

50 Victoria Street Private Bag 6995 Wellington 6141 New Zealand T 64 4 894 5400 F 64 4 894 6100 www.nzta.govt.nz

8 June 2023



REF: OIA-12393

Dear

Decision on Request made under the Official Information Act 1982

Thank you for your email of 6 April 2023 requesting information regarding the small passenger service sector under the Official Information Act 1982 (the Act).

Firstly, we apologise for the delay with providing a response to the information requested. As discussed with the Portfolio Manager, this request is large and we acknowledge that you have been accepting of the delay.

To preface this response, the Ombudsman's guidance states the following in terms of official information:

Official information is any information held by an agency subject to the Act or Local Government Official Information and Meetings Act 1987. This includes:

- · documents, reports, memoranda, letters, emails and drafts
- · non-written information, such as video or tape recordings
- · the reasons for any decisions that have been made about you
- · manuals that set out internal rules, principles, policies or guidelines for decision-making
- · agendas and minutes of meetings, including those not open to the public.

Official information also includes information which is known to an agency but has not yet been written down. The information also has to exist at the time you ask for it.

While you have submitted your request under the Act, a large portion of the questions you have raised are not 'official information'. While they do not need to be considered under the provisions of the Act, Waka Kotahi will address these questions in a separate response. For clarity, the questions we are referring to are listed at the end of this letter.

The remaining questions have been considered under the provisions of the Act. Of which, some will be responded to within this letter while others are still being assessed for release. However, as per the

requirements of the Act, we have made a decision on these parts of your request. Each of these questions and our responses are set out in turn below.

Before setting out our responses, we would like to take the opportunity to clarify the differences in the role of Waka Kotahi as a regulator and Te Manatū Waka Ministry of Transport, who is responsible for setting the legislative requirements for the land transport system.

The role of Waka Kotahi

Waka Kotahi is a Crown entity, established on 1 August 2008 from the merger of Land Transport New Zealand and Transit New Zealand. Under the Land Transport Management Act 2003, our primary function is to promote an affordable, integrated, safe, responsive and sustainable land transport system.

We are governed by a Board, with a current membership of seven, appointed by the Minister of Transport. We have a broad mandate and many functions, with new energy and new ideas to create a better land transport system for New Zealanders.

Our core functions can be summarised as:

- investing in land transport activities
- managing the state highway network
- providing access to and regulation for land transport.

Investing in land transport activities

Our investment decisions are guided by the Government policy statement on land transport funding (GPS) and informed by regional views held by our local authority partners.

We give effect to the GPS through the National Land Transport Programme (NLTP), which is a three-year programme outlining investment in land transport activities. Much of the preparation work for the first NLTP, covering 2009-12, was done in the 2008/09 year, with the establishment of an investment strategy.

Being both an investor in land transport and a service provider, we make sure we scrutinise our decisions.

As an investor in land transport activities, we have three separate accountabilities:

- We provide funding and are responsible for the delivery of services (eg transport planning, maintenance of state highways).
- We provide funding and are responsible for the delivery of some activities along with other approved organisations (eg walking and cycling infrastructure).
- We provide funding and other support to the organisations receiving funding to encourage better-quality transport decision making but don't deliver the services (eg maintenance of local roads and public transport services).

Managing the state highway network

By maintaining and operating the 10,900km of state highways around New Zealand, we enable people to get to and from work safely, quickly and efficiently, provide a convenient and robust route for freight, and connect communities.

We work closely with transport partners throughout the country in planning, operating and maintaining the state highway network, considering its impact on the environment and the immediate and long-term needs of the businesses and people who use it.

Providing access to and regulation for land transport

When providing access to and regulation for land transport, we work closely with our agents to provide transport users with various services, such as driver testing, issuing driver and transport licences, undertaking vehicle certification, registration and licensing, and collecting road user charges and other road-related revenue.

The role of Te Manatū Waka

Te Manatū Waka is the Government's system lead on transport. The purpose of Te Manatū Waka is to enable New Zealanders to flourish, reflecting transport's role in shaping our society, economy and environment.

Te Manatū Waka have transport stewardship responsibility for:

- monitoring, reviewing and reporting on regulatory systems
- · robust analysis and implementation support for changes to regulatory systems, and
- good regulatory practice.

Regulatory principles often cover matters such as:

- providing evidence that government intervention is warranted
- making sure regulation is risk-based and focuses enforcement effort on what matters
- encouraging positive behaviour to achieve compliance or to avoid regulation altogether
- ensuring interventions are proportional and set at the minimum level needed.

Waka Kotahi is one of four crown entities with responsibility for delivering operational functions that is monitored by Te Manatū Waka. Te Manatū Waka administer the Land Transport Act 1998.

As a crown agent, Waka Kotahi is not able to advocate for change on legislation, nor is it in a place to undertake many of the functions the Small Passenger Service Association are critical of the agency for not undertaking prior to or post the 2017 law changes. Crown Agents are required to "give effect" to government policy.

Your request

2.0 AMENDMENTS TO THE LAND TRANSPORT ACT IN 2017

For context, the legislative changes regarding the small passenger service (SPS) industry that took effect in 2017 followed a review carried out in 2015 of the SPS regulatory environment. This review was initiated by the Associate Minister of Transport at the time and was led by Te Manatū Waka. The purpose of the review was to look at how cost-effective the SPS industry was, whether it was efficiently regulated, were regulations future proofed and did they allow for developments in technology.

The full process from the initiation of the SPS review in 2015 (which led to the changes in 2017) to the introduction of the amended legislation is available on the Te Manatū Waka website, along with an array of proactively released material such as consultation submissions and Cabinet papers containing advice and recommendations on legislative changes provided to Ministers. You can view this online at: https://www.transport.govt.nz/area-of-interest/safety/small-passenger-services-review

In terms of submissions, Waka Kotahi did not make submissions on the legislative changes in 2017 during the consultation period. However, it did provide input during the SPS industry review. As the Waka Kotahi policy staff involved in the SPS industry review are no longer with Waka Kotahi, we have had to rely on information which has been recorded in our document retention database.

A search of our database has located some documents in which feedback was provided to Te Manatū Waka during the development of the proposed options for change, intended for their consideration before putting the recommendations forward for Ministerial review.

