No	Yes--does not have seat	Yes, if possible
6	Mosgjel Terminus	No	Yes	No	No	Only on case-by-case basis	Consider maintenance
7	Murano St, 64	Yes	Yes, if bus box added	Yes, if bus box added	Yes, if bus box added	Yes--does not have seat	Yes, if possible
8	George St, 984	No	Yes	No	Yes	Yes--does not have seat	Yes, if possible
9	St Kilda Terminus (102 Victoria Rd)	No	Yes	No	No	Only on case-by-case basis	No
10	Green Island Super Stop (Inbound)	No	Yes	No	No	Yes--consider modifications	No

- [9] Different types of bus stop investments have varying Health and Safety implications. Decisions about which investments to prioritise should consider both their potential impact and relative cost, as outlined in the table below.

Type of investment	Health and Safety implications	Relative cost
Adding painted bus boxes on the road	Prevents cars from parking in bus stops and enables buses to pull directly to the kerb, thereby improving safety for passengers getting off the bus.	Very low
Adding a seat	Positive health benefits for people who have trouble standing for long periods of time, such as older people.	Low
Adding lighting	Helps passengers feel safe at night.	Low to High
Adjusting kerb height	Levels boarding area and makes it easier for passengers to get on and off buses.	High
Adding a new shelter	Protects passengers from rain, wind and sun.	High

- [10] The priority list was decided using a weighted system that considers the patronage of each stop, the proximity of each stop to key destinations (e.g. schools, hospitals, dairies), and the level of deficiency relative to NZTA Public Transport Design Guidance. For example, the Gordon Rd, Clocktower bus stop is ranked as the second-most important stop for investment because it has high patronage (126 passengers per day, 55% of which are children or elderly) and is 44% deficient relative to NZTA Public Transport Design Guidance on several bus stop amenities.
- [11] The figure below demonstrates how the Gordon Rd, Clocktower bus stop is deficient relative to NZTA Public Transport Design Guidance on several bus stop amenities. Features such as connecting footpath, demarcation (bus box), shelter and shelter lighting are more likely to contribute to Health and Safety issues.

Deficiency relative to NZTA design guidance													% deficient
Final rank	Stop name	hardstand	connecting footpath	crossing facility	bus stop sign	bus box	bus stop text	shelter lighting	seating	shelter	rubbish bin	Time table	
2	Gordon Rd, Clocktower	medium	none	none	none	none	medium	high	low	medium	none	none	44%

- [12] Health and Safety is a key consideration for all our bus stop investment decisions, as it is factored into the priority list by default. The priority ranking gives additional weighting to stops with high patronage—especially those frequently used by children and older people—and to bus stops that fall short of NZTA Public Transport Design Guidance. This approach ensures that investments will be made primarily to bus stops that are most important for passengers and bus drivers. In practice, this means some bus stops will get more investment than others based on their priority ranking.
- [13] To further confirm the priority for investment, staff intend to engage on the priority list with key stakeholders, such as disability groups, including Blind & Low Vision groups, and bus operators.
- [14] Staff are also retaining a small amount of funding to invest in bus stops that receive complaints from passengers and bus operators in 2025/26. This will enable ORC to make bus stop investments in response to community and operator needs, which may not have been captured in the priority list which was completed in 2024.

Budget for bus stop infrastructure investments in 2025/26

- [15] ORC has the following budget for bus stop investments in Dunedin for 2025/26:

Budget	Details
~\$520,000 (0% co-funded by NZTA)	Funding for <i>new public transport infrastructure</i> .
\$297,000 (51% co-funded by NZTA)	Funding for <i>renewals to existing public transport facilities and infrastructure</i> . Examples include: <ul style="list-style-type: none"> • Renewal of shelters and associated equipment • Safety and security installation and upgrades at facilities • Pedestrian and cycle access to bus facilities • Cycle storage at facilities

CONSIDERATIONS

Strategic Framework and Policy Considerations

- [16] Investing in bus stop infrastructure supports Councils' Transport Strategic Direction— *Otago has an integrated transport system that contributes to the accessibility and connectivity of our community, reduces congestion and supports community wellbeing aspiration.*

Financial Considerations

- [17] This report details the processes for Council spending on bus stop infrastructure based on addressing known health and safety concerns affecting the most users, while retaining some funding for deficiencies identified during the year.

