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# Waiheke Island New Bus Network Design

## Recommendation

That the Board

- i. Approve the changes Auckland Transport has made to Waiheke Island New Network Design following consultation and the completion of safety audits
- ii. Note that Auckland Transport intends to publicly release the “Consultation Summary and Recommendations Report” on 4 April 2019
- iii. Note that the Waiheke New Network is scheduled for implementation from 13 October 2019, to coincide with the summer ferry timetable change.

## Executive summary

1. The new bus network for Waiheke Island will be the final part of the New Public Transport Network for Auckland. The target implementation date for the Waiheke New Network is currently 13 October 2019.
2. Consultation on the proposed Waiheke New Network was open for a five-week period, from 19 March 2018 to 20 April 2018. Auckland Transport (AT) received 927 individual feedback forms, as well as five from organisations and a separate petition with 63 signatures. Approximately 37% of respondents either supported or strongly supported the proposal and a further 36% were neutral. 21% of respondents indicated they would use services less. These responses, along with budget and other practical constraints, have been considered when finalising the New Network design.
3. As a result of consultation, changes were made to all the proposed services, one proposed service was withdrawn, and three new services were added. Changes were made mainly to address the concerns of respondents who would have had a less frequent service, or no local service, had the proposed network been implemented. Of the 21% (174 people) who indicated they would use the services less, the changes now proposed addresses 15%<sup>1</sup>. The remaining 6% relate to changes that have not been made, including running buses on Seaview Rd and Korora Rd. Once roading infrastructure works at Kennedy Point are complete in 2020, an additional service will provide a connection with the Half Moon Bay vehicular ferry. This would increase the respondents that either support or strongly support, or were neutral on the revised proposals to 88%, noting that a further 6% did not answer this part of the proposal questionnaire.

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<sup>1</sup> See Attachment 7

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4. The Local Board are fully supportive of these changes. Further engagement is needed with the public to secure buy-in to the changes post consultation; this work will commence on 4<sup>th</sup> April 2019, when AT release details of the proposed new network for Waiheke Island.
5. A series of infrastructure improvements are necessary before the new network goes live. These include new and upgraded bus stops, new turn back facilities and wayfinding improvements. Essential work will be completed before October, with non-essential work continuing beyond this time.
6. Overall, the New Network will provide a 58% increase in services (72% once the extra Kennedy Point service is added), better coordination with ferry timetables and a more coherent network. The estimated (PTOM tender price benchmark) annual gross price of running the service is in the range \$2.9m to \$3.9m per annum (net cost of \$1.7m to \$2.7m to AT) and (\$0.2m annual gross price once the extra Kennedy Point service is added). This compares to the cost of running today's network of \$2.4m annual gross price (\$1.4m net cost to AT). Final costs will be determined once negotiations with the operator are complete. The estimated cost increase for AT is between +21% to +93% (+\$0.3m to +\$1.3M). The final cost will not be known until contract negotiations are completed with Waiheke Bus Company ("WBC") and are expected to be towards or above the top end of the benchmark range due to the small scale of operations and the island location increasing some costs above the main land costs to operate.
7. The Waiheke New Network will better serve residents and visitors alike. A frequent service along the arterial road will improve connections between the Matiatia ferry (to/from Downtown Auckland), the main commercial centres, and the main visitor attractions on the island. New local services will make it easier for residents to complete intra-island journeys. The Waiheke New Network will be better coordinated with ferry services. The design of the New Network responds to the feedback AT received during public consultation, and through consultation with key stakeholders.
8. The remaining key risks is that Seaview Rd remains without a bus service after services were withdrawn in 2014 following safety concerns in operating a large vehicle down a narrow road which has a significant amount of on-street parked vehicles. Passengers that previously had an integrated monthly ferry pass and bus ticket now no longer have that integration.

## Strategic context

9. Auckland's old public transport network was complex and, in many places, made up of infrequent services. It developed over time through a series of ad-hoc modifications. If Auckland is to cope with its predicted population growth, public transport must become the travel mode of choice for more people and for more types or trips.