- 2.1 Submissions made by Waka Kotahi
- 2.1.1 Did Waka Kotahi recognise the inevitable increase of risks for both the users of, and the providers of small passenger services from removing ATO oversight?

Yes.

2.1.2 If Waka Kotahi did recognise the increased risks of removing ATO oversight, did you advise the government during the consultation period for the proposed amendments to the Land Transport Amendment Act 2017?

Yes.

2.1.3 Did Waka Kotahi advise the government during the consultation process that the Auditor General had completed a comprehensive independent review of the industry in 2004-05 and that many of the proposed amendments in 2017 would be in direct conflict with a number of the recommendations made in that report, particularly in relation to the added risks of safety and fairness?

We haven't been able to locate record of Waka Kotahi making direct reference to the Auditor General's recommendations in the input we've located that was provided to Te Manatū Waka.

This part of your request is refused under section 18(e) as the information requested does not exist, or despite reasonable efforts to locate it, cannot be found.

2.1.4 The proposed amendments were to result in the requirement for drivers to be a member of an ATO being removed. During consultation did Waka Kotahi advise that the amendments would result in the regulator having to take a significant amount of the responsibility for oversight of the industry and therefore would require more resourcing?

Yes. These comments were made when Waka Kotahi provided early feedback on the various options.

2.1.5 If resourcing was requested, what was requested?

While it was noted that particular options for consideration would have resource implications, we have been unable to find documents requesting particular resourcing.

This part of your request is refused under section 18(e) as the information requested does not exist, or despite reasonable efforts to locate it, cannot be found.

2.1.6 Please supply any evidential data that supported any submissions or recommendations that Waka Kotahi made for the proposed amendments 2017 in particular in requests for resourcing to meet its statutory obligations.

The documents in which we have located containing our opinions on the proposed options put forward by Te Manatū Waka did not include evidential data.

Therefore, this part of your request is refused under section 18(e) as the information requested does not exist, or despite reasonable efforts to locate it, cannot be found.

3.0 LICENSING

3.1 Screening/Vetting

3.1.2 Did Waka Kotahi advise the government during the consultation period for the proposed amendments 2017 of the likelihood of increased risks of removing ATO screening and vetting for many new entrants to the industry?

We have not been able to locate documents in which this was raised. This part of your request is refused under section 18(e) as the document alleged to contain the information does not exist, or despite reasonable efforts to locate it, cannot be found.

3.1.3 When a notifiable incident is reported by an organisation, be that a taxi company, rideshare company or individual small passenger driver where a Police complaint has not been laid by a passenger, does the regulator record the incident for it to be considered at the time a driver renews their 'P' endorsement?

Yes, incidents are recorded in the Driver Licence Register under the individual's driver licence record. When an individual applies to renew their passenger endorsement, their licence record will be checked for any reported incidents which would impact their fitness and propriety, and therefore influence the outcome of their application.

Those who have had immediate regulatory action taken against them, such as suspension or revocation of their passenger endorsement, will also have a note recorded against their driver licence record.

3.1.4 What measures does Waka Kotahi have in place to ensure drivers are operating under the correct licence?

The Waka Kotahi website sets out the requirements that a passenger can expect to be met when using a passenger service. You can view these here: www.nzta.govt.nz/commercial-driving/taxis-shuttles-buses-and-other-passenger-services/

Drivers are required to display an ID card, with their photo, inside the vehicle in a place where it's clearly visible (if it's a dial-a-driver service, the driver will be wearing their ID card). If the photo doesn't match the driver, or can't be easily seen, you should use another vehicle (note that an ID card is not required to be displayed in a large passenger service).

Please note an ID card is only issued to a person who holds a valid passenger endorsement and as part of obtaining a passenger endorsement, Waka Kotahi will check the Driver Licence Register to ensure the person is correctly licensed.

Further, the New Zealand Police (Police) is responsible for on-road enforcement of the law, and a driver is required to present their driver licence on request to Police at roadside.

3.2.1 Did Waka Kotahi advise the government during the consultation period for the proposed amendments 2017 of the likelihood of increased risks of reducing training for many drivers?

Waka Kotahi is unable to locate documents in which this was raised. Therefore, I am refusing your request under section 18(e) of the Act as the information requested does not exist, or despite reasonable effort to locate it, cannot be found.

3.2.2 During the consultation period for the amendments 2017, did Waka Kotahi make any recommendations based on the Auditor General's view that states people in control of a small passenger service should hold a Certificate of Knowledge of Law and Practice?

While we cannot locate documents which make reference to the Auditor General's view, Waka Kotahi did advise that it was a requirement for a person in control to hold a Certificate of Knowledge of Law and Practice.

3.2.6 Did Waka Kotahi advise the government during the consultation for amendments 2017 of recommendation 16 in the report and the reasons for providing this type of training?

Waka Kotahi is unable to locate documents in which this was raised. Therefore, I am refusing your request under section 18(e) of the Act as the information requested does not exist, or despite reasonable effort to locate it, cannot be found.

3.2.9 Can Waka Kotahi explain if recommendation 35 was ever implemented and is it in place currently?

The Auditor General report recommendation 35

"We recommend that Land Transport New Zealand educate taxi organisations about their responsibility to ensure that drivers have appropriate work permits".

Initially, information was provided to taxi organisations to ensure they were aware of this requirement. Further, a project in 2018 resulted in Waka Kotahi collaborating with other government agencies to share appropriate information.

Waka Kotahi provides information on its website on what a person needs to apply for a passenger endorsement, this includes advising individuals to contact Immigration New Zealand to find out what is needed to work in New Zealand.

In terms of the process with assessing Transport Service Licence (TSL) applications, Waka Kotahi is able to check whether non-New Zealand citizens are eligible to work here, using Immigration New Zealand's visa verification service.

The work done to secure access to this service also means Waka Kotahi can more easily check visa status when assessing passenger endorsement applications.

3.2.10 If the recommendation is currently in practice, how is it applied to the many individual independent operators not affiliated with a supportive organisation/company?

As advised in our response to question 3.2.9, Waka Kotahi has provided advice on its website under the passenger endorsement application section in which it refers individuals to the correct organisation to advise on work visa requirements.

