



Harbour Quays Corridor

Problem definition workshop report

16 July 2024

Final report for client endorsement

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This report provides Wellington City Council (WCC) and Greater Wellington Regional Council (GWRC) with an independent report on the key transport related problems on the Harbour Quays corridor. The report also highlights the broader issues and challenges that will need to be addressed to resolve these problems.

1. Background

Transport and city planning

There are range of interrelated transport, infrastructure and urban development plans and projects underway in the central city area of Wellington. These include:

- Golden Mile Revitalisation Project (WCC lead)
- Changes to the Waterfront (WCC lead)
- Central City Connections projects – (WCC lead)
- Water infrastructure upgrades, including to Wakefield Street (WWL lead)
- Te Ngākau development Plan (WCC lead)
- Road of National Significance: Cross city tunnel (NZTA Waka Kotahi lead)
- Regional Busway Corridors Strategic Business Plan (GWRC lead)
- Integrated Long Term Concepts for Harbour Quays and Eastern MRT (GWRC lead)
- Rapid Transit Bus Corridors outside of Wellington Regional (GWRC / other TA lead)
- Central City Transport Vision
- Wellington City Transport Plan (WCC lead)

Central City Transport Vision

A central city transport vision is expected to be developed and reported back to WCC Councillors by the end of September 2024. It will demonstrate how current and short-term initiatives are integrated with WCC's wider strategic planning framework.

Wellington City Transport Plan

The city's approach to transport is currently set out in the Spatial Plan 2021. The key approach is to move more people with fewer vehicles, or in other words, prioritising walking, cycling and micro-mobility, and public transport over other modes. Through the 2024-34 Long-term Plan, WCC adopted nine strategic priorities including one to "transform our transport system to move more people with fewer vehicles".

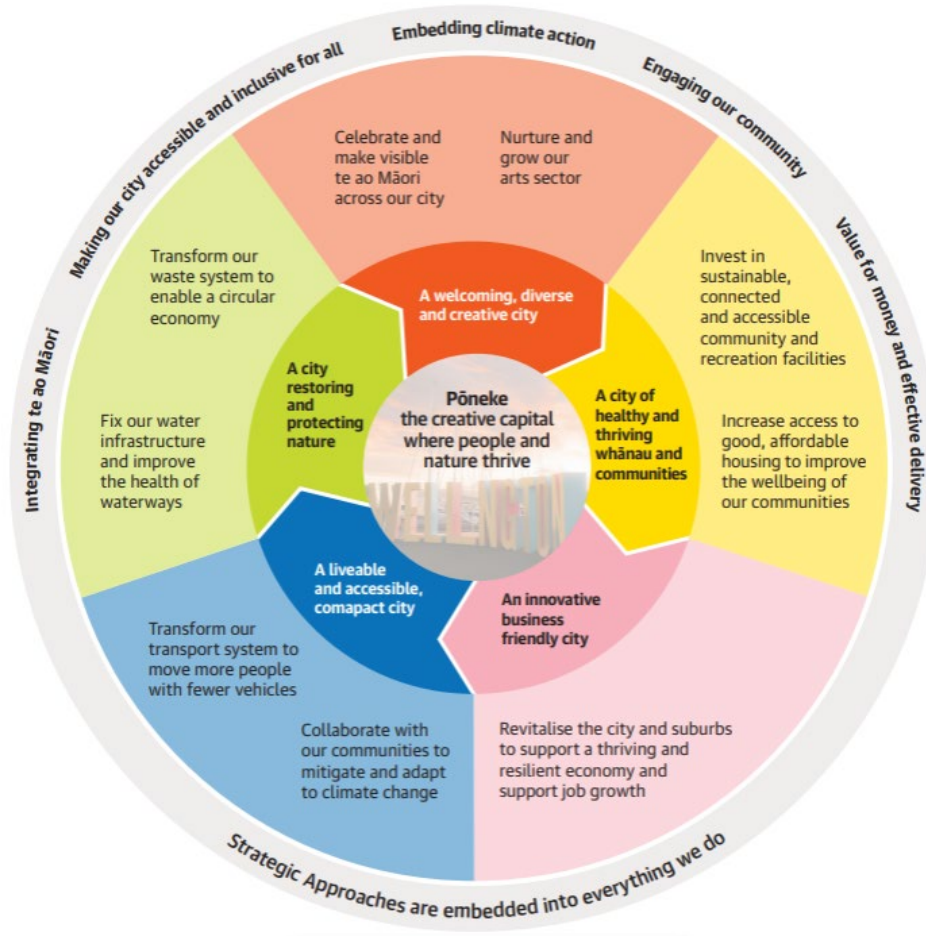


Figure 1 WCC 2024-34 Long-term Plan Vision, Community Outcomes and Strategic Priorities

