



greater WELLINGTON  
REGIONAL COUNCIL

# **Wellington City Northern Suburbs Passenger Transport Services - Provision of Professional Services**

Greater Wellington Regional Council and Wellington  
City Council Jointly

Contract 3068

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## 1. Introduction

Greater Wellington Regional Council (GWRC) and Wellington City Council (WCC) wish to develop a plan to address the needs and issues associated with Wellington City's Northern suburbs passenger transport services, including the Johnsonville Rail Corridor and bus services.

Such a plan will need to identify short, medium and long term proposals for the suburbs which will form part of GWRC's passenger transport plan for the region. This plan will be developed to comply with provisions of the Land Transport Act 1998

## 2. Overview

GWRC and WCC have decided to jointly develop a plan for the Northern suburbs passenger transport services. Transport planning cannot be undertaken in isolation and must consider the wider strategic framework of the NZTS and RLTS. Consideration must be given to the needs generated by the private sector through development proposals adjacent to the rail corridor and bus routes. Community driven land use plans will also influence demand on the passenger services and so need to be understood when developing proposals for the services.

The key questions this study must answer are:

1. What is the optimal passenger transport solution for the northern suburbs in the context of the regional passenger transport network?
2. What is the best use of the Johnsonville rail corridor in contributing to the preferred solution?
3. How can nearby private sector or community driven land development initiatives be encouraged to integrate with the proposed passenger operation on the corridor?

The study area is bounded by Churton Park and Grenada in the north, Woodridge and Newlands in the east, Johnsonville in the west and follows the Johnsonville Rail Line to the Wellington CBD. This area is currently serviced by a mixture of rail services and bus services running on road.

In answering these questions, due regard will be given to determining the effects (both positive and negative) of any initiatives including disruption impacts caused by implementing a proposal.

## 3. Purpose

The purpose of the study is to identify the present and future passenger transport needs within the study area that best meet strategic land use and transport planning goals and are compatible with the regionwide passenger transport network. Options are to be proposed that best meet identified needs and support relevant strategic goals.

The proposed solutions should reasonably:

- Assist economic and regional development

- assist safety and personal security
- improve access, mobility and network security
- protect and promote public health
- ensure environmental sustainability
- ensure economic efficiency and affordability.

## 4. Background

There have been a number of reports on passenger transport services in the study area since the early 1990s. A number of these have been concerned with the cost and economics of alternative passenger transport modes, an enhanced rail option compared to the current operation, and land use development options.

Previous reports include:

- Study of Public Transport Options: Johnsonville-Wellington CBD Corridor, Travers Morgan (NZ) Ltd, August 1993
- Light Rail Feasibility Study, Works Consultancy Services, July 1995
- Johnsonville-Wellington Rail Corridor: Land Use Options, Harrison Grierson Consultants Ltd, June 2002
- WCC Northern Growth Strategy (which reviewed bus services in the area and town centre development;
- Tse-Duffal Watson reports on Johnsonville park and ride facilities.

In 2003 the Land Transport Management Act became law. This provided a new framework for determining preferred strategies for studies such as this. In particular, performance against the objectives of the NZTS is a key consideration rather than solely economic evaluation. Nevertheless, the chosen option will need to perform satisfactorily against economic criteria. The RLTS objectives, provided in section 3.0, are closely aligned to the NZTS objectives and so contributions to the RLTS objectives are considered as meeting NZTS objectives for the purposes of this study.

In November 2004 the Rail Business Case was developed. The purpose of the Rail Business Case was to demonstrate against the objectives of the NZTS that there was merit in retaining the existing base rail operation. The Rail Business Case did not consider the merits of enhancing the existing rail operation.

In the case of the Johnsonville line the base case considered a 3 year refurbishment of the existing English Electric multiple units and the eventual replacement of those units by Ganz Mavag units. It was intended that this scenario would provide an opportunity to investigate an optimal strategy for the long term development of the Northern suburbs transport corridor.

## 5. Scope

This study will need to consider a range of options for the development of passenger transport in the study area and their compatibility with the wider regional network. Assessment of these options will be against the objectives listed in section 3.

The study is to recommend options for the optimal mix of services for the study area. It is anticipated that the following options will be considered:

- Continuation of rail services on the existing track (with infrastructure and rolling stock upgrades as appropriate), supplemented by bus services on road;
- Integration of all, or the majority of, passenger services in the northern suburbs, using an appropriate technology<sup>1</sup> and incorporating the rail right of way where relevant;
- Whether passenger transport services can be developed to provide a seamless service (i.e. without inter-changes) from the northern suburbs through the CBD to the airport.