You can view the advice Waka Kotahi has publicly available for passenger endorsement applicants here:

 $\underline{www.nzta.govt.nz/driver-licences/getting-an-endorsement/getting-an-endorsement-pvio/applying-for-a-passenger-p-endorsement\#what-do-l-need$

Waka Kotahi also has a small passenger service guide available on its website, which is designed to inform both operators and drivers of the requirements when working in the small passenger service industry.

You can view this guide at: https://nzta.govt.nz/resources/small-passenger-services-guide/

3.2.12 Did Waka Kotahi advise the government during the consultation for amendments 2017 of the recommendation made in the report and the reasons for the recommendation? If not why not?

The Auditor General report recommendation 35

"We recommend that Land Transport New Zealand educate taxi organisations about their responsibility to ensure that drivers have appropriate work permits".

Waka Kotahi is unable to locate documents containing reference to this recommendation. This part of your request is refused under section 18(e) as the document alleged to contain this information does not exist, or despite reasonable efforts to locate it, cannot be found.

Due to changes in staff since the SPS industry review and legislative changes, we cannot advise why a particular point was not raised, as we can only rely on the documents we have located within our document retention database.

4.0 FARES

Following the 2017 amendments, it became permissible to calculate fares via one of two methods:

- (a) Through the use of a meter; and
- (b) Through pre-negotiating a fare

We are witnessing a significant increase in consumers being disadvantaged by drivers in the industry engaging in practices that are unlawful and/or immoral.

The SPSA is aware of reports of drivers using soft meters to calculate fares. These soft meters have allegedly been programmed with up to five different tariffs according to industry reports. Drivers are then arbitrarily selecting a tariff based on their perception of how much they want a customer to pay and how much they believe a customer is able to pay. SPSA considers this behaviour to be unethical, an unfair trading practice, a form of discrimination, and potentially a breach of the Human Rights Act.

4.1.3 As the industry regulator, what information does Waka Kotahi hold on these allegations?

Waka Kotahi has not been informed of such allegations, and therefore, does not hold any information.

This part of your request is refused under section 18(g)(i) of the Act as the information is not held by Waka Kotahi, and we have no grounds to believe it is held by another government department.

4.1.4 As the industry regulator, what steps is Waka Kotahi taking in the industry to proactively identify issues such as these?

As Waka Kotahi has not heard of these allegations, Waka Kotahi has not taken any steps to proactively identify these issues. With that said, Waka Kotahi will participate in the review of the Transport Service Licensing (TSL) regime later this year which will provide it with the opportunity to raise this matter.

4.1.5 As the industry regulator, what steps has Waka Kotahi taken to address these issues?

In accordance with the response to question 4.1.4, Waka Kotahi has not been informed of such allegations. However, this matter is something that can be raised in the upcoming TSL review.

4.2 Pre-Negotiated Pricing

There have been numerous reports made to Waka Kotahi and to reputable media outlets around issues with pre-negotiated pricing. These include fares not being pre-negotiated in practice but simply demands being made of a customer upon conclusion of a journey.

4.2.1 What information does Waka Kotahi hold on these complaints?

Waka Kotahi is working on this aspect of your request and expect to be in a position to provide you with what we can on or before 22 June 2023.

4.2.2 Has Waka Kotahi seen an increase in complaints of this nature?

Waka Kotahi is working on this aspect of your request and expects to be in a position to provide you with what we can on or before 22 June 2023.

4.2.3 Can Waka Kotahi provide statistics around complaints of this nature?

Waka Kotahi is working on this aspect of your request and expect to be in a position to provide you with what we can on or before 22 June 2023.

4.2.4 If Waka Kotahi cannot provide statistical information around complaints of this nature, why not?

Waka Kotahi is working on this aspect of your request and expects to be in a position to provide you with what we can on or before 22 June 2023.

4.2.5 Of the complaints Waka Kotahi can find, what was the outcome of these complaints?

Waka Kotahi is working on this aspect of your request and expects to be in a position to provide you with what we can on or before 22 June 2023.

4.2.6 If a consumer experiences such an event, where do they go to get meaningful action if they find the driver to be an independent and non-responsive?

The Waka Kotahi website provides information on how to have a complaint on a specific matter addressed. This information is available online at: <a href="https://www.nzta.govt.nz/contact-us/complaints/complain

An excerpt from the website is provided below:

You should contact the small passenger service operator in the first instance if the reason for your complaint is because:

- the driver refused a hire
- the driver didn't issue a receipt
- the fare wasn't charged as agreed
- the route taken wasn't advantageous to you
- of the behaviour of the driver.

Small passenger service operators must keep a record of complaints. If you're not satisfied with the outcome of your complaint, contact Waka Kotahi NZ Transport Agency using the online complaints form.

A link to the Commercial Operator Complaint Form is provided below this text, which you can view here: www.nzta.govt.nz/contact-us/complaints/commercial-operator-complaint-form/

Once Waka Kotahi receives the complaint form, it will be referred to the appropriate regional Safer Commercial Transport team for investigation.

4.2.7 Is Waka Kotahi aware of any allegations around drivers stating that there are "other methods" by which passengers can pay should they not have the funds to make payment for the trip?

No.

4.2.11 The SPSA is aware that many of these drivers (particularly after large events such as concerts) are able to demand high prices because they have colluded with others in the region to set fares higher. This means negotiations do not occur in a free market and you have competitors conspiring to fix prices significantly higher than reasonable.

What steps is Waka Kotahi currently taking to address this issue and what communications

have you had with the Commerce Commission around this behaviour?

Current transport legislation allows drivers to set their own prices. Waka Kotahi does not have any evidence of collusion as alleged above.

4.3 Anti-Competitive Behaviour

Warnings have been given to Waka Kotahi about reports rideshare drivers using social media platforms such as WhatsApp to manipulate price surging on rideshare platforms. This takes the form of drivers belonging to a group chat, instructing most members to log out of the app, wait for demand to significantly outstrip supply and

for automated price surging mechanisms to take effect and then instruct members to log back on in order to take advantage of higher surge rates.

