

NGAURANGA TO AIRPORT STRATEGIC STUDY
Phase 2 Consultation Report

Ngauranga to Airport Strategic Study

Phase II Consultation Report

Prepared for



by



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1 Introduction

Transit New Zealand (Transit NZ), Greater Wellington Regional Council (GWRC) and Wellington City Council (WCC) are working together to develop improvements for the central area of Wellington and connections to the city area Airport and Hospital.

Opus International Consultants (Opus) have been commissioned by Transit NZ to carry out a Strategic Study (the Study) investigating transport issues and improvement options between Ngauranga Gorge, Wellington Hospital and the Airport with the aim of producing a Corridor Management Plan.

A key element of the study is consultation with the public and stakeholders prior to development and confirmation of a workable Corridor Management Plan. In 2006 Opus prepared a Consultation Strategy. This strategy proposed several phases of consultation. At each phase consultation methods have been developed in accordance with the principles of the IAP2 Public Participation Spectrum. Phase I was carried out from 13 April – 15 May 2006 at the *inform* level of the spectrum, with the purpose of making stakeholders aware of the study and obtaining their views of the issues facing the corridor.

Phase II of public consultation was carried out from 6 December 2007 to 22 February 2008. The second phase was carried out at the *consult* level of the spectrum, with the purpose of consulting stakeholders and the public on a range of possible transport initiatives designed to address the issues defined through Phase I.

This report summarises the findings of the Phase II consultation. It describes the methodology adopted and documents the responses received. The report also documents the discussion about the study within the media environment.

2 Phase I Consultation Summary

During Phase I Opus, in association with Transit NZ, WCC and GWRC, developed and published a consultation brochure. The brochure provided a range of issues to consider and was posted to a list of key organisations for comment. The brochure and draft Problem Framing Report were also available to download from the Transit NZ website. Recurring themes from Phase I consultation were:

- passenger transport,
- access to the airport,
- protection of heritage and urban form, and
- walking and cycling.

This information helped guide the study team to develop proposals for transportation improvements in the study area.

3 Phase II Consultation Methodology

3.1 Objectives

In accordance with the agreed Consultation Strategy, Phase II was carried out at the *consult* level of the IAP2 Public Participation Spectrum. This involved consulting with stakeholders identified in the consultation strategy and with the public. The various communication methods employed are described below.

The principle objectives for Phase II consultation were to provide:

- ◆ Information to interested parties on the different approaches to addressing Wellington's transport problems that are being considered.
- ◆ An opportunity for respondents to express their views on the different combinations of public transport and roading improvements and the key advantages or disadvantages of each.

3.2 Methods

Phase II consultation was undertaken during the period 6 December 2007 to 22 February 2008. A longer than usual period for consultation was provided, due to coincidence with the summer holiday period.

Consultation Document & Questionnaire: - A consultation document for Phase II was developed by GWRC, Opus, Transit NZ, and WCC. The 24 page document (included as Appendix A) provides the background to the study, describes specific transportation issues and presents a range of possible transport measures which could be introduced over the next 30 years to improve Wellington's transportation systems. The document distinguishes between options with early benefits which could be easily introduced and those that would require further development. The consultation document included a questionnaire in which respondents could give their views on options for the three geographical parts of the corridor.

Copies of the consultation document/questionnaire were made available from public libraries, WCC and GWRC offices and from Transit NZ. Copies of the document/questionnaire were sent to stakeholders identified by the Consultation Strategy, as well as members of the Regional Land Transport Committee as shown in Table 1.

Media Launch: - A media launch was held on Thursday 6 December 2007, and was hosted by Kerry Prendergast (Wellington Mayor), Fran Wilde (Chair Greater Wellington Regional Council) and Bryan Jackson (Chair of the Transit NZ Board). Press statements were issued publicising the opening of the Phase II consultation period for submissions.

Table 1: Organisations Sent Phase II Consultation Document

Accident Compensation Corporation	Masterton District Council (x3) ²
Ara Tahi ^{1 2}	Ministry of Transport
Automobile Association ^{1 2}	New Zealand Fire Service ¹
Basin Reserve Trust ¹	New Zealand Police ¹
Bus & Coach Association ¹	New Zealand Retailers' Association
Campaign for a Better City	New Zealand Taxi Federation
Capital & Coast District Health Board ^{1 2}	OnTrack (x2) ^{1 2}
CentrePort ¹	Option 3
Cycle Aware Wellington ¹	Porirua City Council (x2) ²
Department of Conservation	South Wairarapa District Council (x3) ²
Employers and Manufacturers Association	Stagecoach
Energy Efficiency & Conservation Authority	Sustainable Wellington
Heartbeat Wellington	Toll NZ
Historic Places Trust ¹	Transport 2000+ ²
Hutt City Council (x3) ²	Upper Hutt City Council (x3) ²
Hutt Valley District Health Board v	Victoria University of Wellington ¹
John Anderson ²	Waterfront Watch
John Christianson ²	Wellington Emergency Management Office
Kapiti Coast District Council (x3) ²	Wellington Engineering Lifelines Group ¹
Land Transport New Zealand ^{1 2}	Wellington Free Ambulance ¹
Living Streets Aotearoa ²	Wellington International Airport ¹
Mana Coach Services	Wellington Regional Chamber of Commerce ²
Massey University Wellington ¹	Wellington Tenths Trust ¹

NOTE: ¹ = Key Stakeholder, ² = Regional Land Transport Committee member

Publication of Information: - Information bulletins were issued to the following media organisations, notifying them of Phase II consultation and the consultation period.

- ◆ City Life News (North, South, East, Porirua editions)
- ◆ Wellingtonian
- ◆ Dominion Post
- ◆ Hutt News
- ◆ Wellington Regional Radio
- ◆ Kapiti Observer
- ◆ Wairarapa Times Age

An article regarding consultation was also published by WCC via the “Our Wellington” newsletter in January 08. A short informational flyer was also included with WCC monthly rates demand for January 08.

Websites: - Copies of the consultation document/questionnaire were hosted by the Transit NZ and WCC websites, with the GWRC website providing a link to the WCC site.

Copies of background documents including the Problem Framing Report, Technical Report One, Phase I consultation brochure, and Phase I consultation report were also available through the WCC site. Provision was made through the WCC website for viewers to complete the questionnaire electronically.

Public Information Days: - Public information days were held between 26-30 January 2008, hosted by project members from Transit NZ, WCC, GWRC, and Opus at the following locations:

- ◆ Queensgate Mall, Lower Hutt (11am-3pm) Saturday 26 January 2008
- ◆ Johnsonville Mall, Johnsonville (11am-3pm) Sunday 27 January 2008
- ◆ Kilbirnie Community Centre, Kilbirnie, Wellington (3-7pm) Tuesday 29 January 2008
- ◆ Midland Park, Lambton Quay Wellington (11am-3pm) Wednesday 30 January 2008

The purpose of the information days was to provide an opportunity for the general public to discuss the proposed improvement options with the project team, and for the team to receive public feedback through submission of questionnaires on site. The proposed venues and times were selected on the basis of maximising accessibility to a wide range of public attendees.

Prior to the first information day, advertisements publicising the venue, date and times of the information days were placed in the following media:

- ◆ City Life News (North, South, East, Porirua editions)
- ◆ Wellingtonian
- ◆ Dominion Post
- ◆ Hutt News
- ◆ Wellington Regional Radio

Display boards illustrating the various improvement options within the study area were placed at each open day. Copies of the consultation document/questionnaire were made available for the public to take away, while provision was made for the public to fill in and leave completed questionnaire forms with the team.

4 Overall Response to Phase II Consultation

4.1 Feedback Sought

The questionnaire form asked respondents to identify what they liked or disliked about the potential transport improvements and to give reasons supporting their views. Stakeholders and the public could submit their comments using the following delivery modes.

- ◆ Email submission directly to transport.study@opus.co.nz, or
- ◆ Complete and submit online questionnaire form on the WCC website; or
- ◆ Posted completed questionnaire form to Free Post 2199, Ngauranga to Airport Strategic Transport Study, PO Box 12-003, Wellington; or
- ◆ Posted hardcopy of submission to the above postal address.

4.2 Late Submissions

Although the consultation period ended on Friday 22 February 2008, every effort was made to incorporate late submissions as reasonably practical. The following allowances were made:

- ◆ Submissions received between 23 - 29 February were included in the overall tally of submissions received and comments incorporated in the summary of submissions.
- ◆ Submissions received after 1 March were included in the overall tally of submissions received and comments incorporated as practicable.

4.3 Submission Numbers Received

Tables 2 to 4 provide a breakdown of submission numbers. A list of organisations that made submissions in response to the Phase II consultation is provided in Appendix B.

Table 2: Submission Type

Type	Quantity
Green Alliance Postcards	3750
Wellington Regional Chamber of Commerce Postcards	482
Online Questionnaire Forms (WCC Website)	204
Emails	95
Post/Letter	71
Other	71
Total	4673

Table 3: Delivery Method

Type	Quantity
Post	4303
Electronic	299
Other	71
Total	4673

Table 4: Respondent Type

Type	Quantity
Individuals	4615
Organisations	58
Total	4673

5 Media Environment

Media coverage of Phase II consultation in newspapers, internet sites, and web blogs was monitored during the consultation period to provide contextual information in assessing submission responses. A log of recorded media articles are provided in Appendix C.

