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Tumeke Pōneke
Wellington City Council

JOINT CBD TRANSPORT STUDY – TERMS OF REFERENCE

Introduction

Wellington Regional Council and Wellington City Council have agreed to work together on transport planning for the central city area. For the Regional Council, this is the third corridor study (after Western and Hutt) to be undertaken as part of the Regional Land Transport Strategy (RLTS). Corridor studies examine a section of the RLTS in more detail, determining priorities. For the City Council, this is part of a Transport Implementation Plan that is being prepared in conjunction with city form strategies that guide the future development of the city. The relationship between these two planning processes is shown in Appendix 1.

Purpose

The purpose of this study is to identify the present and future transport needs and deficiencies of the corridor. Solutions will be developed that address those needs and deficiencies. These solutions will need to enhance accessibility, economic development, safety and sustainability. They should also recognise the impacts that developing one part of the network will have on other parts. These solutions will be constrained by affordability and economic efficiency.

There are a number of projects currently at various stages of development for this corridor. This study will bring together both these planned projects and other conceptual schemes to determine the optimum multi-modal package of projects and measures to address the transport needs and deficiencies of the corridor.

Scope

This study will consider travel in the corridor between the Ngauranga merge and Mt Victoria Tunnel/Adelaide Road and includes more than one major route (e.g. Aotea Quay and the motorway). Links from the Hutt Corridor (SH2) and the Western Corridor (SH1) to facilities of regional significance are important. Access to both the regional hospital and airport are crucial as well as links into the CBD from all parts of the region.

The implications of proposals for the corridor on other parts of the network will be identified. The study will be multi modal. This means that road, rail, bus, ferry, pedestrian and cycling strategies will be considered. There is competition for space in this corridor, therefore initiatives for one mode will have implications for other modes.

Programme

The CBD Corridor Plan Study is programmed for the 2000/01 and the 2001/02 financial years. The timetable aims to provide to the respective Councils a preferred option for discussion in the spring. A more detailed expression of the programme is outlined in Figure 1.

Objectives

The objectives that will guide the development of the CBD Corridor Plan (WRC) and Transport Implementation Plan (WCC) are as follows:

Accessibility and economic development
Safety
Economic efficiency
Affordability
Sustainability
City Form

A series of agreed performance indicators will be used to assess proposed strategies.

Current Needs and Issues

Wellington CBD

This area comprises the Wellington Central Business District from the Wellington Railway Station to the Basin Reserve. It is bounded by the harbour on the east side and the Urban Motorway (which is included in the study area) to the west.

The following needs and issues are identified in the Regional Land Transport Strategy (p 60) for travel in the CBD Corridor

- Peak period and weekend road congestion
- Inadequate penetration of passenger rail services into the CBD
- Inadequate pedestrian connections from the CBD to the railway station
- Inadequate interchange between bus and rail at Wellington Station
- Bus services caught in road congestion
- Poor pedestrian travel conditions
- Car parking management and supply
- Car parking levies (p61)

Ngauranga to Wellington CBD

The Ngauranga to CBD section of the arterial network incorporates the Wellington Urban Motorway from the Ngauranga merge to the end of The Terrace Tunnel.

The Regional Land Transport Strategy (p 60) identifies the following needs and issues for the Ngauranga to Wellington CBD link

- Serious peak period road congestion
- High accident rates

CBD Corridor Plan Study

The CBD Corridor Plan Study will identify strategic proposals that will address the needs and issues listed above. The proposals should be consistent with the RLTS objectives, and be in balance with the remainder of the regional transport network. It is important that this study is integrated and not fragmented, as the performance of one part of the strategic transport network is dependent on the performance of other parts. Further the study should address a full range of attributes important to travellers.

For the objectives of the study to be met the proposed measures will be analysed as a package. This is important since individual schemes may fail to meet relevant benefit-cost ratios, whereas an overall strategy may pass this test.

This has particular relevance to bus priority measures where an isolated scheme may derive benefits from being part of an overall strategy and to pedestrians where a program to address one issue (such as travel time) may have limited effectiveness if issues of safety and amenity are not addressed.

The Impacts of Major Projects

A key platform of the RLTS is the theme of network balance. The strategic transport network will not perform optimally and achieve the strategy's objectives if the network is not in balance. This means that upstream and downstream capacity should be in balance and the capacity across modes should be in balance. Proposals are interdependent and cannot be considered in isolation. Failure to maintain network balance will lead to sub-optimal performance and will mitigate against the RLTS objectives being achieved.