4.3.2 What steps has Waka Kotahi taken to investigate and address these concerns?

Waka Kotahi has not taken any steps to address this issue, as this is not a matter that is legislated for under the Land Transport Act. It would be a matter for the Commerce Commission.

5.0 SIGNAGE

5.1 Did Waka Kotahi advise the government during the consultation period for the proposed amendments to the Land Transport Act 2017 of the likelihood of increasing issues in identifying drivers by removing the requirement for signage?

Yes.

5.2 Has Waka Kotahi made any recommendations to resolve this issue?

No, however, this is a matter which Waka Kotahi can raise in the upcoming TSL review.

5.8 What meaningful steps have been taken to improve data collection in the past 12 months in relation to the small passenger service industry?

This information is available however, it is still being prepared for release. This information will be provided to you on or before 22 June 2023.

6.0 VEHICLES

6.1 Does Waka Kotahi have any information on the average age of vehicles operating as small passenger service vehicles on a year-on-year basis? If so, please provide this information.

Yes. This information has already been provided, however, please find it enclosed in the following attachment:

Vehicle Data.xlsx

6.2 Does Waka Kotahi hold any information on the pass rates of CoFs for small passenger service vehicles, and is Waka Kotahi able to categorise this information to see where the majority of issues arise?

Yes. This information has already been provided, however, please find it enclosed in the following attachment:

Vehicle Data.xlsx

7.0 MONITORING

7.2 How does Waka Kotahi make informed evidence-based decisions to manage the industry or to make any recommendations to ensure the sector is safe and compliant?

The Waka Kotahi Safer Commercial Transport team recognises that the commercial transport industry is large and complex and therefore our regulatory approach needs to be risk-based and intel-led.

We prioritise and balance our available resources across areas that pose the greatest risk, and our regulatory interventions are designed to be fit for purpose to achieve the outcome required at any level of non-compliance. Our approach to regulation is three-fold;

- 1. We respond in a fair and firm manner to commercial transport issues raised with us in line with the Compliance Response Framework to achieve desired compliance outcomes.
- 2. We proactively target areas of risk in the commercial transport industry through quality, meaningful and constructive interaction and we monitor compliance to assess our impact.
- 3. Our regulatory approach seeks to increase our sphere of influence of the commercial transport industry. To achieve a safer commercial transport industry, we work to a principle of Operator Ownership.

That is, the commercial operators own their compliance, take steps and implement measures to ensure the safety of their staff and other road users. When Waka Kotahi interacts with operators or are applying regulatory interventions, we keep this ethos 'top of mind'.

7.3 The Auditor General Report Clause 4.13; 'the Authority relies on taxi organisations to maintain this information in accordance with their ongoing obligations under legislation'. What did Waka Kotahi put in place to collect and maintain accurate records when the requirement for drivers to belong to an ATO was removed?

7.5 How many random roadside audits has Waka Kotahi carried out for each of the last five years?

This information is available; however it is still being assessed for release. We will provide this data on or before 22 June 2023.

7.6 How many complaints registers has Waka Kotahi audited of taxi companies, rideshare company's or individual small passenger service providers for each of the last 5 years?

Waka Kotahi is working on this aspect of your request and expects to be in a position to provide you with what we can on or before 22 June 2023.

7.7 Has Waka Kotahi taken any measures regarding the comment made in the Small Passenger Improvements report where it was identified that 'Notifiable incidents are often held back by rideshare judgement calls'? If yes, what measures?

Waka Kotahi takes an active role in assessing whether it is receiving the correct number and severity of compliant. Waka Kotahi works directly with operators and, where it needs to can rely on statutory powers to conduct audits of their complaint records.

7.8 How many small passenger service operators have 'self-reported' any complaints of a sexual nature or other complaints which are notifiable to Waka Kotahi for each of the last 5 years?

Waka Kotahi is working on this aspect of your request and expects to be in a position to provide you with what we can on or before 22 June 2023.

7.10 The Auditor General report stated that there were no performance measures that relate directly to the taxi industry. Are there any performance measures now that relate directly to the small passenger service industry? If yes please describe.

There are no performance measures, the Auditor General's report was undertaken during a time where much more regulatory control of the industry was required, and this is no longer the case.

7.11 The audit (2004-2005) identifies 'a significant drop in audit hours'. Can you show year on year for the last five years the number of audit hours dedicated to the small passenger service industry?

This is not applicable as the Auditor General's report was undertaken during a time where much more regulatory control of the industry was required, and this is no longer the case. As such, Waka Kotahi does not have a record of yearly audits over the last five years.

This part of your request is refused under section 18(e) of the Act, as the document alleged to contain the information does not exist.

7.12 How many 'independent' small passenger service operators have been audited for each of the last 5 years?

Waka Kotahi is working on this aspect of your request and expects to be in a position to provide you with what we can on or before 22 June 2023.

7.13 How many and how often have taxi or rideshare companies been audited for each of the last 5 years?

Waka Kotahi is working on this aspect of your request and expects to be in a position to provide you with what we can on or before 22 June 2023.

8.0 COMMUNICATION/RELATIONSHIPS WITH OTHER GOVERNMENT AGENCIES

8.1 Does Waka Kotahi have anything in place to ensure drivers are aware of and are in fact paying their tax obligations?

No. Waka Kotahi is the lead land transport regulator, it is not responsible for regulating tax obligations for transport operators.

8.2 If Waka Kotahi does not have anything in place with Inland Revenue to ensure drivers are aware of and are paying their tax obligations how does that align with Waka Kotahi's vision of 'A safe, fair and sustainable land transport system for everyone"?

Waka Kotahi is responsible for land transport safety regulation; tax obligations do not form part of this role. Further, tax obligations are not set out under the Land Transport Act 1998, the Operator Licensing 2017 or Driver Licensing 1999 Rules.

8.4 If Waka Kotahi does not have a relationship with Inland Revenue to ensure all drivers in the small passenger service industry are paying their share towards their social financial responsibilities, will it address this with Inland Revenue, and if so, what steps does Waka Kotahi propose to take and what timeframe are we looking at for these issues to be addressed?

As advised in the response to question 8.2, tax requirements are not set out under the legislation which provides Waka Kotahi the authority to carry out its regulatory roles and functions. Unless there is a legislative change in which the land transport regulator becomes the regulatory authority for tax obligations, it is not able to put steps in place to address any tax evasion issues.

