

Western Corridor Study – Terms of Reference

Introduction

Greater Wellington Regional Council, Transit New Zealand, Transfund New Zealand, Kapiti Coast District Council, Porirua City Council, Wellington City Council, Hutt City Council and Upper Hutt City Council (partnering agencies) have agreed to work together on transport planning for the Western Corridor. Transport Planning cannot be reviewed in isolation; it is therefore proposed to work closely with the officers developing the Wellington Region Strategy to understand the wider community objectives for the region and how they can be integrated with this study. Key questions which the study must answer are:

1. What are the issues, trends and current/future problems in the corridor?
2. What changes are needed to improve north/south access in this corridor?
3. What changes are needed to improve route security and safety in this corridor?
4. What passenger transport improvements are required to increase use, ensure balance and provide a more sustainable travel choice?
5. What types of demand management (priced and unpriced) are required on this corridor and how does this relate to capacity requirements by all modes?
6. What impacts do the current Councils' growth strategies have, eg Aotea Block, Lincolnshire Farm (south of Linden)?

In answering these questions, due regard will be given to determining the effects (both positive and negative) of any changes including the sustainability of any alternatives and options (short, medium and long term) and the affordability and economic efficiency of the package.

Purpose

The purpose of this study is to identify the present and future transport needs along the corridor and in the associated transport network. Alternatives and options are to be proposed that best meet these needs in a manner that facilitates and supports current and future land use, social, business, recreational, environmental and other strategic goals.

The proposed solutions should reasonably:

- Assist economic development
- Assist safety and personal security, including network security
- Improve access and mobility
- Protect and promote public health
- Ensure environmental sustainability

The preferred alternative is expected to include an integrated package of proposals and linked initiatives that ensure that the benefits of the proposals promote improved long term performance and can be sustained. The preferred alternative will recognise the impacts that developing one part of the network will have on other parts and the relationship with social, environmental and land use effects.

Background

For Greater Wellington, this corridor study is a revision of work completed in 2000 with the adoption of the Western Corridor Implementation Plan. It is a key part of the ongoing development of the Regional Land Transport Strategy (RLTS). Corridor studies examine a section of the RLTS in more detail. The corridor planning process used in previous corridor plans in the region will be used in this study, modified to recognise the new requirements in the Land Transport Management Act 2003. For Transit this work will help it determine projects and packages to be implemented as part of its contribution to the National Land Transport Programme. For the City Councils, this is seen as a key part of determining a strategic transport investment package and implementation plan that is being prepared in conjunction with the Wellington Regional Strategy. Work on the future demographic and economic structure, and urban form of the region, will be incorporated into the project as it progresses through a mutually informing process. Also for Greater Wellington and TrackCo it will give clarity to the improvements required to the passenger transport system.

Scope

In order to focus on the key issues in this corridor, this study will address high level objectives and consider travel demand between the Ngauranga merge and MacKays crossing. Links from the Hutt Corridor (SH2) to facilities of regional significance are important. Improving access to local suburbs and amenities is not part of this study but where proposals have significant effects on suburban access, these will be reported on. Investigations relating to issues north of MacKays crossing will take place in a separate but related study.

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, pedestrian and cycling strategies will be considered. There is competition for space in this corridor and therefore initiatives for one mode may have implications for other modes and activities. Ideally they can be developed together. The analysis will be undertaken at a macro/strategic level, recognising that it is the role of the neighbouring cities/districts to manage transportation, traffic and infrastructure at the city level. Solutions for the corridor will be formulated in an integrated way with modelling undertaken as one of the inputs to decision making.

A travel demand strategy for this corridor will be developed iteratively as part of the corridor study and will be mutually informed by the wider review of the Regional Land Transport Strategy.

Project Management

The project management and governance structure is presented in Appendix 1. The project will be managed by Tony Brennand of GWRC, who will be responsible to the Project Steering Group (Chair to be decided) for the delivery of the project. The Political Sounding

Group will assist with linkages to the local and central government stakeholders and advise the steering group.

Technical Group

A technical group made up of officers from Greater Wellington Regional Council, Transit New Zealand, Kapiti Coast District Council, Porirua, Wellington, Hutt, and Upper Hutt City Councils, TrackCo and Transfund New Zealand is responsible for overseeing the technical work of the study. Their role is to ensure that the study is based on sound processes and information. The technical group is chaired by Greater Wellington Regional Council.

Programme

The Western Corridor Study is programmed to commence in July 2004. The timetable aims to provide a draft Western Corridor Plan for consultation by April 2005 and completion in December 2005. A more detailed programme is outlined in Appendix 2.

Budget

The project cost is estimated to be \$850,000. A breakdown of this is included in Appendix 3. This will be jointly and equally funded by GWRC and Transit New Zealand. All partner organisations will contribute staff time to this project.