Media coverage was focused on the comparable merits of Light Rail and duplication of the Terrace and Mt Victoria Tunnels. There was support for Light Rail and opposition to new roads which were perceived to not provide relief to traffic congestion.

The following is a summary of common themes, derived from an assessment of media publications during the consultation period:

- ◆ Speculation relating to the competition for funds between Ngauranga to Airport improvements and Transmission Gully.
- ◆ Reports that the purpose of consultation is to determine expensive long term transport solutions, as early solutions are already planned for by WCC.
- ◆ Discussion over the relative merits of duplicate tunnels versus Light Rail. Questions asked whether the total cost for the light rail option will be cheaper than new tunnels.
- ◆ Reports that Wellington businesses and WCC preferred duplicating tunnels over the introduction of light rail. Particular discussion relating to the assertion that the Mt Victoria Tunnel will be duplicated regardless of submitters' views.
- ◆ Discussion regarding the amenity benefits of light rail as Wellington's population density increases. Specific comment on the physical impact of new roads on communities.

- ◆ Comments relating to the effectiveness of the light rail package proposed given the need for passenger transport transfers and lack of links to suburbs and Wellington Airport.
- ◆ Discussion regarding the requirement for new roads to support the operation of buses and freight transport.
- ◆ Discussions over the effectiveness of road improvement options relieving traffic congestion in the short and long term.
- ◆ Discussion relating to the benefits of introducing congestion charges for road users.

In addition to media coverage, separate campaigns were organised by a green alliance (co-ordinated by Option3) and the Wellington Regional Chamber of Commerce. Both groups produced submission postcards which promoted a particular set of transport options. These postcards were issued to the public to complete and submit. Examples of these submission postcards are found in Appendix D.

6 Consultation Response

The following summarises comments received from the public and stakeholders on the range of transport improvement options put forward in the consultation document. General comments have been grouped into themes. Following this, comments relating to specific options are grouped the perceived advantages, disadvantages and suggested amendments to each.

6.1 General Comments

Some submitters felt that Wellington needed strategic transport solutions which will reduce reliance on fossil fuel consumption due to concerns about the cost of oil, peak oil and climate change. It was suggested that options are needed that will assist Wellington becoming a carbon neutral city.

Some expressed concerns that transport funding priorities will divert attention from Transmission Gully. Road widening will take away walking and cycling space, which is also needed for mobility scooters. It was also suggested that a 30km speed limit should be introduced throughout the Central Business District.

6.2 Walking and Cycling

Active transport modes need to be supported. Cycling and walking have multiple benefits for improving human health and are low impact on the environment. Support for active modes should include safe cycle ways to protect cyclists from other vehicles, along with free bicycle carriage on passenger transport, bicycle racks at stations, and cycle parks.

Other submitters commented that the existing Mt Victoria Tunnel provides poor amenity for pedestrians and cyclists, and that any duplication option should include improved amenity for pedestrians and cyclists.

6.3 Passenger Transport

Solutions are needed to discourage people from using private motor vehicles, while encouraging passenger transport use through improved reliability and increased frequency of services. It was suggested that passenger transport can be supported through increasing road user charges for general vehicles, GPS tracking of buses, integrating ticketing across passenger transport modes, and linkages from the outer suburbs to city centre, hospital, and airport. Reducing the number of bus stops was suggested as a way to improve bus speeds through the city.

Some submitters considered bus lanes should be permitted to be used by other transport modes such as cyclists, motorcyclists, and emergency vehicles. Other submitters argued that the cost of running a car for a family is more attractive than using passenger transport.

Bus Priority Measures: - Submitters' perceived advantages associated with bus priority measures include the potential reduction in vehicle emissions and environmental impact, through reduced bus idling times. Journey times for bus passengers would become closer to private vehicle transport, and this would contribute to reducing private motor vehicle use and increase uptake of passenger transport. Bus priority was considered to be an affordable and cost effective option, which could be implemented quickly. Submitters particularly liked the idea of signal pre-emption for buses.

Perceived disadvantages included the additional diesel buses which would increase emissions and contribute to the degradation of pedestrian environment. Unless bus lanes were provided for exclusive use of buses, buses would be slower than general traffic as they are affected by the congestion caused by private vehicles. Other submitters considered bus priority measures a short term solution which would cost more money than it could return, while shifting the traffic problem to other road users.

Suggestions included developing bus priority when it delivers net benefits to all road users, using larger buses rather than more buses, and ensuring bus priority will be efficient.

Segregated Busway: - Perceived advantages of segregated busways include safety and speed benefits for passengers. It was also considered a cheap and effective solution, allowing people to move more easily throughout the city without the need to change transport modes. Other submitters thought it would assist passenger transport service providers keeping to the required schedule. Submitters thought it would help reduce congestion, while remaining flexible for conversion to light rail, if justified in future years.

Some of the disadvantages perceived by submitters include potential increases in emissions from diesel buses and disruptions to city retailers. Other submitters were

concerned that busways would not resolve existing levels of CBD congestion, let alone future congestion. It was also considered to disadvantage taxis and heavy commercial vehicle access to the city.

Some suggested that the dedicated bus lane only operate between 6am to 7pm. Outside this period, other traffic should be able to use the lanes.

Light Rail: - Submitters' perceived advantages include quick, quiet, and predictable journey times for light rail passengers, while maintaining the amenity environment for pedestrians. It was thought that light rail was a generally a non-polluting passenger transport mode, which would aid the reduction of emissions through passenger switch from diesel bus to rail use. Submitters considered it would reduce the use of private motor vehicles and allow more space for walking and cycling. Greater passenger carrying capacity was cited as an efficiency advantage over buses. A light rail connection to Wellington Hospital was liked by many submitters. Submitters considered light rail a long term solution with long term benefits.

Perceived disadvantages include the costs associated the additional space and infrastructure required to establish the light rail system. It was considered inflexible compared to an improved bus network which could reach more destinations. The need for interchanges to switch passengers from trains to buses was also considered a disadvantage, which would discourage people from using passenger transport, affecting journey times. Submitters disliked the limited number of destinations proposed.

Suggestions include laying rail tracks into pavement so the light rail route could be shared by buses and emergency vehicles. It was frequently suggested that the light rail system should be extended to the northern and eastern suburbs: Johnsonville and Wellington Airport. The provision of park and ride facilities was also suggested. Both the Golden Mile and Waterfront routes were considered to provide accessibility and visibility for potential users. It was also suggested that a raised light rail system, and electro-magnetic pulse drive system be investigated. Other submitters argued light rail should only be undertaken once bus service frequency and capacity is reached.

6.4 Ngauranga to Aotea Traffic Management

Perceived advantages associated with the Ngauranga to Aotea traffic management option include reduced congestion through enhanced roading capacity at an affordable cost. Heavy commercial vehicles would benefit through improved access to Centre Port and the rail terminal in Aotea Quay. Submitters liked the potential for reduced numbers of motorists using the Hutt Road into Wellington.

Disadvantages perceived by submitters include increased road capacity accommodating additional private vehicle use during peak hour traffic. Some saw it only as a short term solution and these improvements would become ineffective in the long term. Additionally,

the removal of the shoulder may obstruct emergency vehicle access to motorway accidents, and leaves no space for broken down vehicles to pull over. Submitters considered an additional lane to be of no help without addressing bottle necks at either ends. Others submissions were concerned with the lack of provisions for cyclists.

Suggestions included undertaking the improvements in conjunction with Intelligent Transport Systems infrastructure to ensure active management, or closure, of the shoulder when necessary. Other submitters requested provisions for cyclists and pedestrians.

6.5 Terrace Tunnel

Terrace Tunnel Tidal Flow: - Perceived advantages of tidal flow included the removal of congestion at an affordable cost in the immediate future. Submitters liked the efficient use of road space that a tidal flow system would promote and the potential for taking vehicles off the waterfront.

Other submitters' perceived that the use of tidal flow would create adverse safety effects without a median barrier, due to the curvature and light levels inside the tunnel. Some submitters were concerned that this option only offered a short term solution, which would result in additional vehicles congesting the inner city road network. It was also thought that journey times would not be reduced significantly.

Other suggestions included the use of a moveable median barrier, 70km/hr speed limit until the Harriet Street off-ramp. Other submitters suggested trialling tidal flow to determine its effectiveness, prior to consideration of a duplicate Terrace Tunnel.

Terrace Tunnel Duplication: - Submitters' perceived the duplication of the Terrace Tunnel would reduce peak time congestion, resulting in a significant improvement to total traffic flows. It was also considered a long term solution which could be implemented without major impact on private property. Submitters liked the way this option led to the development of a continuous motorway through the city.

However, perceived disadvantages include the cost compared to the much cheaper tidal flow option, and concerns about cost escalation due to unforeseen risk. Some submitters felt that duplication of the Terrace Tunnel would encourage more vehicles into the city, and potentially increase congestion and environmental damage from pollution. Submitters also argued this option would be ineffective without congestion charging or tolls. It was also considered to negatively affect the uptake of passenger transport modes.

Suggestions included widening the existing tunnel to accommodate 4 lanes of traffic, packaging duplication of the Terrace Tunnel with the Aotea off-ramp improvements and duplicate Mt Victoria Tunnel. An alternative view suggested that the new Terrace Tunnel be prioritised behind a new Mt Victoria Tunnel. It was also suggested that nothing be done for 10-15 years, then investigate the construction of another 3 lane tunnel. Submitters also

requested that this option be considered once the tidal flow option proves unfeasible and subsequent sections of road are unable to accommodate traffic volumes.