In investigating these options full account of the capital and operating costs must be made. In addition, the costs must include the full financial costs to implement a given option including removal of existing infrastructure and development of new infrastructure. Similarly, the disruption disbenefits of the various options must be considered in the overall evaluation. This will require the consultant to determine the corridor ownership implications and issues with options that involve non-rail modes.

It is recognised that the existing rolling stock on the line is old and unreliable. The consultants will need to assess what the quality of the rolling stock, that is more comfortable and reliable, will do to patronage levels. Similarly, an assessment of the impact of disruption in implementing options on the long term patronage of that option is required.

Similarly, the effect on short and long-term patronage levels of services using alternative , but well proven, technologies will need to be assessed.

The scope of this study includes more than evaluating the performance of options once they are in place. The consultant will need to consider how options might be implemented (including phasing) and the consequences of that implementation on overall performance.

## 6. Links to other projects

### 6.1 CBD Corridor Study

Because of the importance of passenger services in the study area to the functioning of the city and its links to other transport corridors, the current study is to form a subset of the CBD Corridor study. A Terms of Reference for that study is attached (this may need amending).

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<sup>1</sup> The technologies assessed could include heavy rail, light rail, busway or any emerging technology that has merit.

## **6.2 Wellington City Urban Development Strategy**

The Study will need to be informed by the Urban Development Strategy as it progresses, particularly as it relates to urban form.

## **6.3 City Gateway Project**

The City Gateway project could result in up to 10,000 extra residents on the waterfront. The Study will also need to establish links with this project.

## **7. Project management**

This study will be jointly convened by Tony Brennand of GWRC and Greg Campbell of WCC. The study convenors will report to the Passenger Transport Committee of the Greater Wellington Regional Council and Wellington City Council from time to time as the study progresses.

## **8. Reference Group**

A Reference Group will be formed which will include representatives from the community and key stakeholders. This group is not a decision making body. The role of this group is to provide feedback on options and processes from a range of interests to assist progressing the study. The Reference Group will be made up of community representatives, a user representative, councillors and staff members from both Greater Wellington and Wellington City Council. The Reference Group will meet with the study convenor and consultants from time to time.

## **9. Programme**

The technical part of the study is to be completed by no later than 31 July 2006.

## **10. Consultation**

A consultation strategy will be developed that recognises the requirements of the LTMA to provide early and full opportunities for persons and organisations to participate in the process.

The consultation exercise should have three parts:

- present the issue to the community and key stakeholders and seek ideas
- offer the community and key stakeholders a series of credible options and seek comment.
- Present a preferred approach and seek submissions.

The consultation exercise should recognise the work carried out for:

- Regional Land Transport Strategy (1999)
- the current review of the Regional Land Transport Strategy
- the Rail Business Case (2004).

The final consultation phase of the study must be completed by no later than 31 October 2006

## **11. Issues and needs**

As discussed above, this study is designed to identify solutions for ongoing development of Wellington City's Northern suburbs passenger transport services. This will contribute to the transportation objectives outlined in the NZTS and RLTS.

Of particular significance is the ability of options to provide effective access along the corridor. Passenger transport in the Wellington region has an important role in managing congestion on the region's road network. Road capacity increases are usually expensive and problematic in their impacts on the local and downstream environment.

The development of options will also need to recognise development proposals for the Johnsonville Mall.

## **12. Analysis**

The analysis of alternative options will require some of the work to be carried out outside a transportation model framework. Where modelling is required the Wellington Transportation Strategic Model (WTSM) is available for use by the consultant

WTSM uses an EMME/2 platform, which is well suited for modelling strategic level inter-modal issues. Issues of future growth, demand, and capacity will need to be considered.

As WTSM is a strategic model, the consultant will need to undertake appropriate fine tuning of the model so that it can more appropriately perform to serve the purposes of this study. Council holds substantial data sets which it will make available for this task. Such fine tuning should be agreed with the study convenors.

A series of performance indicators will be agreed with the study convenors to assess options. 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 is 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 LTMA and LTNZ's Allocation Process.

## 13. Outputs

A detailed report:

- a summary of the expected growth in the relevant area
- identification of significant private developments that are expected to influence demand on the corridor
- evaluation of future potential demand and the constraints in the current operation
- the options considered
- the level and impact of disruption in implementing options
- the cost of implementing options, including timing and risks
- the analysis undertaken
- evaluations undertaken
- summary of consultation
- a recommendation of the best option going forward
- implementation and funding plan.

A presentation to the Passenger Transport Committee of Council is required.

## 14. Services to be provided by the consultant

The consultant reports to the study convenors. A report detailing progress against programme, financial information and discussing any particular issues should be submitted to the study convenors on a monthly basis.

It is the responsibility of the consultant to provide those items identified in section 13 to the satisfaction of the study convenors in a timely manner and within budget.