8.7 Is there a formal arrangement for Waka Kotahi and NZ Police for regular notifications of drivers charged or convicted of serious offences?

Yes.

8.8 How many notifications did Waka Kotahi make to NZ Police and vice-versa regarding small passenger service operators charged or convicted of a serious offence in each of the last 5 years?

This information is available, however, Waka Kotahi is still assessing it for release. A response to this request will be provided to you on or before 22 June 2023.

8.9 How many notifications did Waka Kotahi make to NZ Police and vice-versa regarding small passenger service drivers whose licence or endorsement has been suspended or revoked in each of the last 5 years?

This information is available and will be provided to you on or before 22 June 2023.

8.10 The SPSA have been informed by Waka Kotahi that any complaints that are potentially of a criminal nature get referred to the Police to action. How many complaints of this nature have Waka Kotahi referred year on year for the last five years?

Waka Kotahi is working on this aspect of your request and expects to be in a position to provide you with what we can on or before 22 June 2023.

9.0 ENFORCEMENT

9.2 Every person is liable to imprisonment for a term not exceeding 3 years who, without reasonable excuse, derive a pecuniary advantage knowing that, by deception and without claim of right. A conviction of this nature would disqualify a person from holding or obtaining a 'P' endorsement. How many 'P' endorsements has Waka Kotahi suspended or revoked each year for the last 5 years for fraud related offences committed in the industry?

A passenger endorsement will be revoked or suspended if the person is deemed unfit and does not meet the general safety criteria specified under section 30C of the Land Transport Act 1998.

If Waka Kotahi is made aware that a holder of a passenger endorsement has committed a fraud related offence, Waka Kotahi will make a full assessment of their fitness and propriety, in which other factors such as their traffic offence history are also considered in the decision to revoke or suspend their endorsement.

These types of suspensions are recorded in our document retention database as a '30C suspension/revocation'. These types of suspensions, however, are not specific to fraud related offences. This means that in order to determine how many individuals have had their endorsements suspended where fraud was a factor, Waka Kotahi would need to manually search each file under '30C suspension/revocations'. There are approximately 600 '30C' suspensions every year, which would necessitate substantial collation and research in order to ascertain how many suspensions/revocations there have been where fraud was a factor.

As such, we are refusing this part of your request under section 18(f) of the Act as the information requested cannot be made available without substantial collation and research.

If however, you would like to request this data in a scope that is more manageable, please let us know and we will be happy to consider it under the provisions of the Act at that time.

10.4 What steps will Waka Kotahi take to ensure its team understand their obligations above, and start living up to the values and commitments included in Waka Kotahi's own statements, policies, and strategies moving forward?

Waka Kotahi does not hold any information that is within the scope of this part of your request. Therefore, this part of your request is refused under section 18(e) of the Act, as the document alleged to contain this information does not exist.

10.6 What steps has Waka Kotahi taken to address the issue of sexual assault allegations in the small passenger service industry in the past 5 years?

Waka Kotahi currently takes regulatory action when it has evidence. Such action can include exiting a driver from the industry by way of suspending or revoking their passenger endorsement.

The Portfolio Manager is prepared to discuss forward plans for this when he meets with the Association.

10.7 What steps has Waka Kotahi taken to address issues in consumer protection in the past 5 years?

Waka Kotahi is the land transport regulator. It will address complaints where there is jurisdiction.

10.8 What steps has Waka Kotahi taken to address the issue of tax avoidance in the industry by both international operators as well as individual drivers?

As advised above, tax obligations are not something which Waka Kotahi regulates. Therefore, Waka Kotahi has not put any such steps in place.

10.9 What steps has Waka Kotahi taken to address the issue of poorer commercial vehicle standards in the small passenger service industry in the past 5 years?

Certificate of Fitness (CoF) is a regular check to ensure that passenger service vehicles meet required safety standards. CoF is required for all passenger service vehicles – taxis, shuttles and buses.

The Police are responsible for on-road enforcement of the vehicle safety standards.

10.10 What steps has Waka Kotahi taken to address the issue of fair pay in the industry in the past 5 years where some drivers are effectively earning below the minimum wage because of the recent race to the bottom with fares and drivers having to make a choice between feeding their families and meeting other personal costs on the one hand, and maintaining their vehicles on the other?

This is not an area which Waka Kotahi is responsible for regulating.

10.11 What steps will Waka Kotahi take to reduce the costs to taxi companies of investigating complaints about drivers that are not affiliated with them and who operate in an independent capacity?

As this is not a role for Waka Kotahi, Waka Kotahi is not able to put steps in place to reduce costs to taxi companies with regard to investigations.

10.12 What steps will Waka Kotahi take to reduce the harm to taxi businesses due to independent taxi operators who simply buy taxi signage and pass themselves off as reputable taxi operators, and in-turn further damage the public opinion of taxis?

This matter is something that Waka Kotahi raise during the upcoming TSL review later this year.

10.15 What concrete strategies, plans and action steps has Waka Kotahi created or taken to address these issues moving forward?

Waka Kotahi does not hold any information that falls within the scope of this part of your request, as such, it is refused under section 18(e) as the information requested does not exist.

11.0 COMPLAINTS

Auditor General report recommendation 61

'We recommend that Land Transport New Zealand review its provision of complaints information for taxi passengers, to ensure that it is simple and easy for consumers to lodge a complaint'.

Again, this issue is highlighted 2 decades on.

11.1 When a notifiable incident is made by an organisation, be that a taxi company, rideshare company or individual small passenger driver where a Police complaint has not been made by a complainant does the regulator investigate that complaint with either the driver or complainant?

Yes. Waka Kotahi recommends that certain complaints which involve a criminal offence are raised with the Police for investigation and potential prosecution under the law. However, Waka Kotahi will still investigate the complaint in order to determine whether the driver should be exited from the system by way of revocation or suspension of their passenger endorsement.

11.4 How many complaints registers has Waka Kotahi audited of taxi companies, rideshare company's or individual small passenger service providers for each of the last 5 years?