Significance and Engagement

- [18] Staff will undertake engagement on the priority list of bus stop investments with stakeholders including disability groups and bus drivers.

Legislative and Risk Considerations

- [19] The Bus Stop Audit assesses the quality of bus stops across the Dunedin network against NZTA Public Transport Design Guidance (i.e. the level of deficiency measured against the design standard). A low score does not infer that a stop is unsafe or hazardous, it identifies what investments could be considered to improve the overall safety and amenity of that particular stop.

Climate Change Considerations

- [20] Improving bus stop infrastructure makes public transport more accessible, safe and appealing — encouraging mode shift away from private vehicles and reducing transport emissions.

Communications Considerations

- [21] This report does not have direct communications considerations. However, staff will undertake targeted communications when work begins on bus stop investments.

NEXT STEPS

- [22] Staff will progress this work and expect to begin implementing these investments in a phased approach in 2025/26.
- [23] Staff will engage with stakeholders, including bus operators, disability groups, DCC staff and community members for their feedback to confirm the final prioritised programme of bus stop improvements.

ATTACHMENTS

Nil

9.6. Public and Active Transport Committee Triennium Highlights

Prepared for:	Public and Active Transport Committee
Report No.	RTC2512
Activity:	Governance Report
Author:	Lorraine Cheyne, Manager Transport Julian Phillips, Implementation Lead
Endorsed by:	Anita Dawe, General Manager Planning and Transport
Date:	3 September 2025

PURPOSE

- [1] The purpose of this report is to provide the Public and Active Transport Committee (PATC) with a summary of its key achievements of the triennium (2022- 2025).

EXECUTIVE SUMMARY

- [2] The 2022-2025 triennium was busy for the PATC, both setting and implementing the strategic and operational direction for approved Regional Council public transport policy and strategy, as well as monitoring the public transport activities.
- [3] Starting from the decision of Council to “go early” with driver wage uplifts to address post-Covid driver shortages, the PATC has governed a busy and challenging period which has seen new and improved services and the uptake of new technology for public transport in the region. This in turn has seen record numbers of people choosing to take public transport in Otago.
- [4] As reported elsewhere on the agenda has resulted public transport performance in Otago compares highly favourably to other ‘mid-size’ Public Transport Authorities (PTAs)

RECOMMENDATION

That the Committee:

- 1) **Notes** this report.

DISCUSSION

Public transport policy and strategy

- [5] At meetings and workshop in August, September and November 2024 and in March 2025, the PATC guided the development of the Otago Regional Public Transport Plan, 2025 –2035 (RPTP). Members of the PATC, Councillor Noone, Wilson and Weir also sat as the Hearings Panel to hear submissions on the draft RPTP 2025.