6.6 Adelaide Boulevard

Submitters perceived advantages associated with the Adelaide Road Boulevard to include the creation of mixed more intensified land use and pleasant pedestrian environment, which would improve amenity and safety for pedestrians, while providing for vehicles. The proposals were thought to help improve the existing Adelaide Road, John Street and Riddiford Street intersection. Submitters liked the proposed increased road capacity, which would assist traffic flows to Newtown and the hospital for all types of transport modes.

Perceived disadvantages include the capital expense associated with the road widening works, and adverse effects on the urban environment through adding additional lanes. Some submitters argued that tree planting will improve aesthetics, but this would do little to offset the adverse effects of increasing traffic volumes. It was considered that increases in roading capacity will not encourage people to use passenger transport. Other submitters argued that the road widening required for the Boulevard was short sighted, and additional widening would be required in the future.

Suggestions included the use of dedicated bus lanes or segregated busways in both directions in lieu of tree planting. Others suggested the Boulevard should be designed for a low environmental impact while supporting light rail and segregated routes for walking and cycling. It was also argued that Adelaide Road should operate as a one-way only system during peak traffic hours.

6.7 Basin Reserve Improvements

Some saw a flyover as the best fitting solution for the Basin Reserve and felt that it will be effective in resolving congestion when implemented in conjunction with a duplicate Mt Victoria Tunnel.

Disadvantages perceived by submitters include the potential attraction of additional vehicles into the city and adjacent suburbs. It was also argued that a flyover would create an unnecessary obstruction to the flow of pedestrians and cyclists accessing Newtown. Submitters were concerned with effects of a flyover on amenity including visual impacts and traffic noise, along with vehicle emissions near schools and sports grounds. It was suggested the effect on heritage and recreation values were incapable of mitigation. Submitters were also concerned at the cost of the proposed improvements.

Suggestions included segregating bypass traffic on the west side of the Basin Reserve from Adelaide Road traffic on the eastern side; or creating 4 traffic lanes from the Basin Reserve through to Cobham Drive. Submitters argued an underpass would be a preferable solution than the proposed flyover. It was suggested that a two lane bus tunnel to Adelaide

Road, light rail tunnel, or pedestrians and cyclists should be accommodated by an underpass. It was also suggested that traffic flows to Newtown from State Highway 1 could use an underpass. It was suggested that any improvement be built in such a way that future use of the Basin Reserve is not restricted.

6.8 Mt Victoria Tunnel Duplication

Perceived advantages include relief from existing congestion and improved traffic flows to the airport, along with improved journey times. It was considered a long term solution, which would support the inner city bypass and improve routes for cyclists. Other submitters thought duplication was necessary to relieve future traffic increases associated with infill housing and high density residential development.

Perceived disadvantages include encouraging additional private vehicles into the city and discouraging people from using passenger transport. It was also considered to be prohibitively expensive for the amount of traffic involved. Submitters were concerned that the duplicate tunnel would potentially impact on the existing amenity of Mt Victoria and Hataitai communities and businesses. Submitters were particularly concerned that the Hataitai Kindergarten would be lost. Other submitters were concerned that the tunnel would damage the Town Belt and surrounding areas with increased vehicle pollution. Submitters argued the tunnel would destroy irreplaceable built and natural heritage items. Other submitters thought this option would simply shift the bottle neck from the Basin Reserve to Hataitai.

Suggestions included mitigating the visual effects of the works and providing physical separation for pedestrians and cyclists. The current ban on transporting chemicals and dangerous goods through the tunnel was also raised by some. It was also suggested that the new tunnel and existing tunnel operate as a one-way pair. Others suggested the existing Mt Victoria Tunnel be widened to accommodate 4 lanes, that a tidal flow system is investigated or that the Pirie Street bus tunnel be modified to 2 lanes flowing east. Many submissions suggested that the decision to duplicate the tunnel be delayed until passenger transport options have been fully explored.

6.9 Ruahine Street and Wellington Road

Submitters perceived the Ruahine Street and Wellington Road improvements would be cost effective, potentially improve traffic flows from the airport to inner city bypass. It was also suggested that this option would improve safety for State Highway 1 users. Submitters liked the proposed banning of some right turns into Ruahine Street.

Perceived disadvantages include the demolition of housing and removal of trees, potential increased private car use, along with the economic costs of road widening. Submitters argued it was only a short term solution to the problem of congestion. Other submitters

were concerned that improvements would adversely affect the safety of pedestrians and cyclists.

Suggestions included elevating new roads to avoid demolition of houses, and reducing the speed limit on Ruahine Street to 50km per hour. It was also suggested that Wellington Road/Ruahine Street become one-way with Moxham Ave/Kupe Street acting as the one-way pair. Submitters considered the effectiveness of this option would be limited by pinch points at the Mt Victoria Tunnel and Basin Reserve, and therefore should be implemented "last on the list". Other submitters considered this option should be prioritised after implementation of passenger transport solutions.

6.10 Cobham Drive Roundabouts

Submitters' perceived that increasing the capacity of these roundabouts would be effective in reducing congestion while others argued that it is only a short term solution. Other submitters were concerned with the social impact of demolishing houses, and the environmental impact of removing trees.

Suggestions included more consideration of pedestrian and cycle safety and lowering speed limits on Cobham Drive and Calabar Road. Also suggested was a queue jumping bus lane from the east and south, provision of 2 lanes around the western side, with the left-hand lane on Troy Street being for both left and right turns, the right-hand lane being for right turns only.

7 Feedback on Study Approach / Study Considerations

Some submitters expressed concern that the study was too focused on roading solutions and funding. They felt that the planning horizon adopted for the study was too short. Others felt that the consultation process was constrained by the limited number of options presented. They felt that the public should have been given the opportunity to make suggestions on other options. Concern was expressed about the consultation period being held over Christmas when people are away on holiday and did not know about the public information days

Appendices

Appendix A

Consultation Documentation



Help us keep Wellington on the move

Have your say on the Ngauranga to Airport Strategic Study
– transport initiatives over the next 30 years

For background information, go to www.Wellington.govt.nz

Consultation Period

6 December 2007
to
22 February 2008



The study and you

Wellington's transport system is nearing capacity. With traffic increasing 3 to 4% a year and people keen to live and work in a vibrant, internationally competitive city, there is a need to consider future transport needs.

The options for improving the transport system are limited, so in order to keep the city on the move, we need to consider what's possible, practical and will fit people's requirements.

This is something that affects us all and requires our collective attention and input.

Our hills, tunnels and existing roading network mean there are no easy solutions, so avoiding major congestion and delays has to involve a mix of improvements – increased public transport, more efficient use of existing roads, some new roading initiatives and changes to make it easier for people to walk and cycle.

A study team from Transit New Zealand, Wellington City Council and Greater Wellington Regional Council has been considering our transport issues between the bottom of Ngauranga Gorge, Wellington Airport and the hospital in order to plan for the city's expected growth. There is a range of possible initiatives that could happen in the next 30 years including improving the existing bus system, investing in light rail, building additional tunnels at The Terrace and Mt Victoria, improving access at the Basin Reserve and widening Adelaide Road plus many others, all outlined in this report.

We have split the projects into two parts – those with affordable early benefits and those that are future development. In either case the progress and prioritisation of the proposals is subject to normal Resource Management Act development and consultation with all affected parties.

We've been guided by the key transport issues Wellingtonians identified last year during the first stage of consultation. To help us come up with a draft plan and determine which initiatives should be part of the mix, we would now like you to tell us which transport initiatives you prefer and why. Your feedback is important as it will help to develop a long-term corridor plan to ensure Wellington City stays on the move.

This study is the third on Wellington's major transport corridors with the Hutt Corridor Study completed in 2003 and the Western Corridor Study (SH1) completed in 2006. These studies, along with other studies on state highway transport routes, assist the region to prioritise its transport needs for the future.

To comment on this study, please complete and return the feedback form at the back of this report or comment online at www.Wellington.govt.nz by 22 February.

For those who want more information, two more detailed reports – the Problem Framing Report and the Technical Report – are available online at www.Wellington.govt.nz.

You can also find out more by visiting one of the open days between 29 January and 15 February. Details will be advertised in the new year.



Strategies for future planning

In order to effectively consider what improvements could be made to the city's transport infrastructure, the study team considered both the New Zealand Transport Strategy and the Regional Land Transport Strategy (RLTS). These strategies seek to achieve an affordable, integrated, safe, responsive and sustainable transport system.

Both strategies seek to improve the relationship between land use and transport, minimising the number and length of trips people make, reducing key areas of congestion and making public transport, walking and cycling more attractive. These measures reduce the use of non-renewable energy resources and help reduce greenhouse gas emissions, thereby reducing the effects on climate change.

In particular the RLTS has a long-term vision for the corridor:

Along the Ngauranga to Wellington Airport Corridor, access to key destinations such as CentrePort, Wellington City CBD, Newtown Hospital and the International Airport will be efficient, reliable, quick and easy. Priority will be given to public transport through this corridor, particularly during the peak period. Public transport will provide a very high quality, reliable, safe service along the Wellington City Growth Spine and other key commuter routes. The road network will provide well for those trips which cannot be made by alternative modes and will allow freight to move freely through the corridor. Traffic congestion through the corridor will be managed at levels that balance the need for access against the ability to fully provide for peak demands due to community impacts and cost constraints. Maximum use of the existing network will be achieved by removal of key bottlenecks on the road and rail networks.