Waka Kotahi is working on this aspect of your request and expects to be in a position to provide you with what we can on or before 22 June 2023.

11.5 How many small passengers service operators have 'self-reported' any complaints of a sexual nature or other complaints which are notifiable to Waka Kotahi over the last 5 years?

Waka Kotahi is working on this aspect of your request and expects to be in a position to provide you with what we can on or before 22 June 2023.

12.0 CONSUMER PROTECTION ISSUES

12.5 How many complaints relating to overcharging have been lodged by consumers with Waka Kotahi each year over the last 5 years?

Waka Kotahi is working on this aspect of your request and expects to be in a position to provide you with what we can on or before 22 June 2023.

12.6 How many of those complaints relating to overcharging have been investigated by Waka Kotahi each year over the last 5 years?

Waka Kotahi is working on this aspect of your request and expects to be in a position to provide you with what we can on or before 22 June 2023.

12.7 Pre-negotiated Fares; How many operators has Waka Kotahi investigated for allegedly not abiding by Rule 3.7(3) ' A driver of a vehicle used in a small passenger service must agree with the prospective hirer the scale or basis of the fare prior to the start of the trip'?

Waka Kotahi is working on this aspect of your request and expects to be in a position to provide you with what we can on or before 22 June 2023.

12.11 Section 97 of the Land Transport management Act 2003 states the Agency must consider delegating or contracting out functions and powers. Please provide the contact details of the people the SPSA would need to reach out to for discussions around stepping into such a role.

This type of request would need to be reviewed by the Waka Kotahi Procurement Services team. Please email procurementservices@nzta.govt.nz.

13.0 SAFETY

13.3 Many SPSA members have pre-registered passengers yet still advocate for the use of cameras. This is because customer details identify the parties involved while camera footage records the events in the vehicle and acts as a both a deterrent as well as evidence toward a conviction where required. Is Waka Kotahi advocating for cameras to be installed in all small passenger service vehicles in the interests of safety? If so, what steps have been taken? If not, why not?

Waka Kotahi does not advocate as a Crown Entity. However, we would support a legislated requirement for cameras in all small passenger service vehicles.

13.4 There is a requirement that all in-car cameras be NZTA approved. However, there are no effective guidelines on who can install such systems, who has access to the DVR recorder boxes, and who can view and alter the footage when it comes to independent drivers. What steps does Waka Kotahi take to ensure cameras are correctly installed, that they are functioning, and that drivers do not have access to footage about their own trips where they may be able to tamper with evidence?

Waka Kotahi is only responsible for the approval process of the in-vehicle security camera systems themselves, not the suppliers or any services involved in installation or camera maintenance.

Waka Kotahi has guidance material on its website to assist those who are operating in the small passenger service industry to comply with the relevant rules and regulations. Information regarding incar cameras can be found under section 14 at the following link:

www.nzta.govt.nz/assets/resources/small-passenger-services-guide/Small-passenger-services-guide.pdf

The following questions are those that we have identified can be addressed outside of the provisions of the Official Information Act 1982, and as such, a separate response will be provided in due course:

2.0 AMENDMENTS TO THE LAND TRANSPORT ACT IN 2017

2.2 Opinions on changes

- 2.2.1 Does Waka Kotahi currently have the necessary resources to provide effective enforcement of ALL legislation requirements it is responsible for under its statutory obligations?
- 2.2.2 If Waka Kotahi is inadequately resourced in regulating the small passenger service sector, what specific areas require additional resourcing to meet its statutory obligations?

- 2.2.3 Is Waka Kotahi in a position to use and evaluate industry data to make a determination on whether the amendments were advantageous in the following areas?
- 2.2.4 If Waka Kotahi is in a position to make a determination that the amendments were of overall benefit in these areas, please provide the evidential data.
- (a) Compliance
- (b) Safety for Passengers
- (c) Safety for Drivers
- (d) Safety of Vehicles
- (e) Consumer Protection
- 2.3 Opinion on Effects
- 2.3.1 Can Waka Kotahi provide evidence that the increased number of participants is the reason for the increase of complaints of a sexual nature as shown in Graph 1 below?2.3.2 Does Waka Kotahi believe the market has grown in line with the increase in numbers of new participants?
- 2.3.3 What does Waka Kotahi believe the market has grown by following the amendments to the Land Transport Act in 2017 and can that be supported with evidence?
- 2.3.4 It took Waka Kotahi some time to collate the information requested by the SPSA regarding sexual behaviour/assault allegation numbers. Now that the increase has been realised by Waka Kotahi, has there been any focus to investigate the increase or to reduce the numbers? If yes, what measures have been taken?
- 2.3.5 How does Waka Kotahi reconcile (from its own information supplied) an increase of a factor of 2.8 participants supports an increase in sexual assault allegations by a factor of 8 a fair correlation?
- 2.3.6 Why does Waka Kotahi not take a similar approach to sexual offending?
- 2.3.7 What does Waka Kotahi believe is an acceptable number of sexual offences being committed in the industry and is this tied to the number of participants or trips provided?

 2.3.8 If Waka Kotahi believes there should be a zero tolerance attitude toward sexual offending, why did Waka Kotahi attempt to justify the increase on an increase of participants in the industry?
- 2.3.9 If Waka Kotahi believes there should be a zero tolerance attitude toward sexual offending, and this increase was highlighted in our Official Information Act request on 12 July 2022 as well as the Small Passenger Improvements Report, what plans have been developed to resolve these issues?
- 2.3.10 If Waka Kotahi believes there should be a zero tolerance attitude toward sexual offending, and this increase was highlighted in our Official Information Act request on 12 July 2022 as well as the Small Passenger Improvements Report what actual steps have been implemented to resolve these issues?
- 3.0 LICENSING
- 3.2 Training

- 3.2.3 If Waka Kotahi has not made any recommendations please explain why not and do you disagree with the Auditor General's view 'those who control a taxi organisation need to be aware of their obligations'?
- 3.2.4 Can Waka Kotahi explain if anything has changed in the industry following the Auditor General's report/recommendation for there no longer being the necessity for operators to understand the legal obligations of operating a small passenger service?
- 3.2.5 If Waka Kotahi has not made a recommendation, how is that reconciled with Waka Kotahi's vision of 'A safe, fair and sustainable land transport system for everyone'?
- 3.2.7 If Waka Kotahi did not advise the government during the consultation process, can Waka Kotahi explain why the Auditor General's view in the recommendation was not expressed to the government during consultation?
- 3.2.8 Please advise how the removal of passenger endorsement courses is aligned to Waka Kotahi's vision of 'A safe, fair and sustainable land transport system for everyone'?
- 3.2.11 If the recommendation was not implemented what would be the rationale for ignoring the recommendation?
- 3.2.13 Does Waka Kotahi accept the lack of meaningful training and testing has led to an increase in deviant and unlawful behaviour by those in the industry?