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10. The New Public Transport Network for the whole of Auckland was proposed as part of the 2013 Regional Public Transport Plan (the RPTP). In October 2012, AT invited people to have their say on Auckland's future public transport network through consultation on the draft RPTP. 719 submissions were received. Approximately 70% of respondents either supported or strongly supported AT's proposed direction. The RPTP was endorsed by the AT Board in 2013.
11. The key benefits of the New Network are simplicity, all-day frequency and connectivity. A simpler bus network is easier for people to understand and is therefore a more attractive option for a wider range of trips. Instead of buses only running frequently in the morning and evening peaks, many services run frequently from 7am to 7pm, 7 days a week. A more connected network provides better access to more destinations.
12. AT proposes to implement the Waiheke New Network in October 2019. This will mark the completion of the New Network project, from a services perspective. The Hibiscus Coast New Network was the first to be implemented, in 2015, followed by South Auckland in 2016. West and East Auckland followed in 2017, and Central and North Auckland were implemented in 2018.

## Background

13. Auckland Council's research unit forecasts that Waiheke Island will experience a 35% increase in visitors between 2017 and 2022. Additionally, the resident population was expected to grow by 9% over the same period.
14. The existing bus network on Waiheke Island is made up of a number of infrequent, circuitous routes that do not align well with the existing ferry timetables.
15. The existing bus services on Waiheke Island are run by the Waiheke Bus Company (WBC). AT expects WBC to operate the Waiheke New Network under a new direct negotiated Public Transport Operating Model (PTOM) contact.
16. It is worth noting that the Waiheke Local Board support several residents in their vision that the island be fossil fuel-free by 2030. This aligns with AT's own commitment to not purchase any fossil fuel-powered buses beyond 2025, and the ongoing trial of electric buses (although not taking place on Waiheke Island at present).

## External Consultation/Engagement

17. AT carried out a thorough engagement process to both inform the public and elicit feedback from as many people as possible.
18. AT engaged with the Waiheke Local Board and WBC, seeking their feedback on the proposed New Network and how best consult on the island. A briefing memo was sent to the local MP and Councillor, and Local Board members.
19. Public consultation took place over a five-week period, from 19 March 2018 to 20 April 2018. The Local Board report they were pleased with the level and quality of consultation activities undertaken by AT.

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20. Following consultation, AT met with the Waiheke Local Board a second time to report on findings. The Board received their most recent update in February 2019 when AT detailed the changes that have been made to the New Network following public consultation, resulting in strong support from all members of the Local Board.
21. AT intends to publicly announce the final Waiheke New Network design and release the final “Consultation Summary and Recommendations Report” on 4 April 2019. The New Network will be implemented on 13 October 2019.
22. Prior to the implementation of the Waiheke New Network, AT will implement a comprehensive communications campaign, to ensure that as many people as possible know about the changes before they are implemented. This campaign will include public information events, where people could potentially be able to purchase AT HOP cards and, if they are eligible, get Secondary Student and SuperGold concessions. (See Attachment 1.)
23. Following a request at February’s meeting, AT would like to work with the Waiheke Local Board on the design of any new bus stops to ensure they have a local look and feel, as per many of the existing bus stops on the island.

## Issues and options

### Safety concerns

24. Following consultation feedback, a number of road safety issues were identified. AT appointed Harrison Grierson to conduct a safety audit to investigate several specific issues:
  - **The Strand (Onetangi):** Following advice from the safety audit, AT concluded that it would be beneficial to continue the existing practice in Onetangi of having buses run along The Strand, and then reverse into Seventh Ave, where the service would terminate. AT also contracted Southern Skies to investigate the cause of damage to the embankment along Onetangi Beach. The consultancy concluded that the existing bus service along The Strand was only a possible minor cause of erosion at this location.
  - **Palm Rd / Miro Rd:** Harrison Grierson investigated whether there was sufficient space for a large bus to terminate its route and turn around safely at the Palm Rd/Miro Rd intersection without endangering pedestrians, cyclists and other road users. The consultancy concluded that there was sufficient space, but that some minor works (e.g. slightly relocate the bus stop and better road markings) would be improvements.
  - **Seaview Rd:** Harrison Grierson concluded that due to the narrow and windy nature of Seaview Rd, this road was not suitable to be used by full-sized buses. AT do not intend to run buses on this road (as per the current network).
  - **Waiheke Rd:** Following consultation feedback, AT concluded that it would be beneficial to continue the existing practice of having buses run along Waiheke Rd and then reverse into Belle Tce, where the service would terminate. Following safety audit findings, AT’s infrastructure

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team advises that a new hard-stand area, shelter and bus lay-by area are required, and these will be prioritised for implementation at the same time as the New Network.