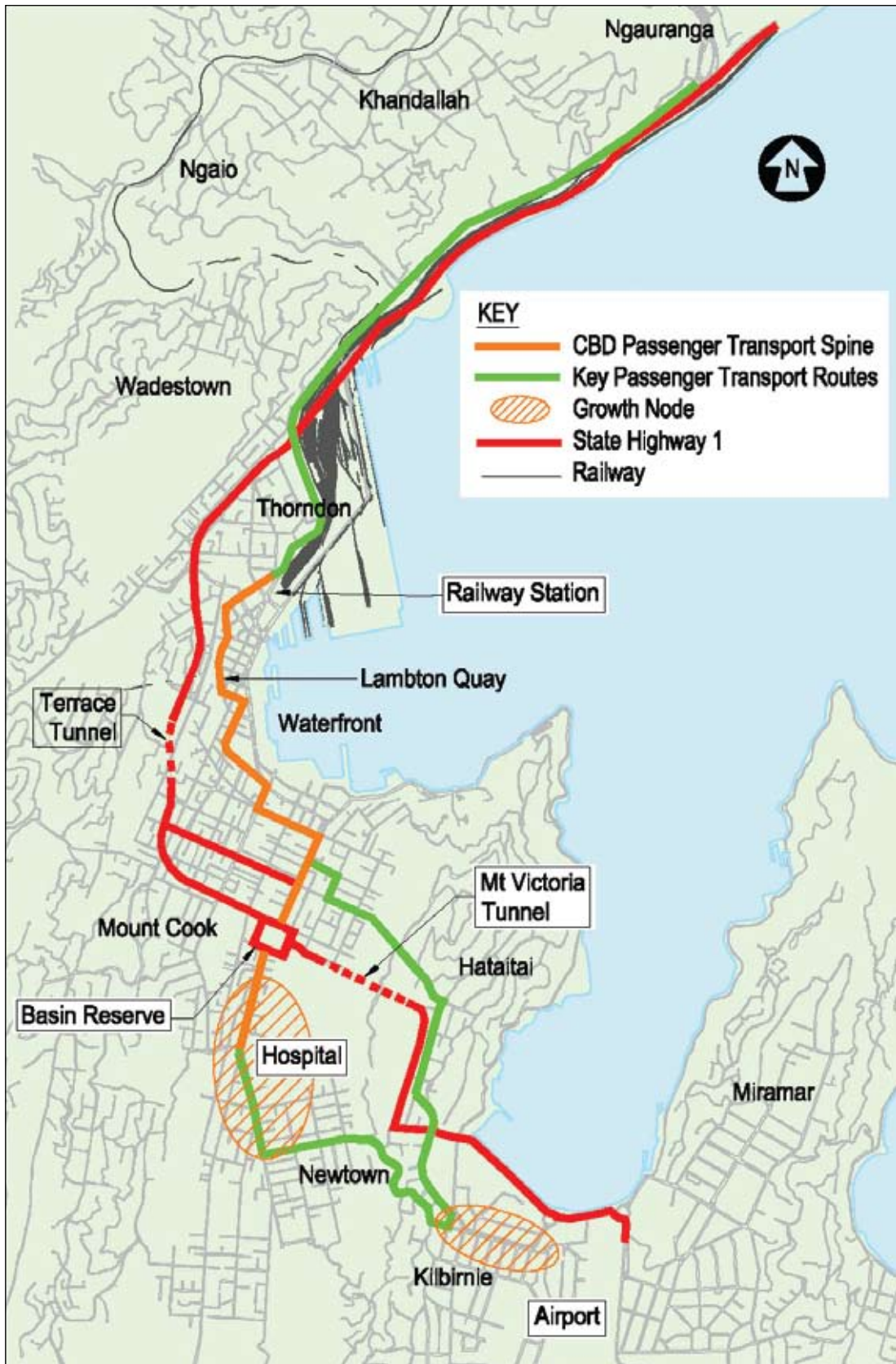
Needs and issues

In May 2006, we asked the community what the key transport issues for Wellington were. They were identified during that first stage of consultation as:

- public transport options, including bus services and bus priority measures, the possible introduction of a light rail (or tram) service and improvements to the existing 'heavy rail' system
- walking and cycling opportunities including pedestrian access to the waterfront
- connectivity between the CBD and waterfront
- access to the hospital, Victoria University, CentrePort and airport including the surrounding commercial area
- the movement of goods to and through the city
- access to and through the city including linkages with the railway station
- inner city speed limits
- the availability and cost of parking
- the protection of heritage and urban form
- energy efficiency and environmental impacts
- removing the congestion points at the Terrace Tunnel and Mount Victoria Tunnel.
- linkages with the Inner City Bypass and other roads
- rail capacity through the Kaiwharawhara 'throat' on the approach to Wellington Station (being addressed by ONTRACK)
- funding availability.



In order to address the issues, the city's future growth needs to be examined as the issues will need to be considered alongside the city's urban development strategy (discussed on page 6).



Influence of future growth on transport needs

The Wellington region's current population is 449,000 (2006). Of those, 179,000 or nearly 40% live in Wellington City. Recent growth rates for Wellington City have been high and the population is expected to increase over the next 20 years to a projected 204,000 by 2026. Similar growth rates are projected for the whole region, albeit unevenly with some areas growing strongly while others remain largely stable.

In terms of the workforce, approximately 112,000 (2006) people work in Wellington City, the vast majority of which (70,000 or 62%) are based in the central city. The central city is also by far the most important employment area in the region, equating to almost 33% of all jobs in the region. Projections indicate that the number of jobs in the central city will continue to grow at a higher rate than other parts of the region.

Urban Development Strategy and 'growth spine'

Wellington City Council's Urban Development Strategy expects most of the residential growth will continue in the central city (around 25%) in apartments, with significant growth around the key centres of Johnsonville (7%), Adelaide Road (9%) and Kilbirnie (6%). The remaining growth is expected to occur in other dispersed areas across the city predominantly in the form of new residential subdivisions and infill housing. The previously mentioned growth is based on a 'growth spine' from Johnsonville to the airport incorporating a number of growth areas, or nodes, connected by a high quality public transport system.

A growth node is a small urban area experiencing medium to high density development, usually combining residential, retail, office and recreation – often referred to as mixed use. Growth of this kind is signalled in the Urban Development Strategy at Adelaide Road, and this is likely to change the type of businesses located in the area.



An example of a mixed use development that could occur in Adelaide Road.

A key feature of high density mixed use areas is the high proportion of trips made by alternatives to the car, such as walking, cycling and public transport. Because of this, these growth areas help make cities more sustainable and healthy by reducing the number and length of car trips and reducing greenhouse gas emissions.

Future travel patterns

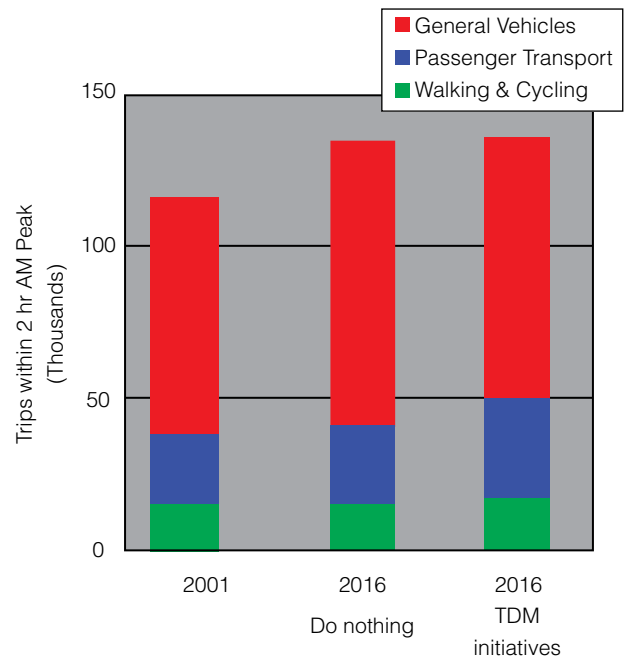
Wellington City's residents not only travel fewer kilometres per year in total, but fewer kilometres by car, and are more likely to travel by public transport compared to residents in other New Zealand cities. As a result, Wellington produces less greenhouse gas emissions per person than any other large New Zealand city. This ties into Wellington City Council's vision of achieving carbon neutrality in the future.

Research has allowed us to consider the number of trips for various transport modes in Wellington City in 2001 and expected for 2016. It also allows us to consider what effect a significant investment in public transport, walking, cycling and travel demand management initiatives (TDM) will have on the number and make-up of these trips. TDM is an initiative that seeks to ease road congestion, improve the performance of the city's transport system and moderate transport demand by encouraging travel behaviour changes and providing better alternatives to single occupancy car trips. This research shows that due to the increase in population and changing travel patterns the number of trips made by people within the study area can be expected to keep on increasing in future years.