4.0 FARES

4.1 Meters

- 4.1.1 Meters are no longer mandatory, but where they are used there is a requirement that they be accurate. However, there is no longer a requirement for meters to be checked. How does Waka Kotahi reconcile this in the real world?
- 4.1.2 There has been a removal of signage requirements including information about fares. What purpose does Waka Kotahi see in having a meter-based system when the method of calculation is not clearly displayed to the consumer?

4.2 Pre-Negotiated Pricing

4.2.8 If a consumer faces any behaviour outlined above, what steps does Waka Kotahi recommend they take upon conclusion of that journey (bearing in mind much of this behaviour occurs at night and the early hours of the morning)?

Pre-negotiated fares allow for a driver to set any amount, and if the consumer does not agree, the driver does not have to carry them. This means drivers can set excessively high prices and do so lawfully, even if unethically. These prices can be as high as ten times a normal fare.

- 4.2.9 What is Waka Kotahi's official view on this practice, and would it like to see a change?
- 4.2.10 How does Waka Kotahi reconcile this behaviour with the government's designation of the small passenger service industry as:
- (a) Public transport;
- (b) An essential service;
- (c) A critical service; and
- (d) A life-preserving service?

4.3 Anti-Competitive Behaviour

4.3.1 Does Waka Kotahi consider this to be concerning behaviour?

- 4.3.3 As the industry regulator, has Waka Kotahi communicated with the Commerce Commission about this behaviour?
- 4.3.4 As the industry regulator, has Waka Kotahi approached rideshare companies to investigate and address these concerns?

5.0 SIGNAGE

- 5.3 Does Waka Kotahi believe that the removal of vehicle signage and reducing the ability for the public to identify drivers is fitting of Waka Kotahi's vision of 'A safe, fair and sustainable land transport system for everyone"?
- 5.4 Do Waka Kotahi's Compliance and Enforcement Officers believe they are able to easily and effectively identify rideshare and independent drivers?
- 5.5 Has Waka Kotahi experienced issues with other regulatory organisations such as the New Zealand Police in being able to identify drivers as a result of the lack of signage on vehicles? If so, what actions are Waka Kotahi proposing to resolve this issue?
- 5.6 Has Waka Kotahi experienced issues with members of the public in being able to identify drivers as a result of the lack of signage on vehicles? If so, what actions are Waka Kotahi proposing to resolve this issue?
- 5.7 Is Waka Kotahi able to identify all drivers affiliated with a brand name or with a taxi sign, who they may be affiliated with, and which people are operating under that business? If not, how does Waka Kotahi expect to carry out meaningful monitoring and enforcement of these individuals?
- 5.9 Have any practical suggestions around dividing Waka Kotahi's complaints received been implemented such as categorising them into rideshare, affiliated taxis, and independent taxis?

6.0 VEHICLES

6.3 Is Waka Kotahi aware that with independent drivers on the road and the ability to drive for rideshare, that many drivers are not screened in-person, their vehicles are not being monitored or inspected in-person, and that there are vehicles operating as small passenger service vehicles that hold WoFs as opposed to the required CoFs? What steps are Waka Kotahi taking to identify these drivers and address these issues?

7.0 MONITORING

- 7.1 Why has the regulator continually failed to collect, analyse and share data to effectively monitor and enforce the compliance of the industry for which it has a legal obligation to do? 7.4 Has Waka Kotahi ignored the Auditor Generals comment, "while taxi organisations are responsible for maintaining records of drivers and taxis, they could not be trusted to do so"? 7.9 How does Waka Kotahi give an accurate account of how the industry is performing when the data collection and analysis by Waka Kotahi's own admission is so poor/non-existent? 7.14 Has Waka Kotahi absolved itself of monitoring the industry on any resourcing grounds? 7.15 If yes, can Waka Kotahi provide evidence that more resourcing has been requested to meet their regulatory obligations?
- 7.16 In the Agency's opinion, is Waka Kotahi able to effectively identify, monitor and regulate independent drivers? If so, please explain why you have arrived at this conclusion.
- 7.17 Does Waka Kotahi believe it has the resources and ability to monitor and enforce standards with tens of thousands of operators who work on a remote and mobile basis to the same standards and effectiveness as the former ATOs? If Waka Kotahi holds this belief, please justify the position.

8.0 COMMUNICATION/RELATIONSHIPS WITH OTHER GOVERNMENT AGENCIES

8.6 If not, how does that align with Waka Kotahi's vision of 'A safe, fair and sustainable land transport system for everyone"?

9.0 ENFORCEMENT

9.1 Can Waka Kotahi explain why it believes that it only has a limited responsibility for enforcement of the industry?

10.0 REGULATORY CHANGE

- 10.1 Is it Waka Kotahi's official view that the Agency is not required to identify issues around safety and fairness in the industry and to advocate for changes in your regulatory strategy?

 10.2 Does Waka Kotahi believe that focusing solely on "quick wins" as stated on multiple occasions by Waka Kotahi officers, including at the 2022 Small Passenger Improvement Workshops and resulting in the final outcome of the Small Passenger Improvement Report are consistent with the Agency's obligations under the Land Transport Management Act, the Statement of Intent, NZTA's Strategic Direction, and the Tu ake, tu maia Regulatory Strategy 2020-2025?
- 10.3 Can you please explain why the culture at Waka Kotahi opposes advocating for legislative and regulatory change in areas where Waka Kotahi's own officers repeatedly acknowledge the existence of serious harm and widespread consumer protection issues? Can you please explain why this culture is so pervasive throughout the agency that it is a repeated roadblock stakeholders encounter with various officers in various separate conversations?