- [6] The 549 Submissions were received on the draft RPTP and reflected a community reach that transport planning documents don't tend to typically achieve. The Hearings Panel met to hear and deliberate on submissions on five days in May.
- [7] Development of the RPTP is a required activity, and part-funded by the National Land Transport Fund. The RPTP is consistent with the 'Transport 'Strategic Direction set by Council, and it responds to the Government Policy Statement on Land Transport (GPS). As ORC's "social contract" for the delivery of public transport services, the RPTP outlines ORC's aspirations for levels of service and its approach to funding and fares.
- [8] Through the direction setting for the RPTP and Council's Long-Term Plan, the Committee has established new work programmes for the investigation of Community Transport and intra-regional services.
- [9] Two other key deliverables for the PATC in the 2022-2025 triennium were the Queenstown Public Transport (QPTSBC) and the Dunedin Fares and Frequencies Business Cases.
- [10] The Committee advanced the QPTSBC at all its meetings throughout 2023 and in several workshops. It was endorsed in late 2023 for the purposes of providing the basis of Council's investment proposal in the Long-Term Plan and fully endorsed in February 2024 when it was subsequently endorsed by the NZ Transport Agency (NZTA) without condition. The QPTSBC recommends a \$200M+ 10-year investment programme for the improvement of public transport services in Queenstown. The programme includes increased frequencies, longer service spans and higher capacity vehicles, including articulated vehicles for bus services.
- [11] The endorsement of the QPTSBC by the NZTA allowed co-funding from the National Land Transport Fund (NLTF) for service improvements in the first 3 years. Outside of Auckland and Wellington, the QPTSBC Otago was the only region to attract co-investment for new public transport services. As reported elsewhere in this agenda, the first QPTSBC service improvements were implemented in July 2025.
- [12] The PATC also steered through the Dunedin Fares and Frequencies Business Case. It looked at the service spans, service frequencies and fare price point required to attract a minimum of 8% of trips to service the central city, the hospital and university to public transport. Completed in early 2024, ultimately NZTA did not consider the Business Case for possible co-investment. Nonetheless the analysis of the Dunedin network undertaken for the business case have continued to inform how we look to optimise our Dunedin network operations, including for the re-contracting of "Units 1 and 2" comprising 47% of the Dunedin network.
- [13] PATC guided the review of the Otago Transport Procurement Strategy which was adopted in May 2024. An up-to-date Transport Procurement Strategy is required for Council to undertake procurement activities funded through the National Land Transport Fund (NLTF). The Strategy was subsequently endorsed by NZTA. A key shift with the Transport Procurement Strategy from earlier direction was the inclusion for Council to consider taking a role in controlling strategic public transport assets.

- [14] In addition to the major workstreams delivered by the PATC in 2022 to 2025, the Committee or members of the Committee as informal working groups have provided guidance and support for fare and concessions changes over a period of changing governments and national expectations. This ranged from the decision to continue to provide free fares for children aged 6 to 12 after the government unilateral subsidy was removed in late 2023; to adopting a new fare regime to support Council's target of increasing the private share contribution of the costs of public transport of 23% and 25% over the next two years.
- [15] From mid-2023 ORC has convened Public and Active Transport Advisory Groups (PATAG) with the Dunedin City Council (DCC) and Queenstown Lakes District Council (QLDC). The Advisory Groups comprised the Chair, PATC Co-Chairs, CE and General Manager Regional Planning and Transport from ORC and the Mayors, respective Committee Chairs, Chief Executive and Infrastructure General Managers from DCC and QLDC respectively.
- [16] The PATAGs have provided an early opportunity to discuss public transport issues in each area and establish good functional governance and staff relationships. Going forward the model has the potential to shift to suit the needs of the next Councils.

Public Transport Operations

- [17] Dunedin bus patronage for 2024/25 is 3,492,560 trips – representing an increase of 3% from 2023/24, with 9 months at record patronage levels.
- [18] Queenstown bus patronage for 2024/25 is 1,966,086 trips – representing an increase of 4% from 2023/24, with 10 months at record patronage levels.
- [19] Across the whole network for the year, 99.6% of scheduled services were operated (447,707 trips).
- [20] Queenstown ferry patronage for 2024/25 is 77,123 trips – representing a decrease of 4% from 2023/24.
- [21] Total Mobility patronage for 2024/25 is 142,312 trips – representing an increase of 15.3% from 2023/24.
- [22] February 2023 saw the resumption of full services to the Dunedin network, following COVID-19 and the national driver shortage, with Queenstown following in June.
- [23] In October 2024, following feedback from passengers and consultation with the Waikouaiti West Coast Community Board, an afternoon bus service to Palmerston via Warrington was added to Route 1. This joins the morning Warrington service introduced in April 2023 and the weekend timetable added in May 2022. To address safety issues associated with pedestrians crossing on the state highway adjacent to Waitati, a minor route variation with a new bus stop was trialled and made permanent within the township.
- [24] 2024/25 was the second year of public transport support for the cruise ship season. 358 additional public buses were operated across 72 cruise ship visits, carrying 8,400 fare-paying visitors whilst ensuring continued capacity for local commuters.