**Additional infrastructure improvements**

25. Changes to some existing bus stops will be necessary before the go live date in order to ensure the safest possible outcome for passengers.
26. Additionally, the New Network will justify the introduction of 11 new bus stops, and for 20 existing bus stops to be upgraded. However, not all these works are necessary for the operation of the New Network, and due to limited resources, may not be complete in time for the implementation of the New Network. Seven stops will be decommissioned due to routes no longer running on some roads.
27. Passenger information and wayfinding signage at bus stops will be updated, including Passenger Information Display screens (PIDs) at key locations.
28. As part of the PTOM contract negotiations, WBC will be required to update the fleet that they will use to operate the New Network. This will bring the average age of the fleet down from 14.5 years to 2.2 years, resulting in reduced emissions and an improved customer experience. The buses will all be a pale blue colour (Waiheke Blue), which will be unique to buses on Waiheke Island. Unfortunately, the new buses will not be ready for the implementation of the New Network, due to the 9-month lead time for ordering new buses. As part of the contract negotiations AT will explore any opportunities for early introduction of an electric fleet of buses on Waiheke Island, even though this may increase the length of time existing fleet may need to be operated.

**Recommended changes to Waiheke New Network**

29. In order to address the feedback received during public consultation, and the issues identified by the safety audits, AT has made substantial changes to the Waiheke New Network design. AT is seeking approval for these changes from the AT Board. The Waiheke Local Board is supportive of these changes. Please see Attachment 2 (Proposed New Network that was consulted on in 2018), Attachment 3 (Waiheke New Network for implementation in 2019) and Attachment 4 (Waiheke New Network for implementation in 2020).
30. **Route A** will run along the arterial road between Matiatia, Oneroa, Ostend and Onetangi. This service will run every 30 minutes, 7 days a week from 5.30am until midnight. This service will be scheduled to depart Matiatia five minutes after the ferry is scheduled to arrive, minimising the wait time for people making this transfer. Following consultation and a safety audit, this service will run along The Strand and terminate at Seventh Ave (instead of terminating at Forth Ave as per at consultation). This was the most popular of three termination options for this service.
31. **Route B** will connect Matiatia, Oneroa, Blackpool, Palm Beach, Ostend and Rocky Bay. This service will run every 30 minutes, 7 days a week from 5.30am until midnight. This service is scheduled to depart Matiatia five minutes after the ferry is scheduled to arrive, minimising the wait time for people making this transfer. During consultation, Route B was proposed to terminate at Ostend, while Rocky Bay would be served by a separate Route D. By including Rocky Bay in Route B, AT can provide this suburb with a 30-minute all-day service (instead of a 30-minute service at peak times and an hourly service off-peak as per Route D). It also makes it possible to travel directly between Rocky Bay and Palm

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Beach. People travelling between Matiatia and Rocky Bay will have a slightly longer travel time than was proposed at consultation, as they will now travel via Palm Beach. However, the transfer time between the ferry and Route B will be shorter than between the ferry and the existing Rocky Bay services, so these passengers will experience a shorter total journey time than at present.

32. **Route C** will not be implemented with the rest of the Waiheke New Network in October 2019, due to major works underway at Kennedy Point. AT proposes to implement this service in 2020 once the works are complete and there is sufficient space to turn a full-sized bus around at this location. When it is implemented, Route C will connect Matiatia, Oneroa, Surfdale and Kennedy Point. This service will be scheduled to meet the Kennedy Point ferry.
33. **Route D** will not be implemented. Route D was proposed to run every 30 minutes at peak times, but only every hour off-peak. It would have connected Blackpool, Surfdale and Rocky Bay with Matiatia and Ostend. When the New Network is implemented, Blackpool and Rocky Bay will be served by Route B, which runs every 30 minutes all day. Surfdale will be served alternately by Routes A and F which both run every 30 minutes all day (so with these two services combined, Surfdale will have a 15-minute frequency all day).
34. **Route E:** During consultation, AT did not propose to run a bus service along Waiheke Rd. As a result of feedback, AT will introduce Route E. This service will connect Waiheke Rd with Onetangi and Ostend. At Ostend people can transfer to Routes A, B or F to reach other destinations. Route E will run at peak times in the peak-flow direction only. There will be four trips in the morning and five trips in the late afternoon/evening.
35. **Route F** replicates Route A except it goes via Wellington Road and at Onetangi, Route F will terminate on Fourth Ave. It is intended to operate every 30 minutes alternating with Route A to form a 15 minute frequency. Final timetables, maps and wayfinding will combine Route A & F for greater customer simplicity.
36. **Route G** was not part of the proposed New Network that was the subject of public consultation. Route G will be a seasonal service to cater for the projected increase in summer visitors. It will connect Matiatia and Oneroa in the peak-flow direction only, from Labour Weekend to Anzac Day, seven days a week from 10am to 2pm.
37. The table below summaries the implications of the above changes to the Waiheke New Network. Please note that these figures are internal estimates and are yet to be validated by the operator. AT expects the operator (WBC) to supply this information by the end of March 2019.