There are a number of major projects that are due to be implemented in the near to medium-term future that need to be considered in an integrated way. These are listed below

(a) Ngauranga-Aotea Tidal Flow

The movable lane barriers will increase capacity between Ngauranga Merge and Aotea Quay. There is potential for this proposal to deliver more peak period traffic from the north to the CBD road network and beyond. Any impacts are likely to be further exacerbated with the construction of Transmission Gully and the Terrace tunnel tidal flow project.

(b) Wellington Station Bus-Rail-Pedestrian Interchange/Kapiti Rail Package

These projects will increase the demands for bus movements, bus priority and pedestrian travel from Wellington Station. Enhancements in bus travel and pedestrian travel will be required to match and realise the full benefits of the public transport improvements proposed.

(c) Inner City Bypass

The construction of the Inner City Bypass will require improved traffic management on adjoining streets and improvements to other forms of travel if the Inner City Bypass is to have a meaningful place in the City's and region's transport network.

Transfund is currently undertaking an independent review of the economics for the Inner City Bypass, which has a BCR of 4.2. Subject to the outcome of that review, the project may begin in March 2001. The Designation lasts until 2004.

The best information available to date indicates that the Inner City Bypass will be proceeding as planned, for the purposes of this study the construction of the Inner City Bypass will be taken as a given.

(d) **Lambton Harbour**

The development of Lambton Harbour will be a destination for cars, bus, cyclists and pedestrians. Lambton Harbour will be a sizeable trip generator and will have major impacts on the Waterfront route and also other major routes.

(e) **Waterfront Route**

There have been a number of investigations that have considered how the Waterfront route can be reconfigured to better integrate it into Wellington City's urban environment. Changes to this route will impact on Lambton Harbour's accessibility and will impact on the performance of the region's strategic transport network.

(f) **Railyards Precinct**

The development of the Railyards Precinct will be a destination for cars, bus, cyclists and pedestrians. The Railyards Precinct will be a sizeable trip generator and will have major impacts on the Waterfront route and also other major routes.

(g) **CBD Parking Policy**

The CBD parking policy will be a key determinant of the split between car use, bus, train, walking and cycling. It will also have a significant impact on traffic levels using all major routes to and through the CBD.

(h) **SH1 – Basin Reserve – Improvements**

Transit NZ are embarked on a major project to look at the long term needs of traffic movement through this key transport junction. In developing proposals for future access and layout, consideration will need to be given to all users and potential users of the Basin Reserve junction.

All the above projects are interdependent and cannot be considered in isolation. The above projects involve several transport modes and cannot be examined from just a road traffic perspective.

The CBD Corridor Study will consider the needs and issues as outlined in the RLTS and also include issues arising out of the major project proposals outlined above. These will place increased pressures on Wellington CBD and will impact on all modes of travel. The Wellington network and the performance of these projects are interdependent and cannot be considered in isolation. The study will therefore undertake an integrated multi-modal transport planning study in the CBD Corridor to avoid transport conflicts. It should also deliver an accessible, economically active, safe and sustainable CBD.

Future Needs and Issues

Future needs and issues will be identified by examining likely CBD scenarios based on a detailed analysis of current economic data and forecasts.

Options

A large number of improvement strategies exist. These options include road, rail, bus, ferry, pedestrian and cycling initiatives, in addition to land use and road pricing proposals.

A number of options may compete with others for space, whereas some options may complement others. Stage 1 *outline* scenarios (i.e. a wide range of scenarios from the purely realistic to others that are more imaginative) are defined in Appendix 2.

Analysis

The improvement options will be analysed using both the Regional TSM (transport strategy model) , and the City Council's/ Transit New Zealand inner city transportation model. The major focus of which, was for investigating options for the Inner City Bypass.

WRC's Transport Strategy Model (TSM) uses EMME/2, which is well suited for modelling intermodal issues, whilst the WCC/ TNZ model uses SATURN which is well suited to modelling saturated networks. Data will be exchanged between the respective models. The EMME/2 and SATURN models will be used for testing the *outline* scenarios

This analysis will identify a set of projects that addresses current and future needs and issues. This set of projects will be evaluated against the objectives of the RLTS and the City Council Transport Strategy. The set that provides optimum performance will be recommended.

The proposed form of evaluation will be a planning balance sheet approach previously used in the development of the RLTS. The planning balance sheet uses a performance matrix where each row of the matrix gives the ranking against objectives.

Outputs

Detailed technical reports summarising the current and future needs and issues, the options considered, the analyses, evaluations and recommendations will be produced for the Regional Land Transport Committee (WRC) and the Transport and Infrastructure Committee (WCC).