 10.5 How does Waka Kotahi justify a single car crash being a catalyst for change, while at the same time not taking decisive action around an increasing trend of sexual assault allegations within the small passenger service industry where we have seen an 800% increase since the 2017 land transport amendments?
- 10.14 How does Waka Kotahi reconcile its recent actions in the small passenger service industry with this statement? How has Waka Kotahi responded to the concerns in the small passenger service industry around sexual assault allegations and a lack of consumer protection?
- 10.16 Will Waka Kotahi concede it is failing to meet this statement regarding the small passenger service industry?
- 10.17 How does Waka Kotahi reconcile this statement when by its own admission, there simply aren't steps being taken regarding evidence collection?
- 10.18 Will Waka Kotahi concede it is failing to meet this statement regarding the small passenger service industry?

11.0 COMPLAINTS

- 11.2 Why does Waka Kotahi advise customers to either make a complaint to the manager of the taxi company when independent operators do not belong to a taxi company or go to Consumer Protection who quite clearly do not manage or have investigation or enforcement powers?

 11.3 Is Waka Kotahi aware that its information regarding fare complaints refers members of the public to consumerprotection.govt.nz and that Consumer Protection in-turn refers complainants to the New Zealand Transport Agency? If so, what is being done to fix this hopeless loop of inaction?
- 11.6 Does Waka Kotahi accept that following the amendments to the Land Transport Act 2017 complaints are now more difficult for customers to make and get actioned?

12.0 CONSUMER PROTECTION ISSUES

- 12.1 Does Waka Kotahi believe that users of the small passenger service should be able to have their complaints investigated?
- 12.2 Where is a complainant able to have their complaint lodged, investigated and resolved if the local taxi company and banks can't help and Waka Kotahi and NZ Police refuse to help and Consumer Protection do not manage complaints and they have no investigation or enforcement powers?
- 12.3 Has Waka Kotahi absolved itself from its legislative purpose in particular for investigating complaints that don't meet the threshold of death or serious injury?
- 12.4 Prior to the amendments 2017, signage in vehicles would advise users that they could make a complaint to the company or to Waka Kotahi. What specific legislation changed in 2017 for Waka Kotahi to absolve itself from its legislative duty?
- 12.8 Waka Kotahi has indicated that it will 'triage' complaints and only deal with issues that involve serious injury and death. How does Waka Kotahi reconcile its obligations as stated in numerous self-generated documents and under law with this approach?
- 12.9 At present, the Small Passenger Service Association appears to be dedicating more resources toward performing a role in regulating the small passenger service industry, which should be undertaken by Waka Kotahi. Does Waka Kotahi believe this to be accurate and fair? 12.10 At present, reputable taxi companies are dedicating significant resources toward dealing with complaints under our obligations to investigate. Most of these complaints do not relate to SPSA member drivers. As such, these companies are having to pay for the lack of compliance of others due to the poor behaviour of independent operators and the lack of Waka Kotahi's ability or willingness to deal with these issues. What steps will Waka Kotahi take to resume responsibility of these issues and remove the burden from compliant businesses?
- 12.12 What are the reasons for the Land Transport Safety Authority, the New Zealand Transport Agency, and Waka Kotahi to ignore the recommendations of the Office of the Auditor General's reports over the past 25 years?
- 12.13 How does Waka Kotahi view its relationship with the Office of the Auditor General as the public watchdog, and what value does Waka Kotahi place on the work of this office?
- 12.14 To what extent does Waka Kotahi believe the recommendations of the Auditor General reports no longer apply due to name changes of the organisation?
- 12.15 To what extent does Waka Kotahi believe the recommendations of the Auditor General reports no longer apply to areas of continued concern identified in the earlier reports based as a result of the Land Transport (Amendment) Act 2017?
- 12.16 Has Waka Kotahi considered implementing the Auditor General recommendation of raising consumer awareness in light of the removal of the many consumer protection safeguards removed in the amendments 2017?

13.0 SAFETY

- 13.1 The current requirement for cameras exists only in 18 main centres. Does Waka Kotahi believe drivers and passengers in remote, rural areas should be afforded the same protections? If so, what steps has Waka Kotahi taken to require this?
- 13.2 The current requirement for cameras does not apply to those with pre-registered passengers. However, the definition of a pre-registered passenger is vague and has not been effectively clarified by Waka Kotahi. Can a passenger approach a driver, that driver take the details of the passenger, and then carry that passenger?

14.0 FUNDING/FEES PROPOSAL

14.1 Despite asking for an update multiple times from the Small Passenger Portfolio manager, SPSA has been provided with no update as to this process and the success or failure of our submission. Why have we not been entitled to any updates despite these requests and where is the process at or what is the outcome?

14.2 Does Waka Kotahi consider it to be alarming that the private sector is screaming out for greater regulation and enforcement? A situation that is very rare for a regulator to face, as private companies are usually reluctant to be regulated. What weight or urgency has been attributed to these cries for help?

14.3 SPSA regularly hears monitoring and enforcement cannot be effectively carried out because of a lack of resources. On the other hand, SPSA has been advised that fees will be cut as Waka Kotahi can only charge users for the cost of services that are being provided. The proposal to cut fees would suggest that money is not being spent on regulating the small passenger service industry. Why is Waka Kotahi not proposing spending this money to help resolve the serious issues it is aware of in the small passenger service industry instead of willingly passing it up and claiming it does not have the resources to provide effective oversight?

14.4 What resources does Waka Kotahi believe it needs to carry out more effective regulation of the small passenger service industry and what steps is it taking to secure these resources and taking steps to better perform its functions according to the Land Transport management Act and its own Regulatory Strategy?

Under section 28 of the Act, you have the right to both complain about the Decision on Request and the right to ask the Ombudsman to review my decision to refuse information to parts of your request. The contact details for the Ombudsman can be located at www.ombudsman.parliament.

If you would like to discuss this reply with Waka Kotahi, please contact Andrew Galloway, Portfolio Manager, Upper North Island, by email at andrew.galloway@nzta.govt.nz.

Yours sincerely

Dylan Hunt

Senior Manager Safer Commercial Transport