Existing Waiheke Network	Waiheke New Network for implementation in 2019	Waiheke New Network in 2020 (incl. Kennedy Pt)
\$2.4m total Annual Gross Price	\$3.2m (+33%) Benchmark range (\$2.9m to \$3.9m)	\$3.4m (+42%) Benchmark range \$3.0m to \$4.1m)
\$1.0m estimated fare revenue (\$1.4m net cost to AT)	\$1.2m estimated fare revenue (\$2m net cost to AT)	\$1.3m estimated fare revenue (\$2.1m net cost to AT)

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Total annual patronage: 1.0m	Forecast annual patronage: 1.2m	Forecast annual patronage: 1.25m
Peak Vehicle Requirement (PVR): <ul style="list-style-type: none"> <li>• Extra-Large (XL) buses: 0</li> <li>• Large (LB) buses: 12</li> </ul>	PVR: <ul style="list-style-type: none"> <li>• XL buses: 0</li> <li>• LB buses: 13 (+8.33%)</li> </ul>	PVR: <ul style="list-style-type: none"> <li>• XL buses: 0</li> <li>• LB buses: 14 (+16.7%)</li> </ul>
XL hours: 0	XL hours: 0	XL hours: 0
XL kms: 0	XL kms: 0	XL kms: 0
LB hours: 22,736	LB hours: 37,288 (+64%)	LB hours: 40,899 (+80%)
LB kms: 570,525	LB kms: 903,064 (+58%)	LB kms: 981,303 (+72%)

**Next steps**

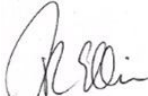
38. PTOM contract negotiations are expected to continue until at least the end of March 2019. Once they are formally appointed, the operator will start the process of acquiring new buses and mobilisation necessary for operating the new network.
39. The Investigation and Design stages of the essential infrastructure works are already underway and are expected to continue until mid-May.
40. AT would like to publicly release the 'Consultation Summary and Recommendations' report on 4 April 2019. This will involve a press release, posting the report on the AT website ([www.AT.govt.nz/newnetworkwaiheke](http://www.AT.govt.nz/newnetworkwaiheke)) and engaging with key stakeholders, including the Waiheke Local Board.
41. A full timeline is provided in Attachment 5.

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## Attachments

Attachment Number	Description
1	Implementation Communications Plan
2	Waiheke Existing Network (March 2019)
3	Proposed New Network that was consulted on in 2018
4	Waiheke New Network for implementation in October 2019
5	Waiheke New Network for 2020 (addition of Kennedy Point service)
6	Waiheke Programme to implementation
7	Breakdown of changes made in relation to consultation responses

## Document ownership

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	Shane Ellison <b>Chief Executive</b>	
Approved for submission		



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## Glossary

Acronym	Description
AT	Auckland Transport
RPTP	Regional Public Transport Plan
WBC	Waiheke Bus Company
PTOM	Public Transport Operating Model
AT	Auckland Transport
PVR	Peak Vehicle Requirement

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## ATTACHMENTS 1 - 7

### Attachment 1 – Implementation Communications Plan

Prior to the implementation of the Waiheke New Network, AT will implement a comprehensive communications campaign, to ensure that as many people as possible know about the changes before they are implemented. The campaign will include:

