

Wellington City Bus Review

Terms of Reference (revised 10 November 2011)

Introduction

This document sets out the terms of reference for the Wellington City Bus Review (previously the Wellington Public Transport Review), to be conducted by Greater Wellington Regional Council between 2009 and 2012.

These terms of reference have been updated to reflect changes in the external environment, process and timetable. They replace those presented to the Economic Wellbeing Committee on 3 February 2011.

Background

Greater Wellington has an ongoing programme of area-wide service reviews in accordance with the *Wellington Regional Public Transport Plan*, which requires that all scheduled passenger transport services be reviewed at regular intervals, to ensure that they operate effectively and efficiently as part of an integrated network (Policy 1.8). Area-wide reviews are planned to give effect to the multi-modal corridor reviews carried out under the RLTS, consider all factors relevant to the area under review and cover all public transport modes. These reviews are not a statutory requirement.

The last comprehensive area-wide review of Wellington City services was undertaken in the early 1990s, although a number of service-level reviews have been undertaken since that time. The lack of subsequent area-wide reviews appears to be related to a previous belief that reviews were not necessary due to the fixed nature of the trolley bus network. This stance has changed, given the increasing emphasis on integrated network planning, increases in trolley capacity gained from the new trolley buses, the expansion of the diesel bus network, and the significant growth that the city has experienced in recent years and expects in future years.

Objectives

The primary objective is to improve value for money by improving the effectiveness and efficiency of the public transport network within the study area. Other objectives include improved reliability, coverage, connections, access, and service levels, and ensuring that capacity is matched to demand.

Scope

The review encompasses the urban areas of Wellington City, south of Takapu Road. Tawa and Grenada North are considered through the Porirua area-wide reviews, and have been recently reviewed.

The review will consider all public transport services in the study area. Its particular focus will be those services provided by regular and purpose-specific bus services, including trolley bus, diesel bus and school bus. It will also consider how these integrate and interconnect with rail services (particularly the Johnsonville railway line), harbour ferry services within Wellington, and the cable car.

The current review is being undertaken on the basis that:

- There is an operative 10-year trolley bus contract.
- Rail services will continue to operate on the Johnsonville Line.
- Rail will not be extended south of its current terminus.

The review will not consider:

- Longer-term strategic changes that require significant investment in vehicles and/or infrastructure, such as light rail. The *Wellington Public Transport Spine Study* will look at such options for the Wellington Railway Station to Wellington Regional Hospital corridor. The Greater Wellington staff involved with that project and this review will work closely to ensure coordination.
- Rail services or bus services that primarily serve catchments outside the study area. Routes 91, 210 & 211 will be considered by this review, as these routes serve significant catchments within the study area.
- Fares and fare zones. However, consideration will be given to simple ticketing improvements that might improve the operational efficiency of the study area network. The *Wellington Fare Structure Review* will look at wider fare changes.

The review will implement the current policies laid out by the *Regional Land Transport Strategy*, *Wellington Regional Public Transport Plan*, and the *Ngauranga to Wellington Airport Corridor Plan*, as they pertain to public transport services in the study area. Other initiatives to be considered include: real time information; integrated ticketing; the *Central Area Bus Operational Review*; Wellington City Council plans such as *Golden Mile Development Plan*, *Wellington City Bus Priority Plan*, and urban development and growth plans; and operator bus fleet upgrades.

Process

The project is broken into six key stages: Preliminary, Initial Consultation, Initial Design, Final Consultation, Final Design and Implementation. A timeframe is provided in the following section.

A description of the tasks associated with the key stages follows:

- 1. Preliminary Stage:** Entails project planning and initial discussions with the public transport operators and Wellington City Council.