These observations pose certain problems for our transport infrastructure if nothing is done:

- without capacity improvements, parts of the public transport and road network will experience severe congestion and delays, particularly between Ngauranga Gorge and Aotea Quay, along the waterfront and at the Terrace Tunnel, Newtown and the Mount Victoria Tunnel (and adjacent roading network), unless significant demand management, such as congestion pricing, is implemented.
- the expected growth in road freight volumes together with an increase in peak period congestion reduces the efficiency of freight movements. Key routes for the movement of freight include the SH1 network. The constraints on the Mount Victoria Tunnel affects the movement of goods to and from the airport while the constraints between Aotea Quay and the Ngauranga Gorge affect the movement of goods being transported by road to and from the port.
- restrictions caused by the Terrace Tunnel will further increase volumes of traffic using Jervois Quay, which will continue to form a barrier for pedestrians between the city and the harbour.
- the major crossing point for north-south and east-west traffic at the Basin Reserve is already near capacity. This will result in increasing delays as the capacity of the traffic signalised intersection is exceeded.
- congestion near the Mount Victoria Tunnel may inhibit further development in the eastern suburbs and airport.
- growth in the eastern suburbs will worsen congestion through the Mt Victoria Tunnel and alternative routes.
- traffic increases along Lambton Quay and through the city centre mean bus reliability can be expected to worsen in future years.



Expected changes in trip patterns from 2001 to 2016 showing what happens with travel demand management initiatives or by doing nothing.

Range of transport available

Travel Demand Management (TDM)

TDM initiatives help to discourage sole occupant vehicle trips by encouraging the use of car pooling, public transport, walking, cycling and reducing the number and length of trips that people need to make. These initiatives need to be undertaken in tandem with an enhanced infrastructure for walking, cycling and public transport. Growth nodes, such as the one planned for Adelaide Road, are a TDM measure, as they are known to significantly decrease car trips and increase walking, cycling and public transport use.

Research indicates that techniques to change travel behaviour, such as travel plans, can result in a reduction in car driver trips in the order of 5 to 10%.

In the longer term, congestion pricing (a charge placed on motorists depending on the time of day, specific road, or by specific vehicle type to deter overcrowding at key transport points) may be used as a demand management measure to get the best use out of the existing network.

Walking and cycling

The Regional Land Transport Strategy has set a target of increased walking and cycle commuting to and from the Wellington CBD.

For those people who live and work in the CBD, walking accounts for over 60% of trips to work. Up to 20% of people who live in the inner suburbs of Newtown, Mt Cook and Wadestown and work in the CBD also walk to work. Existing pedestrian journeys show us that the average walking trip length to/from the CBD in Wellington is 2.2km. Encouraging more people to walk will be limited to people living in the inner suburbs surrounding the city centre as trips beyond this 2.2km length become less attractive for many. Providing a pedestrian friendly environment is essential for good connections and links to public transport facilities – hence minimising reasons not to use the bus or train. Enhanced pedestrian facilities need to be focused on the routes forming part of a pedestrian hierarchy (see figure 1, page 9). Options for improving these routes include footpath widening, improved walking surfaces, enhanced lighting and providing better traffic signal priority for pedestrians.

Less than 3% of work trips to the CBD are made by bike and the average cycle trip length to/from the CBD in Wellington is 5km. Nevertheless, attention could be given to creating a cycle network like that shown in (figure 2, page 9).



Wellington cyclists





Figure 1: – Possible pedestrian hierarchy



Figure 2: – Possible cycle hierarchy

Public transport

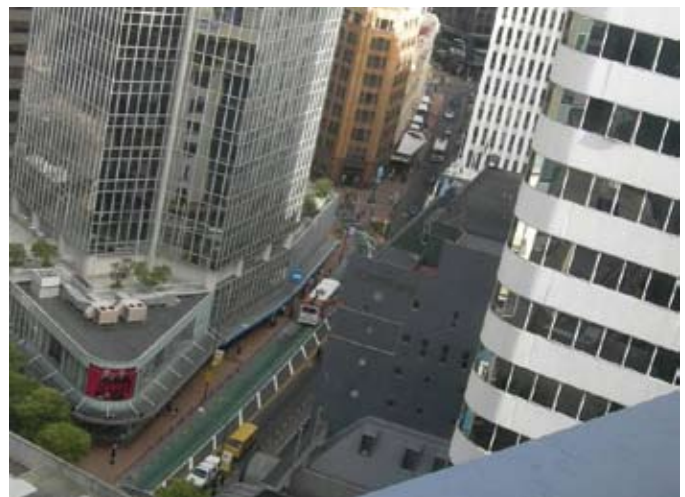
Wellington City has an extensive public transport system, including a heavy rail public network, a large network of bus services, ferries and a cable car. While the large percentage of the region’s workers who commute to Wellington’s CBD put the transport corridor under pressure, it also makes public transport, particularly fixed systems like heavy rail, more viable.

Increasing train frequency: – Train frequency to the northern and western regional centres could be increased to make rail a more attractive alternative to the car. The capacity of the Kaiwharawhara ‘throat’ (the narrow approach to the city rail station) will need to be increased to accommodate increased train frequency – something that is being addressed by ONTRACK.

Increasing bus frequency: – Bus services to all suburbs could be increased to make buses a more attractive alternative to cars.

Public transport corridor: – The existing population and employment concentration stretching from the central city to Newtown, along with the ‘growth spine’ strategy, will result in a significant consolidation of this area through medium and high density redevelopment. This will open up the possibility of creating a high quality public transport route to serve this corridor. This could provide a reliable, fast and frequent service operating in its own right-of-way separated from general traffic. Such a service is expected to make public transport more attractive as an alternative to a car.

Existing bus initiatives: – The Regional Passenger Transport Plan includes desires to introduce electronic ticketing for buses and to install electronic tracking to provide real-time information to both users and service controllers. Electronic tracking can also be linked to traffic signals so that priority is given to buses over other road users at certain intersections.



Bus lanes along the Golden Mile



Roading

The roading network provides vital access to goods and services, work, education and leisure opportunities and accounts for 65–90% of motorised travel within the study area, depending on the time of day. However, by 2016, the key routes within the study area will be operating at or near capacity. This will occur even with a significant increase in public transport and TDM measures. The potential need to reallocate road space for public transport corridors puts further pressure on the roading network.

Congestion not only causes increased fuel use and vehicle emissions but also has an economic impact, for instance by delaying freight movements. Congestion can also impact on public transport users with buses often getting caught in traffic thereby reducing the speed and reliability of the service.

A strong arterial roading system exists within the study area provided by the state highway network, the Inner City Bypass and key arterial links to the eastern suburbs and airport. However, the capacity of this network cannot be efficiently utilised due to several known bottlenecks including the link between Ngauranga and Aotea Quay, the Terrace Tunnel, the Basin Reserve, Mt Victoria Tunnel, Ruahine Street and Wellington Road. Removing these bottlenecks will not just improve overall efficiency for general vehicles, but create opportunities to reduce traffic on other routes (such as the waterfront) and to reallocate road space for a high quality public transport system.

Bringing it all together – the options for improving the corridor

The number of peak period trips to the CBD is predicted to increase by 18% between 2001 and 2016. Our analysis shows that attempts to accommodate this growth solely by improvements to public transport or by providing only additional road capacity will not meet the vision for the corridor as set out in the Regional Land Transport Strategy.

Public transport alone will not be enough. Our analysis showed that while increasing the frequency of rail would increase the number of rail passengers, it would not reduce vehicle congestion between Ngauranga and the CBD sufficiently to avoid the need to improve the road capacity between Ngauranga and Aotea Quay. Our analysis also showed that even if bus services were doubled, it would not reduce the number of cars enough to reduce congestion within the study area.

Locations that will be near or at their capacity in the next 10–15 years are:

- Terrace Tunnel southbound
- Basin Reserve
- Mt Victoria Tunnel
- Adelaide Road
- Wellington Road and Ruahine Street

The congestion that this creates will inhibit growth, increase the cost of travel, make it more difficult for businesses to deliver their products and increase greenhouse gas emissions.

Therefore, improvements to the transport network must involve a range of initiatives including public transport, roading projects, implementation of travel demand management and the provision of enhanced facilities for walking and cycling. Key to our success will be the concept of creating stronger links between transport and urban form, particularly the need to support the 'growth spine'. This can only be achieved with the creation of a high quality public transport corridor connecting the railway station with the hospital and creating a very walkable environment within the growth areas themselves.



The combinations of measures to be selected need to address the wider issues, indicated in phase I of consultation.