- Comprehensive brochure that will include an explanation for the changes and a map of the network that will be implemented in October 2019. It will be delivered to households and businesses on the island, and distributed at the library, Local Board office, Matiatia Ferry Terminal, AT Customer Service Centres, community facilities and organisations (e.g. Citizens' Advice Bureau, residents' associations, health centres etc.), schools, playcentres, Manu whenua and local marae. AT will work with the NZ Blind Foundation to create Accessible versions of the brochure.
- Posters will be displayed at bus stops on the island, the Matiatia Ferry Terminal, local businesses and community facilities
- Paid advertisements will be placed in the local newspapers. There will be at least two press releases prior to implementation
- There will be a dedicated page on the AT website where people will be able to find more information e.g. timetables, route maps, the brochure, the Accessible brochures etc.
- Articles will be included in AT's On Board and New Network e-newsletters
- Elected Members, business and community groups will be supplied with text for them to include in the newsletters, e-newsletters and social media posts
- AT's Social Media Team will promote the changes through Facebook, Twitter and LinkedIn
- AT representatives will present to Auckland Council Advisory Panels and the Public Transport Accessibility Group
- AT representatives will offer to present to community groups, such as Citizens' Advice Bureau and the Waiheke Retirement Village
- There will be a series of public information events where people can meet face-to-face with AT representatives. These will be held on the island, and at the Downtown Ferry Terminal.

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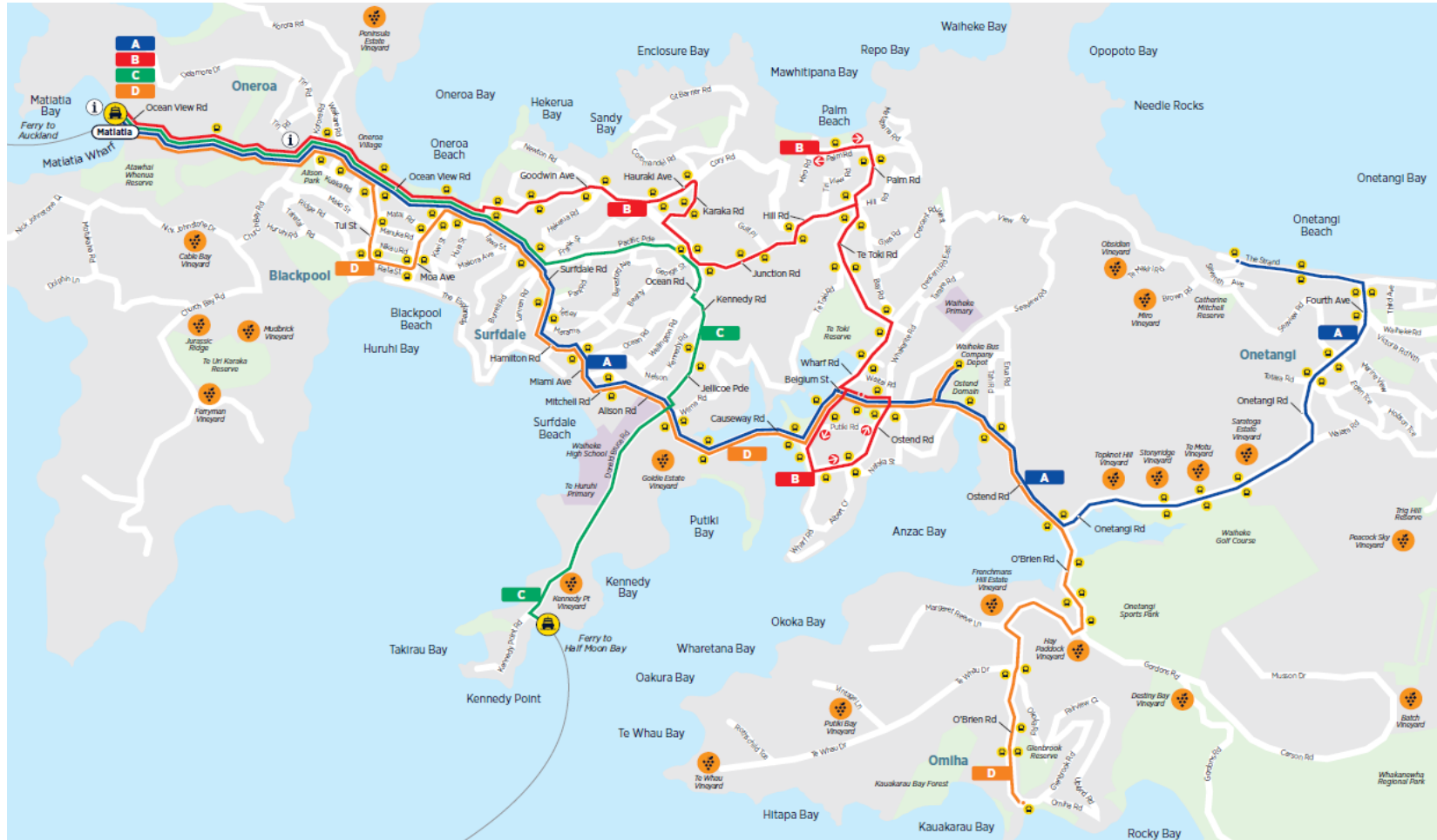
Attachment 2 – Existing Waiheke Network (March 2019)