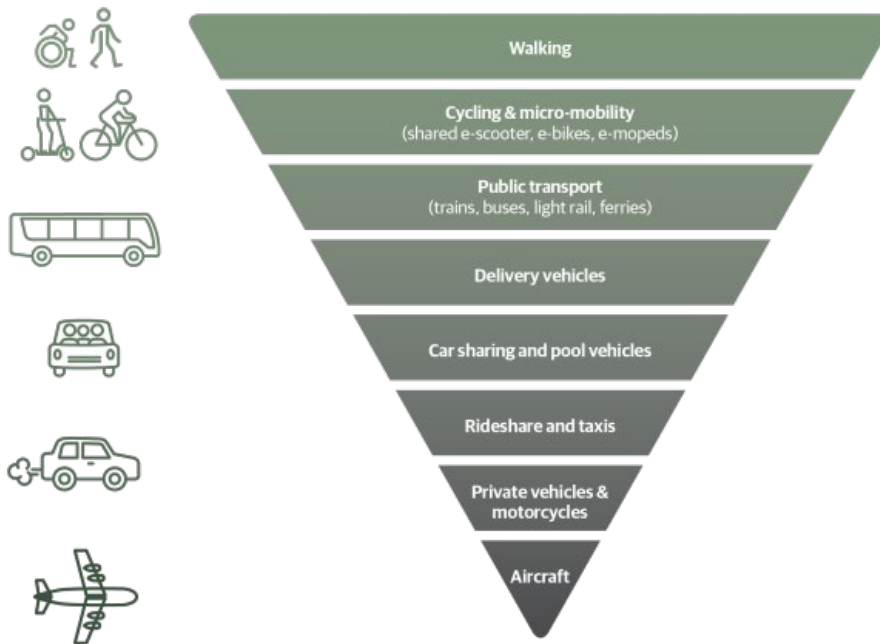


Figure 2 Sustainable Transport Hierarchy

However, primarily due to the cancelling of the Let's Get Wellington Moving programme, there is a need to revise the strategic approach. This work is expected to be progressed throughout 2023/24.

The Wellington City Transport Plan is expected to provide a key framework and vision for the City's transport future and help provide direction to support a range of projects and plans.

Rapid Transit Bus Corridor Programme

Within this context, WCC is working in partnership with GWRC on a programme of work that makes up the *Rapid Transit Bus Corridor Programme*.

Under this programme, funding is being provided by both WCC and GWRC and comprises:

- a. Harbour Quays Bus Corridor; and the
- b. Eastern Bus Corridor

NZTA – Waka Kotahi is also a potential key investor in this programme.

The partners have established a joint officers Board to establish and oversee this programme. The partners are working to confirm the programme strategy, terms of reference for the Board and scope of projects. The initial priority for the programme is the Harbour Quays corridor (see Map 1 below). This project has a range of interdependencies and challenges, as noted in this report.

The Harbour Quays corridor programme is a high priority for both councils, with funding for both planning and delivery being recently confirmed through the Long Term Plan (LTP) processes of both WCC and GWRC.

MAP 1: indicative extent of Harbour Quays corridor



2. Context and approach

The need for an agreed problem definition

In considering the potential need for investment in this corridor (including through the LTP process), the partners have expressed a range of views on the problems, investment objectives as well as the potential solutions for the Harbour Quays corridor. These views have tended to focus on:

- The need for a second public transport spine through the central city area due to constrained capacity, increased patronage and travel time reliability issues on the Golden Mile.
- Concerns in relation to the disruption to transport and businesses that is anticipated by the construction of the Golden Mile project.
- Lack of quality bike connections across the central city area which would provide better and more suitable connections through the area and to the broader bike network.

While there have been a range of views expressed, the partners recognise that there are differing views on the problems that need to be resolved, there is a need for a compelling and agreed evidence base and for there to be alignment between the partners on how to resolve these problems.

As a result, the programme Board agreed to commission an independently facilitated problem definition workshop process to help set the project up for success. The approach taken for this process, including the workshop and this report includes:

- Based on the principles of the Better Business Case approach, in line with NZTA – Waka Kotahi guidance
- Workshop based on an Intervention Logic Mapping (ILM) methodology. This was held in person at WCC offices on 4 July 2024. See list of attendees, Appendix 1
- Informed by review of relevant background information and pre-workshop discussions with key WCC and GWRC officials, including Board members.
 - WCC: Liam Hodgetts, Siobhan Proctor, Bradley Singh
 - GWRC: Luke Troy, Samantha Gain
- Scope of this report to include not only problem definition, but also highlight the broader contextual issues and challenges that will need to be addressed to resolve these problems. This will ultimately underpin the success of any projects or interventions.
- The report will help inform:
 - Collation and interrogation of the evidence required to support the problems (note: the scope of this report does not include a review of this evidence). This is particularly pressing and will need to have a strong focus on impacts on buses and bus passengers in relation to the problems identified. This should be presented through simple, easy to read graphs or figures to aid understanding of the implications.
 - Confirmation of benefits, and KPIs for investment. This may include a further workshop between the partners, informed by the evidence.
 - Strategic responses and options analysis for the Harbour Quays corridor.
 - Any relevant interdependencies with other projects as outlined above.
 - Responses to the broader issues and challenges that will need to be addressed to resolve these problems.