2. Initial Consultation: Consists of two components: public consultation and consultation with key stakeholders. The findings of these will be used to guide the subsequent Initial Design stage. They will involve the following:

- General public consultation: Consultation with individuals via the delivery of a consultation document to all households within the study area. This will inform households about the review and its timelines, and give them with the opportunity to provide feedback on issues and ideas for improvement.
- Consultation with key stakeholders:
 - Direct consultation with:
 - Wellington City Council (face to face consultation)
 - Public transport operators (face to face consultation)
 - Iwi (face to face consultation)
 - Residents' and progressive associations (by letter)
 - High schools (by letter)
 - Major organisations with a likely public transport interest (e.g. Capital and Coast District Health Board, the universities, and Wellington Airport) (face to face consultation)
 - Any other organisations that Wellington City Council considers should be consulted as a key stakeholder.
 - Workshops with:
 - Representatives of disability groups
 - Public transport interest groups
 - Bus drivers.

3. Initial Design: Consists of strategic planning, assisted by focus groups, then more detailed option design. These tasks entail:

- Strategic planning: Identification of the key nodes, and corridors and service layers. This will define the high-level options and set the parameters around which the subsequent option design can be undertaken.
- Focus groups: Will be used to identify the aspects of the high-level options that the public most like and dislike.
- Option design: Development of a network proposal that addresses as many issues from the consultation as possible within existing expenditure constraints.

4. Final Consultation: The community will be consulted on the network proposal. The findings of this process will be used to guide the subsequent Final Design stage. This consultation will involve:

- Targeted consultation: The use of focus groups to test public response to specific aspects of the proposal and allow comparison with the subsequent public consultation findings.
- General public consultation: General public consultation on the network proposal, following a similar approach to the initial consultation stage.
- Consultation with key stakeholders: Direct consultation and workshops with key stakeholders, following a similar approach to the initial consultation stage.

5. Final Design: Feedback from the Final Consultation stage will be used to identify a final network. Detailed network design work will then be undertaken to produce working public transport timetables. Aspects of the new network may be tested again using focus groups.

6. Implementation: Implementation will be dependent on the construction of any required infrastructure, and contractual changes related to the introduction of the Public Transport Operating Model. Regardless of those constraints, it will be carefully staged and supported by a major information campaign. It is likely that it will be preceded by a pilot if there are significant changes to operating patterns.

Services will be monitored closely following implementation, to ensure that they are running successfully, and any significant problems will be addressed as identified.

Schedule

The following revised timeline is proposed for each stage of the review.

Stage	Key tasks	Indicative dates
Preliminary	Preliminary tasks	Completed
Initial consultation	General public consultation	Completed
	Consultation with key stakeholders	Completed
Initial design	Strategic planning	Completed
	Focus groups	Completed
	Option design	Mid-December 2011
Final consultation	Targeted consultation	Mid-November 2011
	General public consultation	January-March 2012
	Consultation with key stakeholders	February 2012
Final design	Detailed network design	April-June 2012
	Focus groups (if required)	May-June 2012
	Confirm network	June 2012

Implementation	Detailed implementation planning	From July 2012
	Route and timetable changes	To be determined

Data requirements

The outcome of the review is particularly dependent on the cooperation of the public transport operators, who will be asked to supply detailed boardings and journey data. Any data supplied will be treated as highly confidential, and will not be publicly released without the permission of the operator concerned.

Governance

The review will be led by Greater Wellington. Wellington City Council and the public transport operators will be involved and consulted throughout the process. Key milestones will be reported to the Economic Wellbeing Committee.

Project management

The Project Sponsor will be responsible for the day to day decision making, including directing the Project Manager. The Project Sponsor is Wayne Hastie, General Manager, Public Transport Group.

The Project Manager will be responsible for the day to day running of the project as directed by the Project Sponsor. The Project Manager is Doug Weir, Senior Public Transport Planner.

Reference Group

Greater Wellington will set up a reference group, which will include Wellington City Council and the major public transport operators, to guide the study and ensure that major stakeholders are informed of major developments. The Reference Group will meet on a regular basis, most likely on a bi-monthly frequency, and as required at major milestones.

Deliverables

Deliverables will consist of public consultation material, reports to the Economic Wellbeing Committee, and final timetables as agreed with public transport operators.

The review will be considered to be complete once changes are implemented. Ongoing monitoring will continue beyond that point, but will not be considered to be part of the current review.

Budget

The project will be funded through the existing service review budget. Most costs are associated with consultation and expert advice.

Subsequent service changes, including infrastructure costs, will be funded through existing public transport expenditure.