Consultation

A consultation strategy will be developed that recognises the requirements of the Land Transport Management Act 2003 to provide early and full opportunities for persons and organisations to participate in the process. This will recognise:

- The more than fifteen years of project development, including extensive consultation relating to issues along the corridor and possible solutions. Milestones¹ include:
 - Commissioner for the Environment report (1990)
 - Regional Land Transport Strategy(1993)
 - Regional Land Transport Strategy (1996)
 - Regional Land Transport Strategy (1999)
 - Western Corridor Implementation Plan (2000)
 - RMA designation process for TGM (2001-2004)
- Specific contact with required organisations and stakeholders as part of initial problem research and definition; and
- Full public consultation once broad options have been studied. This will involve a hearing process.

Issues and Needs

Demands for travel in the corridor are driven by ongoing growth in the Kapiti area with Wellington CBD being the dominant employment, retail and business area in the region.

¹ Further references are shown in Appendix 5

Current issues and needs for travel in the Western Corridor are identified in the current Regional Land Transport Strategy 1999-2004 and are shown in Appendix 4. These represent a beginning point and may be refined as the study progresses. It should be noted that few improvements have been made in a number of these areas since the RLTS was last reviewed in the late 1990s. The issues will be reviewed and updated early in the study. Appendix 4 also contains commentary about the Technical Group's current understanding of the main issues and the assumptions made about them.

Options

A large number of strategies/plans/policies exist. These strategies/plans/policies include road, public transport (rail and bus), pedestrian and cycling, land-use, road pricing and non-pricing travel demand management initiatives. Further options may be developed from the initial consultation.

This study is expected to be undertaken in two parts. Part 1 is analysis and part 2 is package development. Part 1 outlines scenarios defined in Appendix 5. These will be analysed independently to identify the performance of the various project elements. Part 2 will take place after the results of Part 1 are available. Part 2 will develop and analyse integrated packages of projects in order to identify packages that will be recommended for the consultation phase. Packages will include short/medium as well as longterm projects and management strategies.

Analysis

The transport performance of scenarios and packages will be analysed using the regional transport strategy model (WTSM).

WTSM uses EMME/2, which is well suited for modelling strategic level inter-modal issues.

A series of agreed performance indicators will be used to assess proposed packages. The proposed form of evaluation will be based on 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 a ranking against objectives. The evaluation will be extended to recognise the requirements of the LTM Act and Transfund's TAP evaluation process. While much existing information exists on project costs and social and environmental effects of the various projects, the analysis will not be limited to this information. It is anticipated that Council and transport agency officers through the RLTC Technical Group will assist, but some additional data may also be needed

Inputs

These include Appendix 6. Access to the WTSM will be granted to the successful consultant.

Outputs

A detailed technical report:

- summarising the current and future needs

- the packages considered
- the analyses
- evaluations
- summary of consultation
- implementation and funding plans

An executive summary of the technical report fit for purpose for the media and members of the public.

A report, fit for purpose, for the RLTC and Transit Board.

A report/brochure suitable for use in the public consultation phase of the study.

Prepared by Western Corridor Study Steering Group
May 2004

Draft

APPENDIX 1

Governance and Study Management

Governance and Approval	
Organisation	Role
RLTC	<ul style="list-style-type: none"> • Receives updates • Receive reports from the Study Convenor • Review consultation strategy for compliance with legislative requirements • Recommends adoption of a revised Western Corridor Plan to Transit, GWRC and financial stakeholders
Transit, GWRC & financial stakeholders (metropolitan TAs) & TrackCo	<ul style="list-style-type: none"> • Receives updates • Agrees consultation strategy • Considers adoption of a revised Western Corridor Plan as recommended by the RLTC • Advocates for adopted solutions to be funded
Study Management	
Group	Role
Political Sounding Group <ul style="list-style-type: none"> • RLTC Chairperson • Mayoral Forum rep • Transit Board rep 	<ul style="list-style-type: none"> • Overviews ToR • Keeps stakeholders informed
Project Steering Group (meeting at least monthly) <ul style="list-style-type: none"> • Dave Watson (GWRC, Mayoral Forum) • Tony Brennan (GWRC, study convenor) • Catherine Worsley (TNZ, regional) • David Silvester (TNZ, national) • Bob Alkema (Transfund) • Joe Hewitt (GWRC, RLTC) 	<ul style="list-style-type: none"> • Develops the ToR • Ensures technical work is completed to the required standard • Reports to partners then reports to RLTC to integrate into the RLTS review • Leads the consultation process
RLTC Technical Group <ul style="list-style-type: none"> • Project steering group plus representatives from TrackCo, HCC, KCDC, PCC, UHCC & WCC 	<ul style="list-style-type: none"> • Provides officer comment on the ToR • Reviews technical conclusions and recommendations • Keeps respective agencies informed • Prepares respective agency submissions to subsequent RLTC consultation process • Participates in the consultation process
Study Team	<ul style="list-style-type: none"> • Reports to study convenor • Undertakes technical analysis • Assists with consultation process

APPENDIX 2

Indicative Process and Timeline

Activity	Completion Date
Commence project	July 2004
Analysis and evaluation commences (including initial consultation)	August 2004
Consultation on packages commences	April 2005
Hearing process	August 2005
Draft decision	September 2005
Consultation with financial stakeholders	October 2005
Project completion	December 2005