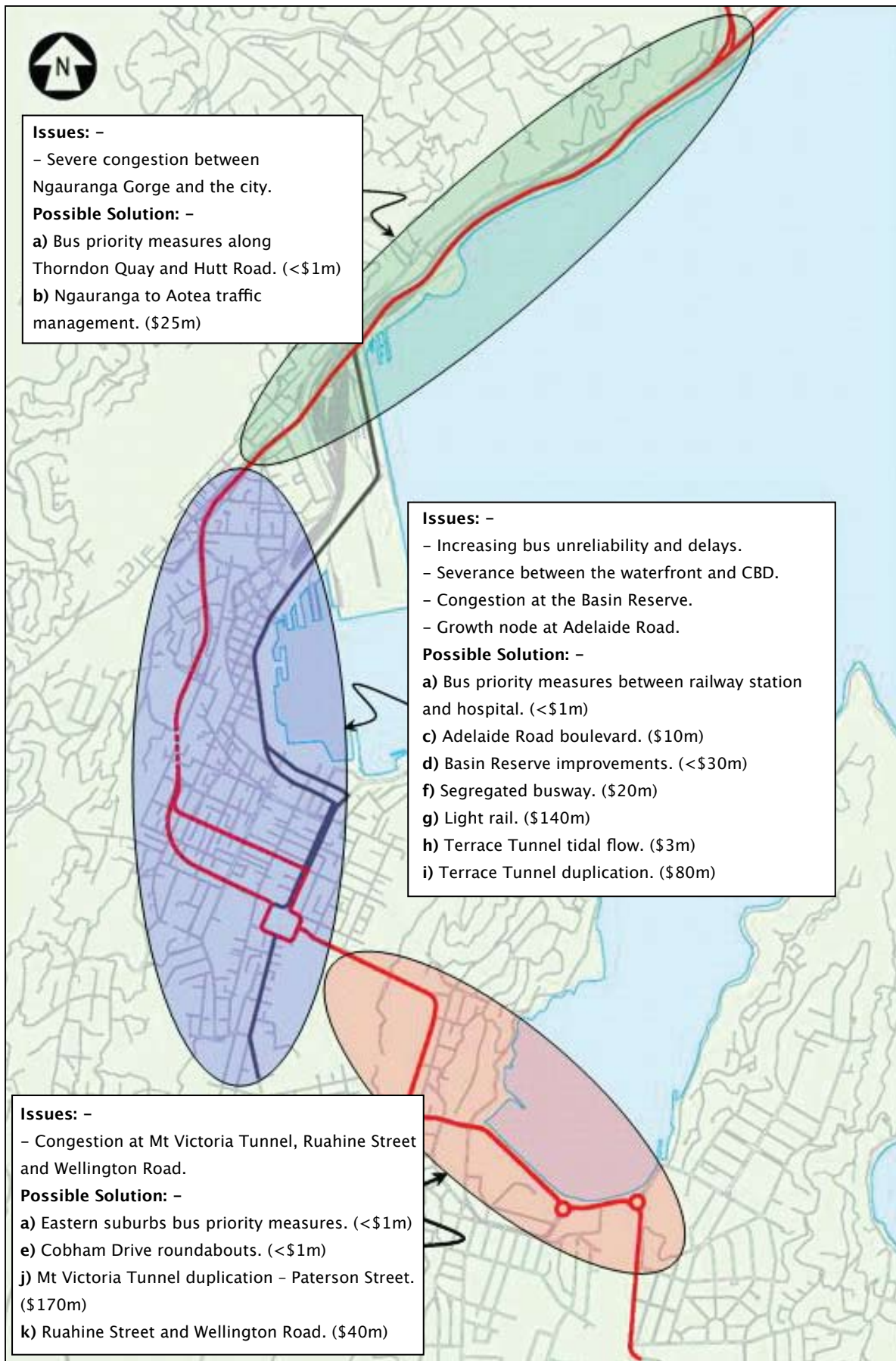
If all the possible solutions identified and shown on the map overleaf are considered and approved for the study area there will be a need to spread the cost over a number of years as the total spend for these options could exceed \$650 million. Once a corridor plan is adopted, further work will be required to determine the staging or prioritising of the various elements making up the plan. Staging will be influenced, among other things, by a project's value for money and economic efficiency as well as the region's ability to fund the projects.

Development of each solution is subject to normal Resource Management Act development and consultation requirements with all affected parties.

The solutions on the map overleaf are described in further detail under the headings of affordable projects with early benefits and future development.



Issues and possible solutions



Affordable projects with early benefits

Several projects are considered to be relatively straightforward improvements to enhance and improve Wellington City's transport network. These initiatives have been considered by the study team as a "base case" of work needed to ensure people can keep moving into, out of and through Wellington.

The base case initiatives include:

a) Bus priority measures: –

In July 2006, Wellington City Council decided that one of its strategic priorities was to improve the performance of the city's passenger transport system through bus priority measures. This priority was reaffirmed in April this year, and staff were requested to develop specific proposals for consideration by the Council. Each of these would involve public consultation.

The list of possible projects includes bus lanes and signal pre-emption from Ngauranga to the Wellington Railway Station, from the station along the Golden Mile to the hospital, from Newtown to Kilbirnie via Constable Street, and from the Hataitai bus tunnel to Kilbirnie

These bus priority measures are designed to improve bus travel times and reliability. They are to be developed and considered on a project-by-project basis, including costs and benefits, and public consultation.

The development of the city bus priority plan will be influenced by the findings of the Ngauranga–Airport Study as they relate to public transport. For example, if it were decided to adopt a busway or light rail system along the Golden Mile, the bus priority proposals would need to be altered accordingly.

b) Ngauranga to Aotea traffic management: –

This option applies traffic management techniques to allow the shoulder of the existing motorway to be used as an extra lane during the peak time periods. To provide this southbound lane, the Thorndon overbridge will need to be widened to the Aotea off ramp.

Key features: –

- Relieves congestion on SH1 north of the city during the morning and evening peak period.
- Providing an extra traffic lane on the motorway for the peak period may provide enough increased efficiency to reduce traffic lanes on the adjacent Hutt Road. This would allow one existing traffic lane on the Hutt Road to be reallocated as a bus lane in future years when the number of buses using this route is sufficient to warrant the dedicated lane.
- Because the volume of traffic using this part of the route is controlled by constraints at either end (ie the Ngauranga Gorge merge and Terrace Tunnel), this project improves travel efficiency (and reduces greenhouse gas emissions) without increasing the volume of traffic entering the city.

c) Adelaide Road Boulevard

In order to accommodate this growth area, Wellington City Council will be investigating an upgrade of Adelaide Road to provide for public transport and general vehicles with initial thoughts being to provide a tree-lined boulevard. The City Council is also working with the local community and others with an interest in the area to develop a vision and plan for how the area should grow.



d) Basin Reserve improvements

Analysis shows that the intersections around the Basin are operating near to their capacity. Although it is coping with the current traffic volume, it does cause problems for schools in the area, access to Government House, access to the expected development of Adelaide Road and Newtown growth area. Options to improve and potentially upgrade the Basin were extensively consulted on in 2000 with options ranging from a flyover to various forms of intersection upgrade. These investigations need to be updated to reflect the balanced approach recommended in this study.

e) Cobham Drive roundabouts

This option provides additional lanes at the two roundabouts along Cobham Drive to improve capacity. This will accommodate not only the expected increase in traffic volumes, but will also cater for the proposed Indoor Community Sports Centre.

Future development

Options for future development of the transport corridor are confined to the inner city and access to the eastern suburbs. No further measures are proposed on the Ngauranga to Aotea section.

Inner city

As indicated earlier, these options relate to the need to support Wellington City Council's Urban Development Strategy, which indicates most growth will occur in Wellington CBD, Johnsonville, Adelaide Road and Kilbirnie. This growth spine will encourage further concentration of dwellings and employment between the railway station and Newtown resulting in further medium and high density redevelopment. This will increase the number of trips being made within the area, although an increased proportion of these trips will be made using public transport, walking or cycling.

Possible options to address the above include:

Enhanced public transport system

There are two enhanced public transport options that could be used to connect the railway station and the Adelaide Road growth area. They are a light rail system and a segregated busway. It is proposed that these enhanced public transport systems would use the Golden Mile route, effectively following the existing bus route between the railway station and the hospital. The Golden Mile route is closer to major facilities that many people use, meaning passengers have a shorter walk to a stop. For this route, Lambton Quay would be reduced to a one-way operation for general vehicles. If the one-way operation for Lambton Quay is provided for southbound vehicles, then Featherston Street (which presently operates as a one-way street) would need to be returned to two-way.

An alternative may be to use the waterfront. The waterfront provides a significantly faster journey time (an important feature of a high quality public transport corridor) as it has fewer intersections, is more direct and is shorter than the Golden Mile route. But, it is also further away from the main activity areas, so access would be reduced.

Both enhanced public transport options are discussed below. It is possible to view these options as incremental stages to enhancing public transport in Wellington over the next 20 to 30 years. The segregated busway, for example, could be constructed first and then upgraded in future years to a light rail system. It is also possible to choose light rail as a preference without having a segregated busway first. The light rail system would be specifically designed to cater for the CBD and Adelaide Road growth area. Buses would also need to operate on the same routes for passengers travelling beyond those destinations.



f) Segregated busway

One option is to use the existing bus fleet on a segregated busway, which provides a dedicated right-of-way for buses. While other vehicles may use the same road corridor, they are generally separated from buses, usually by a physical barrier. This means buses become the primary transport mode and other road users are given a lower priority or are totally restricted.

Key features: –

- Improves bus travel times and reliability during the peak periods.
- Buses, including trolley buses, already operate within the city, and so the additional capital expenditure is limited to re-arranging the road space needed to segregate buses from other vehicles.
- Buses that use the dedicated busway can also operate as usual on existing roads in the low density areas.
- Existing diesel buses create more air pollution than light rail units and trolley buses so they will reduce the amenity of high pedestrian areas and retail corridors.
- When used in an urban environment, busways, unlike bus lanes, can restrict the movement of other vehicles, particularly for property access, loading zones and servicing.
- The need to reallocate road space that is presently used by general vehicles to public transport may increase congestion along some other routes and this would impact on travel times for some car journeys.