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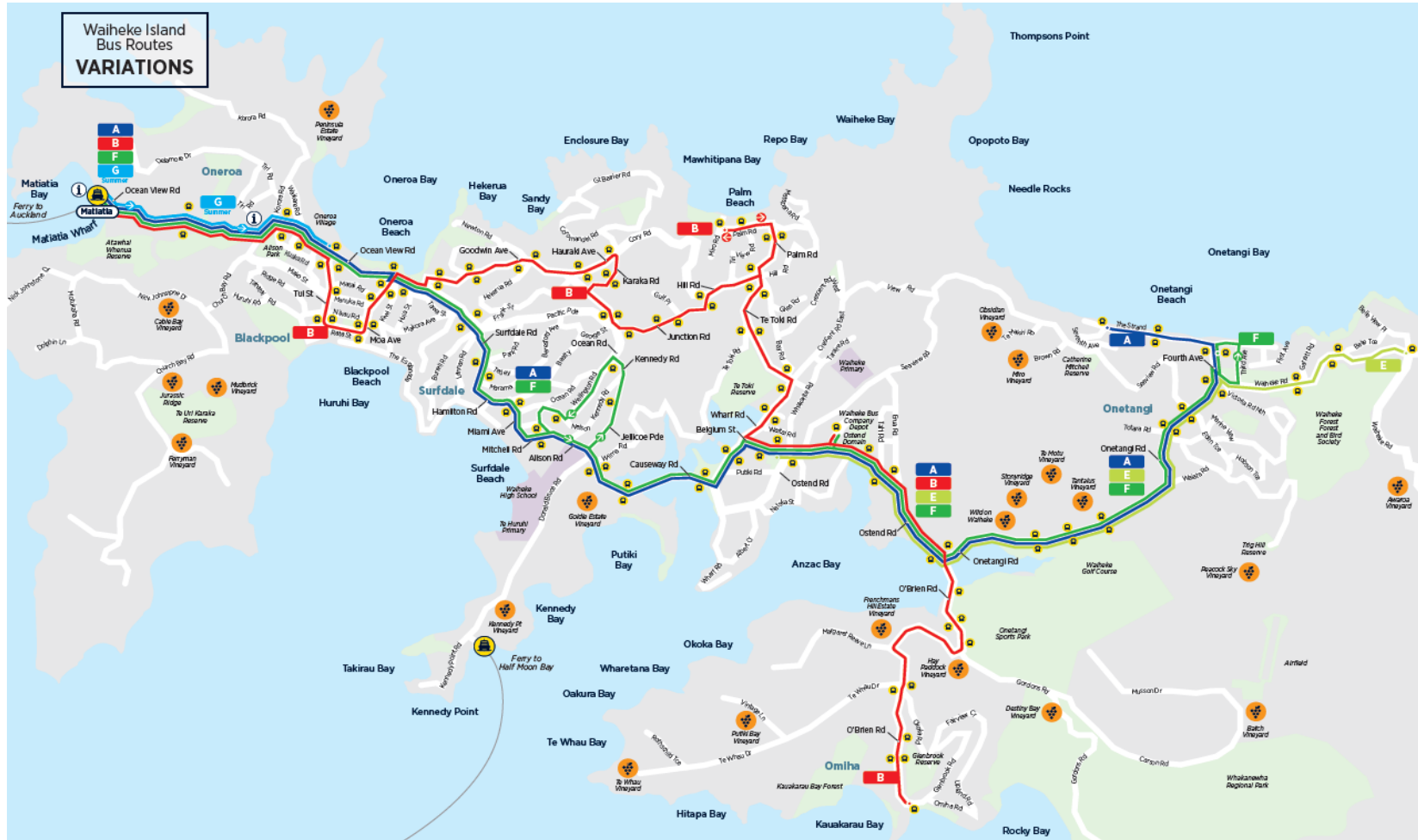
Attachment 3 - Proposed New Network that was consulted on in 2018