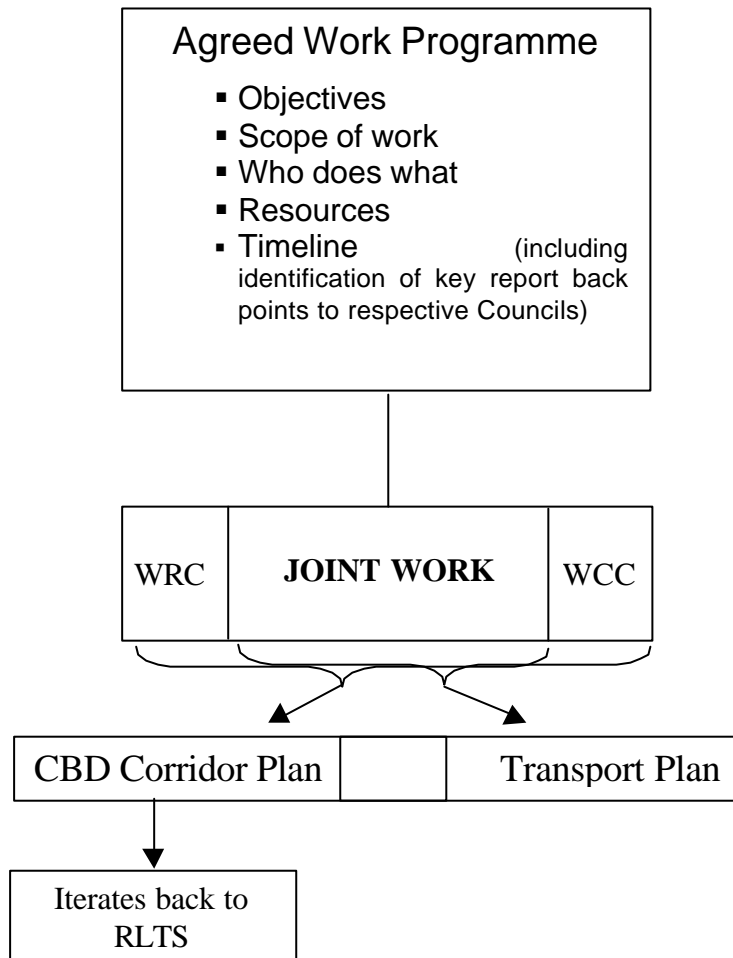
A summary report will also be produced for use in the subsequent public consultation phase of the CBD Corridor Plan's development.

The study group is made up of officers from Wellington Regional Council, Transfund New Zealand, Transit New Zealand, and Wellington City Council. The study group is co-chaired by officers from the Wellington Regional Council and Wellington City Council.

The study group is responsible for overseeing the technical work of the study. This includes ensuring that the study is based on sound processes and information. The technical group will be the author of the technical reports to the respective committees.

APPENDIX 1

Diagram of Approach



APPENDIX 2: Outline Strategies

Stage 1:

Strategy	Description	Notes
B01	2001 Base	Reproducing today's transport/ travel situation
B16	2016 Base	The future year against which all options will be tested and will include ICB Stage II, Basin Reserve interim improvements and initial bus priority schemes.
R01	Basic Rooding	B16 schemes plus Ngauranga Aotea Tidal flow and Basin Reserve at grade solutions.
R03	Basic Rooding +	R01 schemes plus Terrace Tunnel Tidal flow and Basin Reserve grade separated solutions.
PT01	Incremental PT	B16 schemes plus additional bus priority schemes, road traffic signal preemption, anti-clockwise City Circular route.
PT03	Aggressive PT	PT01 plus increased frequency on selected routes through CBD, SuperBus bus services (from North, South and East), Bus only access and outer CBD circular route.
LT95	Light Rapid Transit	B16 schemes plus LRT from station to Courtenay Place.
PR01	Park & Ride	B16 schemes plus edge of town Park & Ride and Park & Walk sites. With high frequency shuttle bus to CBD.
RP01	Road Pricing	B16 schemes plus outer Cordon Toll.
PK01	Parking	B16 schemes with restrictive parking provision in CBD.
SL01	Pedestrian	B16 schemes with facilitation of CBD pedestrian journeys, reduction of pedestrian vehicle conflict, priority assigned.
SL03	Pedestrian +	SL01 schemes with road space reallocation, pedestrian priority (expected to perform poorly in B/C terms).

Stage 2 scenarios will be defined after the results of Stage 1 are available.

Figure 1 CBD Corridor Plan Programme