- [25] In August 2023, as a result of increasing demand for public transport, additional peak services were added to Mosgiel routes, meaning a 15 minute frequency at the busiest times of the day. Additionally, a new Express service was launched, providing a direct link between Mosgiel and the Bus Hub.
- [26] Dunedin's first fleet of 11 electric buses entered into service in February 2024, part of the Unit 3 contract awarded to Ritchies Transport. Supporting this fleet was Dunedin's first electric bus depot, located in the harbour mouth area.



Figure 1: Example of a Dunedin electric bus

- [27] In June 2024, the Union Street Super Stop opened, a collaborative effort between ORC and Dunedin City Council, 90% funded by NZTA's Climate Emergency Response Fund (CERF). This stop is centrally located in the Tertiary Precinct and consolidated a number of older individual bus stops, whilst increasing accessibility, capacity and allowing the realignment of bus routes along a common corridor. The stop is equipped with four bus shelters with seating, bike racks and solar-powered electronic e-stops. Transport staff worked closely with their DCC counterparts to incorporate this into wider street changes being implemented concurrently in the surrounding area.



Figure 2: Union Street in 2020 (top) and 2023 (bottom)

- [28] 60 electronic bus stops were installed across Dunedin through 2024, providing real-time journey information, with a further 9 to be installed in Queenstown, joining the e-stop at Queenstown Airport. The stops are solar powered and include audio for blind/low vision users, with arrival times updated every few seconds.



Figure 3: E-stop on Princes Street, Dunedin and Queenstown Airport

- [29] 30 June 2025 saw the launch of the new Unit 5 contract, operated by Go Bus. Key features of this contract include 6 large electric buses to meet peak demand requirements and allow for further growth, 6 medium electric buses to serve less capacity-constrained trips, and 1 small electric bus for a new on-demand service. The buses are charged at Dunedin's second electrified bus depot in Mosgiel.



Figure 4: EV bus fleet at the new Mosgiel electrified bus depot

- [30] Orbus On-Demand has expanded public transport coverage to areas which were previously not serviced, such as Wingatui, North Mosgiel and East Taieri. Passengers use an app to book and track their rides, while drivers use the app to receive dynamically routed pick-up and drop-off instructions. Customers pay on board with their Bee Card or cash.



Figure 5: Orbus On-Demand app splash screen

- [31] Also on 30 June 2025, a combination of several years' worth of real-time data analysis, consultation and passenger feedback resulted in a wide-ranging set of timetable changes across ~75% of Dunedin routes, with a focus on accessibility in the South Dunedin area. The changes provide better connections for passengers from southeastern areas of the city into South Dunedin, together with improved reliability.
- [32] Council approved the award of the Lake Whakatipu Ferry Contract to Watersports Ltd, in July 2025. Watersports operate other related commercial services in Queenstown, including the Queenstown Marina and early improvements include an increased weekday timetable and additional late-night services.
- [33] Stage 1 of the Queenstown Public Transport Business Case was implemented on 30 June 2025, with key features including increased peak frequencies and utilising Malaghans Road to provide for a direct connection between Arrowtown, central Queenstown and Jacks Point.

CONSIDERATIONS

Strategic Framework and Policy Considerations

[34] This report is for noting only and has no strategic framework or policy considerations.

Financial Considerations

[35] This report has no financial considerations.

Significance and Engagement

[36] This report is for noting. There are no significance or engagement considerations.

Legislative and Risk Considerations

[37] This report highlights the achievements and legislative functions of the PATC but has no other legislative or risk considerations.

Climate Change Considerations

[38] The replacement of 24 diesel buses with electric buses on Unit 3 and Unit 5 services is estimated to have reduced the GHG emissions from public transport across the Dunedin network from a reduction of 571,000 litres per year of diesel is no longer being consumed, (~6million litres per 10yrs).

[39] The continued uptake and record numbers of public transport trips taken across both networks between 2022 and 2025 reduces GHG emissions to the extent that increased numbers of trips in private vehicle are reduced.

Communications Considerations

[40] There are no communications considerations arising from this report.

NEXT STEPS

[41] Continued success in the 2025 –2028 triennium.

ATTACHMENTS

Nil