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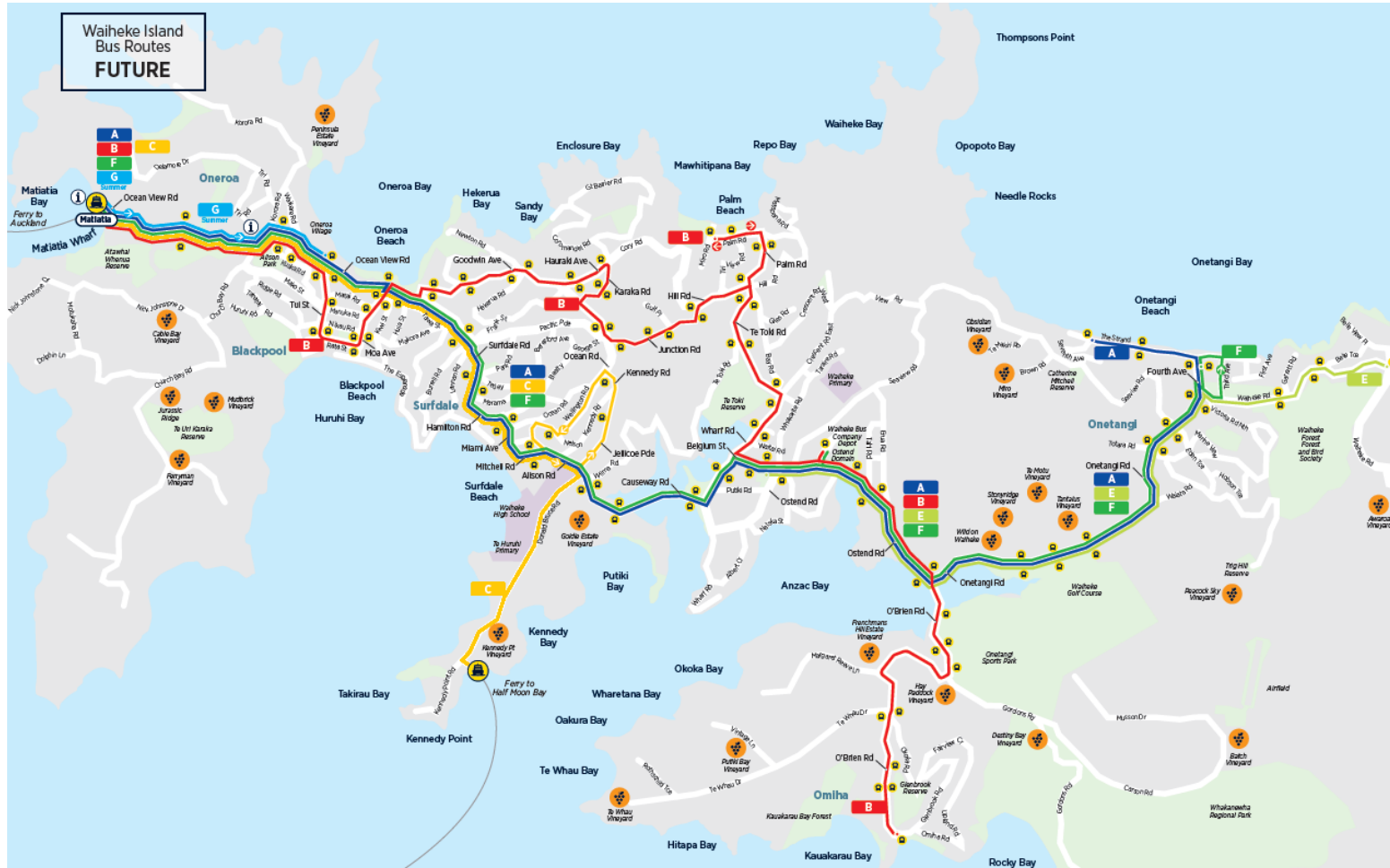
Attachment 4 – Waiheke New Network for implementation in October 2019