At present



Artist impression of a possible option

Busway on Lambton Quay



A similar level of service to light rail could be provided by modern high quality buses, provided they also operate within their own right-of-way as a light rail system. Such buses can be electric powered and will offer many of the benefits of light rail. It is expected that manufacturers will also provide electronic guided buses in future years – giving them all the same features as a light rail system but without the additional cost of laying rails.

g) Light rail

This option provides a light rail system extending from the railway station through to the Adelaide Road growth area and hospital. It means that all bus users wishing to travel through the CBD will be required to transfer from bus to light rail in order for light rail to maximise its economic viability.

Light rail will provide the highest quality public transport service and is able to move a larger number of passengers per hour than a traditional bus-based system. Light rail will encourage the development of high density development envisaged by the growth spine concept.

Creating a safe, reliable and efficient light rail system within the Wellington CBD, where there are a large number of pedestrians, would best be achieved by providing light rail with its own right-of-way, from which other traffic is generally separate, as proposed above in the segregated busway option.

Key features: –

- Creates a fast and reliable people moving system within the CBD area, supporting the creation of the city's 'growth spine'. Improves travel times and reliability during the peak periods. Journey times between the hospital and railway station will be half existing travel times.
- Providing light rail together with an integrated transfer station at the railway station increases the attractiveness of heavy rail.
- As light rail is guided and requires fewer vehicles to carry the same number of passengers per hour, they are safer to operate in close proximity to pedestrians, in for example, retail areas.
- Light rail vehicles are often perceived by users as providing a higher quality service than conventional buses, potentially increasing public transport use.
- Light rail is more expensive than a bus-based system, requiring the additional expense of tracks, overhead power wires and control systems. There is a need to provide enhanced transfer stations where light rail and buses connect, as well as providing specialised maintenance and storage areas. Compared to conventional buses, there is also the additional cost of the light rail vehicles themselves.
- While buses and emergency vehicles can use the light rail corridor, other vehicles would be prohibited from using it.
- The need to reallocate road space that is presently used by general vehicles to public transport may increase congestion along some other routes and this would impact on travel times for some car journeys.



Example of a light rail system



Example of a high quality bus system





At present



Artist impression of a possible option

Light rail along Kent/Cambridge Terrace

The Terrace Tunnel – tidal flow or duplication

h) Tidal flow:

This option increases the capacity of the Terrace Tunnel through the use of a ‘reversible’ traffic lane, which can be used in either direction depending on the time of day. Two lanes would be used by southbound vehicles in the morning peak period (with the remaining lane northbound) and vice versa for the evening peak period, as at present.

Key features: –

- The provision of a second southbound lane through the Terrace Tunnel will reinforce the state highway as the main arterial route for traffic passing through the city.
- Given the limited width of the tunnel, a physical barrier to separate traffic is not possible. Instead overhead variable message signs, automatic telescoping marker posts (poles that rise from the ground to form a moveable median barrier) and illuminated pavement markers will be required to denote usable traffic lanes. While this approach has been used previously, the unique characteristics of the Terrace Tunnel will create some increased safety risks.
- Some northbound morning peak traffic, which presently uses the Terrace Tunnel, is expected to use the waterfront instead, increasing the amount of northbound vehicles using this route. So while the tidal flow option decreases traffic in one direction along the waterfront, it increases it in the other direction meaning that pedestrians may not benefit from reduced traffic along the waterfront.



Tidal flow operating on Auckland Harbour Bridge



i) Tunnel duplication:

This option duplicates the existing tunnel to give two southbound lanes and two northbound lanes.

Key features: –

- The provision of a second southbound lane through the Terrace Tunnel will ensure that the state highway is the main arterial route for traffic passing through the city.
- The reduction in the amount of southbound traffic in both the morning and evening peak periods along the waterfront may provide an opportunity to reduce the number of southbound lanes from three to two lanes. This will help improve the connectivity between the city and its waterfront. While further traffic lanes could be removed with this option, it would result in an increase in congestion for general vehicles.
- Parts of the Inner City Bypass will operate at, or beyond, their theoretical capacity, which may require the introduction of peak hour clearways.

Access to eastern suburbs

The issues with this area relate to the airport and the proposed growth at Kilbirnie and other eastern suburbs. In terms of the airport, access needs to be assured because it is a significant passenger and freight generator.

Like the Adelaide Road growth area, the growth area at Kilbirnie forms part of Wellington City Council's Urban Development Strategy. The expected growth will increase the number of trips between the eastern suburbs and the CBD and better access will be required for the area to reach its potential.

The limited capacities of the Mount Victoria Tunnel, Ruahine Street and Wellington Road will result in severe congestion to those travelling to and from the eastern suburbs and the airport requiring changes to be made to address future growth. Likewise, public transport services between the CBD and the airport are limited, but appear to match the present level of demand.

A lack of amenity and poor pedestrian/cyclist security using the Mt Victoria Tunnel also needs to be addressed.

The options to address these issues include:

j) Mt Victoria Tunnel duplication – Paterson Street

This option involves the duplication of the Mount Victoria Tunnel immediately adjacent to the existing tunnel to provide two lanes in each direction.

It would have the benefit of reducing congestion through the tunnel and would open up the eastern suburbs for further growth and development because of the removal of the pinch point and provision of good accessibility between the CBD and Kilbirnie, the airport and Miramar.

It creates the opportunity to refurbish the existing Mount Victoria Tunnel, removing the ventilation duct to improve lane width and provide road shoulders or facilities to cater for pedestrians and cyclists.

Duplicating the tunnel also has the benefit of reducing traffic flows along Constable Street, improving the amenities in Newtown, and reduces the traffic flows along Evans Bay Parade and Oriental Parade.



k) Ruahine Street and Wellington Road

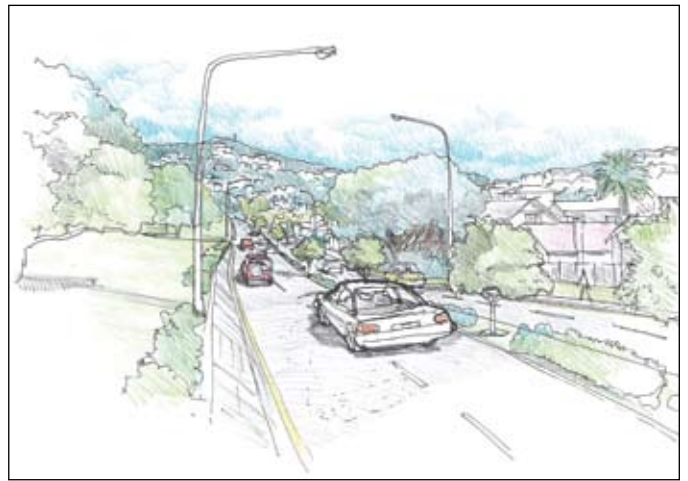
This option widens Ruahine Street and Wellington Road to four lanes and makes several intersection improvements including traffic signal-controlled intersections along Ruahine Street at Goa Street and Wellington Road, reducing congestion along this route.

Key features: –

- An existing road widening designation (a classification to increase the road width) exists along the western side of Ruahine Street (extending into Hataitai Park) and on the southern side of Wellington Road.
- Banning right hand turns from Taurima Road onto Ruahine Street to improve road safety.
- The Goa Street intersection would improve access to Hataitai Park.



At present



Artist impression of a possible option

Ruahine Street (view looking north)



At present



Artist impression of a possible option

Wellington Road (view looking west)



The costs

Capital costs

Estimated capital costs are shown on the map on page 12. The total cost of all solutions would exceed \$650 million.

Operating costs for public transport

Increasing the frequency of buses and trains or providing a light rail system will increase the costs of operating a public transport system in the Greater Wellington region. At present, Greater Wellington Regional Council and Land Transport New Zealand together spend \$31 million per year on bus, trolley bus and ferry operating contracts.

The actual change in bus and train frequency will need to be determined after the preferred package has been selected with a view to maximising the benefits while minimising the operating costs. Nevertheless, by way of illustration, the increase in the total annual subsidy required to support the public transport initiatives could be:

- \$2 to \$4 million for light rail
- \$6 to \$7 million if bus frequencies are increased by 20%
- \$31 to \$35 million if bus frequencies are doubled.

How funding requirements are met

The measures outlined in this document are not all funded in the same way. While roading and public transport improvements have a one-off cost, public transport measures also require ongoing funding. This is because the full cost of providing public transport services in Wellington cannot be recovered by fares. Greater Wellington Regional Council seeks to recover at least 50% of the cost of providing services from its fares. The other 50% is subsidised by a combination of ratepayer funds and money received from Land Transport New Zealand (taxpayer funds).

Furthermore, the rate of subsidy that roading measures attract differs depending on whether the road being constructed is classified as a state highway or a local road. State highway measures are constructed by Transit New Zealand and are 100% taxpayer-funded. In contrast, local roads are approximately 50% taxpayer-funded and 50% ratepayer-funded.

The cost of Travel Demand Management initiatives and walking and cycling projects will typically be shared between taxpayers and ratepayers.

Affordability

This is an issue for the next stage of consultation and will need to be considered in the development of the strategy and preferred corridor plan.