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APPENDIX 3

Project Cost Estimate Breakdown

1.	Project management	\$50,000
2.	Social and environmental assessment of options	\$50,000
3.	Costing of options – road and rail	\$350,000
4.	TDM package	\$50,000
5.	Reports: technical, for Councils and Board, for public and media	\$100,000
6.	Consultation	\$100,000
7.	Report back after consultation	\$50,000
8.	Contingency	\$100,000
	Total	\$850,000

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APPENDIX 4

Current Identified Issues

The following issues for travel in the Western Corridor are identified in the Regional Land Transport Strategy (p 55). It should be noted that few improvements have been made in these areas since the RLTS was last reviewed in the late 1990's. The issues will be reviewed and updated early in the study. A number of projects in the Western corridor study area will be subject to various decisions during the study. It is expected that projects will not be delayed simply because of the study, but the state of the study might be used to inform the necessary decisions.

Identified Needs and Issues

- Peak period road congestion during weekdays and at weekends
- Inadequate peak and off peak frequency levels of passenger rail in the Kapiti area
- Increasing demands for access along the corridor because of population growth on the Kapiti Coast and insufficient alternative access ways
- Lack of direct access to the rail corridors for significant populations
- Concern about community severance at Mana, Plimmerton and Pukerua Bay
- High accident rates along State Highway 1
- Increases in freight movement
- Increases in journeys associated with recreation and travel
- Increases in forestry freight movement
- Poor quality facilities for bus and rail users.

The Impacts of Major Projects and Activity Areas

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 and the capacity across modes should ideally be in balance. Proposals are interdependent and should not be considered in isolation.

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. Initial thoughts are set out below.

(a) Mana Esplanade improvements

The construction of a duplicate road bridge over the Pauatahanui Inlet mouth and clearways/four laning of Mana Esplanade and St Andrews Road is a committed project with construction currently underway.

Consistent with the agreement of Transfund, the analysis of roading improvements in the corridor will assume that these works are an interim measure and therefore removed when an alternative inland highway route is developed.

(b) Lindale grade separation

The construction of a grade separated interchange at Lindale is a committed project with construction currently underway.

(c) MacKays Overbridge

The construction of a road bridge over the rail corridor is a committed project with construction expected to commence in 2004.

(d) Kapiti rail package

Extension of the electrified passenger rail services from Paraparaumu to Waikanae including the construction of a new station at Raumati is expected to commence in 2004.

(e) Kapiti Western Link Road

Since 1995 KCDC and Transit have been seeking to designate an alternative north/ south route to connect Waikanae to Raumati via Paraparaumu. Once established this route will improve access within the community by enabling more direct connections between the suburbs. Access along the highway will also be improved as local access traffic will be separated from the through traffic using the highway. This project is currently awaiting hearing of a second appeal to the High Court (September 2004). Transit's 10 Year Plan currently shows construction commencing in 2006/07.

(f) Transmission Gully Motorway (TGM) land purchase

Designation of the TGM route was completed in 2003. Twenty of the 62 properties along the designated route have been purchased to date. Transit is continuing to purchase designated property as it becomes available. Due to the current project construction timing expected to be beyond 10 years, it does not yet need accelerate land acquisition under the compulsory purchase procedures of the Public Works Act.

(g) TGM early planting

Conditions of the TGM designation requires the establishment of plants prior to construction commencing. The RLTC in 2004 agreed that completing this early planting programme was the region's second highest priority. Transit plan to complete the planting programme over the 2004-2007 period.

(h) Paekakariki Hill Road

This route is currently listed in the RLTS as a strategic route as it is often used as a bypass when the SH1 is blocked by an incident.

(i) Lincolnshire Farm development

WCC is considering approving a plan to allow development of a business park and further residential subdivision with primary access from the Grenada Interchange.

(j) Wellington City's Northern Growth Management Plan

WCC has developed a management plan for its northern suburbs which includes a light industrial precinct.

(k) Porirua's Aotea Block development (any other significant growth?)

PCC has approved a plan to develop a business park and a residential areas with primary access from the Whitford Brown intersection.

(l) Kapiti's growth

The Kapiti Coast continues to be a rapidly growing district. This leads to a growing demand for travel on the Western Corridor.

(m)Pukerua Bay Bypass

Preliminary route investigation has been undertaken for this 3 and 4 lane bypass of Pukerua Bay. The project has been put on hold pending more certainty on the timing of the TGM project.

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APPENDIX 5

Outline Scenarios: Part 1 Analysis

Base Cases	Description
2001 Base	Transport/ travel situation existing in 2001.
2016 Base	The future years (including 2006) against which all options will be tested and will include <i>ICB Stage II, MacKays overbridge, Mana-Plimmerton upgrade.</i>
2026 Base	
Alternative Scenarios	
Roading	
Public Transport	
Park & Ride	
Road Pricing	
Travel Demand Management (Non-pricing)	Base schemes plus effect of TDM (non-price) options, e.g. ride sharing/car pooling, high occupancy vehicle lanes
Parking	
Active Modes (Pedestrian/ Cycling)	

Part 2 packages will be defined after the results of Part 1 are available. Part 2 will develop and analyse integrated packages in order to identify an optimal improvement package.

APPENDIX 6

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