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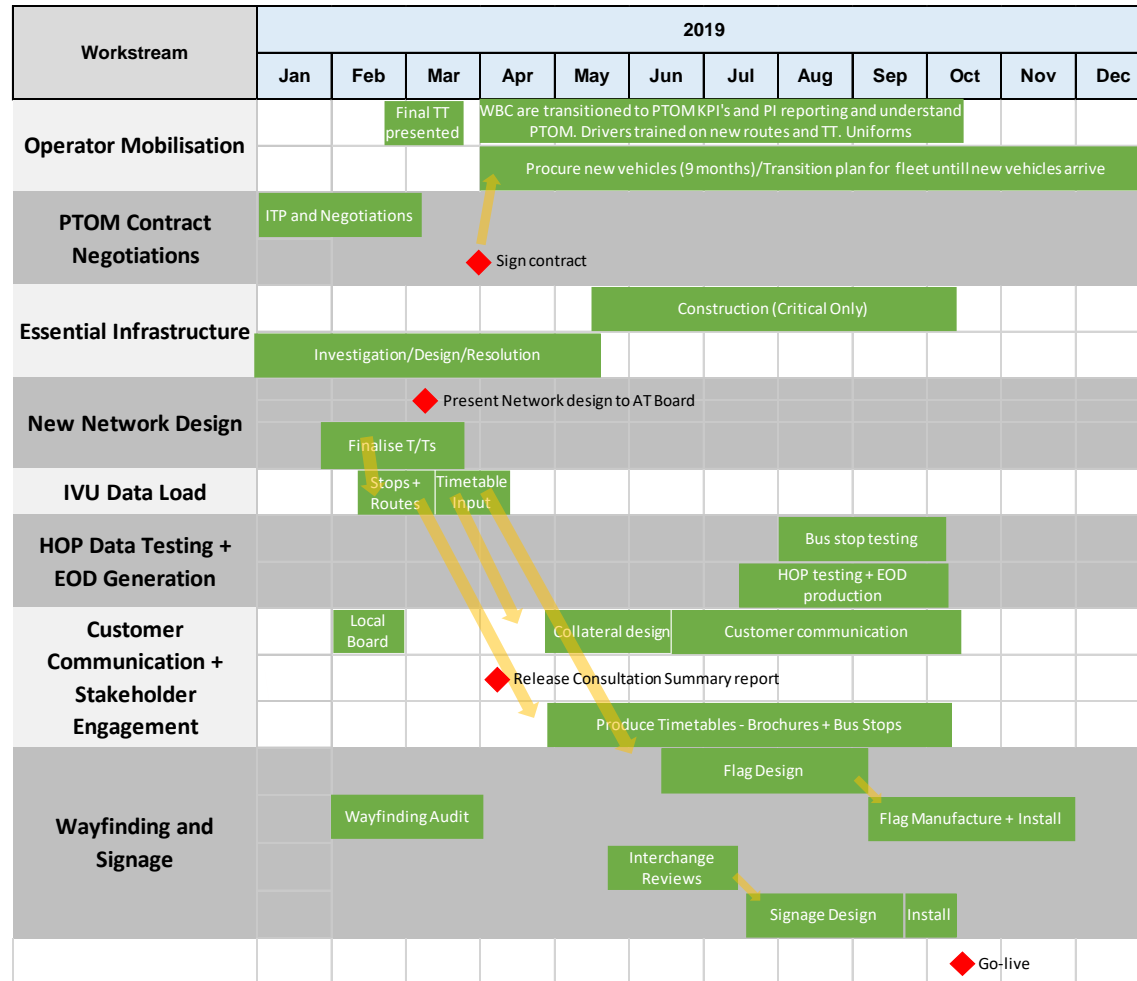
Attachment 5 – Waiheke New Network for 2020 (addition of Kennedy Point service)



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Attachment 6 - Waiheke Programme to implementation



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**Attachment 7: Breakdown of changes made in relation to consultation responses**

174 respondents (21%) said they were either “Somewhat less often” or “Much less often/never” going to use the proposed New Network (question 13, see chart below).

Question 9 asked respondents what they did not like about the proposed New Network. Of the 174 respondents who said they were either “Somewhat less often” or “Much less often/never” going to use the proposed New Network:

- We have not addressed the concerns of 24 respondents (14%). Of these 24 respondents, 9 wanted a service on Korora Rd.
- 13 respondents’ (7%) reasons were either unclear
- 9 respondents (5%) did not give a reason for their answer
- We have addressed the concerns of 128 respondents (74%):
  - 45 by retaining a service along Wellington Rd
  - 42 by retaining a service along The Strand to Seventh Ave
  - 20 by retaining a service along Waiheke Rd
  - 16 by serving Rocky Bay and/or Blackpool using Route B every 30 minutes throughout the day
  - 4 by improving connections with the Matiatia ferry
  - 1 by using new buses from December 2019

**If the proposed routes and timetables were implemented, how often would you use the bus compared to now?**