Other options considered

The study considered several projects in addition to those identified that are unlikely to be viable for a variety of reasons. These projects are as follows:

- 1) Extension of the public transport spine to Kilbirnie and the airport – There are a number of serious physical constraints to be overcome in order to extend the public transport spine to Kilbirnie given existing road widths. Such an extension would be costly and significantly adversely affect the level of service provided for other road users. Furthermore, the present bus route through Mount Victoria (Pirie Street bus tunnel), with some priority improvements, is likely to provide an adequate level of service for the number of passengers in the eastern suburbs within the planning horizon. Extending the public transport spine to the airport is unlikely to be viable in the current planning horizon given the low passenger numbers and expected high cost.
- 2) Extension of heavy rail to Courtenay Place – This would require the rail line to be located in a tunnel along the waterfront as a rail line along the street would create a significant barrier to general movements to and from the harbour. Construction would significantly disrupt traffic on the waterfront route. Variable ground conditions and groundwater levels would make construction difficult and costly. Transfers to and from buses for journeys to the south and east are still required, particularly at Adelaide Road, Kilbirnie and the hospital for the growth indicated in Wellington City Council's Urban Development Strategy.
- 3) Wallace Street four laning – The provision of four lanes along Wallace Street would require several properties to be acquired on the eastern side of the street along with the relocation of some buildings on the Massey University campus. The character of the existing residential street would be changed into more of a vehicle-oriented road and impact on the existing building character.
- 4) Pirie Street Tunnel – An alternative to the Mt Victoria (Paterson Street) Tunnel is to provide a new, two-lane tunnel from Vivian Street through to Ruahine Street thereby negating the need for traffic heading for the eastern suburbs on the state highway to use Kent Terrace. This option would be very difficult to construct and may result in some houses having to be acquired. As the longest tunnel option, costs would be between \$250m and \$390m compared with \$170m for the Mt Victoria Tunnel duplication.



What happens now

Further information

To find out more about the options, please come to one of our open days between 29 January and 15 February to look at the displays and talk to the project team members. Details of the open days will be advertised in the new year.

You can also log on to www.Wellington.govt.nz to view the Problem Framing Report and the Technical Report that set out the various options in more detail. Hard copies of the reports are available at the Wellington Regional Office of Transit NZ and at the Wellington Central Library.

Comments and feedback

The purpose of this second stage of consultation is to provide:

- information to interested parties on the different approaches to addressing Wellington's transport problems that are being considered
- an opportunity for you to express your views on the different combinations of public transport and roading improvements and what you see as the key advantages or disadvantages of each.

We will use your feedback to assist us to develop an appropriate corridor plan. This plan will incorporate all the solutions required to ensure the efficient transport needs of Wellingtonians are met for the future.

Feedback is welcome

The closing date for feedback is 22 February 2008.

Please forward your feedback to:

Freepost 2199
Ngauranga to Airport Strategic Transport Study
PO Box 12-003
Wellington

or email to: transport.study@opus.co.nz

or complete and submit the feedback form on Wellington City Council's website
www.Wellington.govt.nz





Feedback form Ngauranga to Airport Strategic Study



What do you like about the possible solutions proposed for Ngauranga to the CBD and why?
What don't you like about them and why?

What do you like about the possible solutions proposed for the inner city and why?
What don't you like about them and why?

What do you like about the possible solutions proposed for access to the eastern suburbs and why?
What don't you like about them and why?





Name

Phone

Email

Address

If you are commenting on behalf of an organisation, please specify the organisation

Please record any general comments you have below. Add additional pages if you need to.

Do you want to be contacted when further information becomes available? YES NO

'Personal information will be used for the administration of the consultation process and may be made public. All information collected will be held by Transit New Zealand.'

FreePost Authority Number 2199



Freepost 2199 (COSP01)
Ngauranga to Airport Strategic Transport Study
PO Box 12-003
Wellington



Appendix B

Organisation Respondents

ORGANISATION RESPONSE	
Automobile Association	NZ Heavy Haulage Association Inc
Board of Trustees of Wellington East Girls College	NZ Taxi Federation
Business Hutt Valley Limited	OEC Limited
C Waton Consultancy Ltd	On Track
Cancer Society of New Zealand	Oriental Bay Residents' Association Inc
Capital & Coast District Health Board	Plimmerton Residents' Association Inc
CentrePort	Porirua City Council
Cycle Aware Wellington	Public Health Association
Department of Conservation	Pukerua Bay Artists Collective
Dial a Nerd Wellington NZ	Regional Public Health
Disability Reference Group	Roading Projects
Energy Efficiency and Conservation Authority	Sky Cabs International Ltd
Fainelea Court Apartments	Spencer Club
Gael Webster & Tim Brown	St Josephs Catholic Church Mt Victoria
Hataitai Kindergarten	Strathmore Park Progressive & Beautifying
Harriet Margolis	Sustainability Trust
Hataitai Residents' Association	Tawa Community Board
Industrial Research Limited	The Architectural Centre
Kapiti District Council	The Wellington Company
Land Transport New Zealand	Transmission Gully Action Network
Landscape Apartments Company Share	Transport 2000+
Living Streets Aotearoa	Wellington Airport Limited
Lloyd Richardson Ltd	Wellington Cable Car Ltd
Mana Coach Service and Newlands Coach Service	Wellington Civic Trust
Massey University	Wellington Sensible Traffic Alliance
Mount Victoria Residents Association	Wellington Waterfront Ltd
New Zealand Hotel Council Inc	Wellington Youth Groups/Councils
NZ Bus	Wellington Regional Road Transport

Appendix C

Media Article Log

MEDIA ARTICLES		
TITLE	PUBLICATION	DATE
Bold Decisions Required for Wellington City Transport	Chamber of Commerce	06.12.07
Capital's Mt Vic needs second tunnel, urges Mayor	The Dominion Post	06.12.07
Editorial: Inner-City corridor takes priority	The Dominion Post	11.12.07
Tunnel – not for cars?	Capital Times	19.12.07
Road Rage Ahead for Ngauranga to Airport vs Gully	Kapiti- Mana Newspaper	08.01.08
Transport Study Concerns	Capital Times	30.01.08
Survey Shows Strong Support for New Tunnels in Wellington	Chamber of Commerce	08.02.08
Companies back plans for tunnels in capital	The Dominion Post	09.02.08
Chamber calls for balanced approach to Wellington's Transport Challenges	Chamber of Commerce	18. 02.08

WEB BLOGS		
TITLE	WEBSITE	DATE
Wellington's Eco-City just hot-air?	http://www.greens.org.nz/searchdocs/PR	06.12.07
More Tunnels in which to hide from the new climate	http://blog.greens.org.nz/index.php/2007/12/06/more-tunnels-in-which-to-hide-	06.12.07
Tunnel Vision	http://wellurban.blogspot.com/2007/12/tun	06.12.07
To Rail or Not to Rail	http://eyeofthefish.org/to-rail-or-not-to-rail/	31.01.08
Light Rail Redux	http://eyeofthefish.org/light-rail-redux/	08.02.08
Putting the DomPost right on Wellington's new trains – plus a call for light rail <i>and</i> a proper road for the Ngauranga – Airport Corridor	http://poneke.wordpress.com/2008/02/08/trains/	08.02.08
Response to the Hive: Light Rail discussion in Ngauranga to Airport study seriously flawed	http://poneke.wordpress.com/2008/02/09/light/	09.02.08
Stop Transit's Tunnels – A Summary	http://eyeofthefish.org/stop-transits-	14.02.08
Mayor responds on trains versus roads issue	http://poneke.wordpress.com/2008/02/14/mayor/	14.02.08
Wellingtonians: submissions on Ngauranga to Airport study	http://libertyscott.blogspot.com/2008/02/wellingtonians-submissions-on-	19.02.08

Appendix D

Lobby Group Postcards



Submission on the Ngauranga to Airport Strategic Transport Study

Wellington urgently needs fresh thinking on transport. Wellington City Council has recently made a commitment to carbon neutrality and oil prices are rising. I support making the city more liveable for people by investing without delay in:

- Light rail linking the northern suburbs, hospital and airport through the city centre
- Priority at lights and more shelter for walkers
- More bus lanes, integrated ticketing and real-time information for greater reliability
- Safer cycling with good facilities for riding and parking
- Smart planning and good urban design
- Faster, cheaper broadband, teleworking and flexible working arrangements



Less traffic means more space on existing streets for essential trips and emergency services. I oppose attracting more cars into the city by spending \$250m on tunnels or flyovers.

Additional comments

.....

.....

.....

Name:

Address:

Phone : E-mail:

Free



Freepost 2199 (COSP01)
Ngauranga to Airport Strategic Transport Study
PO Box 12-003
Wellington



Tick box if you would like to receive further information

www.option3.org.nz



Better transport solutions without delay



**Submission
Ngauranga to Airport Strategic Study**

Yes

You have my mandate to:

- Urgently solve Wellington's urban mobility problems
- Make commonsense and balanced CBD vehicle policies
- Prevent our city from becoming an Auckland
- Build the second Mount Victoria and Terrace tunnels
- Improve bus and other public transport travel options
- Create safer and interlinked walkways and cycleways

Add any further comments:

Name: _____

Address: _____

Ph: _____ email: _____

For detailed information go to
<http://www.wellington.govt.nz/haveyoursay/publicinput/ngauranga.html>

Freepost Authority Number 129

Free



Freepost 2199 (COSP01)
Ngauranga to Airport
Strategic Transport Study
PO Box 12-003
Wellington



Keep the Capital moving



**Eliminate Wellington's choking
traffic congestion**