3. Key problems, evidence and benefits

Based upon the approach outlined above, the following key problem statements have been identified. These will continue to be refined as the project progresses, including alignment with evidence, benefits and KPIs.

In summary, key problems are:

- **Problem 1:** Parts of the City’s central bus spine along the Golden Mile are operating at or exceeding capacity for buses and passengers at peak times and this will worsen due to increased passenger demand and services leading to reduced reliability, increased travel times and impacts on the quality of the central city area for people and businesses (50%)
- **Problem 2:** Multiple transport and urban development projects, including construction of the Golden Mile project over the next 2-3 years in the central city area will result in a loss of network capacity and disruption to all travel modes in the Harbour Quays corridor resulting in travel time delays, poor customer experience and a lack of network resilience (40%)
- **Problem 3:** Substandard level of service connections for bikes across the central city are resulting in increased conflicts between users of shared space on the Waterfront and an inability to optimise investment in the broader bike network (10%)

Table 1 – problems, evidence and benefits

Problem name and weighting	Problem definition and consequence	Evidence to support this problem and source	Potential Benefits of resolving this problem
<p>Problem 1: Lack of peak time capacity for buses on the central spine of the City’s bus network along the Golden Mile</p> <p>50%</p>	<p>Parts of the City’s central bus spine along the Golden Mile are operating at or exceeding capacity for buses and passengers at peak times and this will worsen due to increased passenger demand and services leading to reduced reliability, increased travel times and impacts on the quality of the central city area for people and businesses</p>	<ul style="list-style-type: none"> • Actual and projected Golden Mile bus numbers below based on GWRC LTP forecasting. Nb. These were 120 buses per hour in 2017 and reduced to 2018 with the introduction of high capacity buses, network rationalisation and suburban hubbing. See Figure 3 below • Patronage growth and trip numbers through Golden Mile: GWRC to confirm <ol style="list-style-type: none"> 1. 75,000 bus trips per week day, XX% of which are on the Golden Mile 2. Bus patronage in XX 2024 is 105% of 2018 levels 3. Projected bus patronage increase due to introduction of bus / rail integrated ticketing is XX increase by... • Travel time reliability evidence – GWRC to provide • Customer experience evidence – GWRC to provide • Evidence of network, service and stop configuration optimisation that has been undertaken – GWRC to provide • Impacts on urban realm and businesses – WCC to provide 	<ul style="list-style-type: none"> • Increased peak bus capacity • Increased travel time reliability for buses and passengers • Quicker bus travel times through the central city leading to increased mode share • Increased quality of central city area for people and businesses

		<ul style="list-style-type: none"> • Customer demand for direct cross city centre services – HX route patronage – GWRC to provide • The Golden Mile has a function as the central spine in the wider city’s bus network where east-west and north-south services converge. Need evidence to support number / % of bus routes and passengers that use this central spine • Golden Mile design implications for capacity along Golden Mile: project will result in bus travel time improvements due to removing general traffic, closing side streets and optimising bus stops. What evidence is there of any impacts to e.g. capacity issues for buses and passengers? i.e. one lane each direction and inline bus stops, so no passing opportunity. • Modelling: <ol style="list-style-type: none"> 1. Of journey time benefits of the Harbour Quays – in terms of current express routes journey times down the Golden Mile compared to what journey times would be if they went down the Harbour Quays. 2. Potential journey times on the Golden Mile as a result of some routes being moved to the Harbour Quays. Nb. Tonkin and Taylor are doing modelling work on the Golden Mile current and planned future state. <p>Relevant reports and background information:</p> <ul style="list-style-type: none"> • LGWM Golden Mile Bus Stop Capacity Calculations, Aurecon / Future Group, Jacobs / GHD. September 2021. This noted the capacity constraints of the current Golden Mile at a specific bus stop level. • Wellington City Bus Review, MRCagney, 2011. Report notes the “Golden Mile Capacity problem” which includes identification of the need for a second spine and suggested routing below on Map 2. • Central Area Bus Operational review, Opus, November 2009. Recommended a suite of operational changes to the bus services and the Golden Mile to increase capacity including a recommendation for an “express service model” using a parallel route (second spine) as well as recommendations for suburban hubbing, better utilisation of fleet and other measures. GWRC advise many of which have been implemented since then. Report also recommended a number of measures to optimise capacity of the current Mile noting this could provide capacity for up to 120 buses per hour which is still significantly less than what GWRC are projecting is required by 2034. • Draft bus priority action plan report, GWRC / WCC December 2019. Note this report specifically did not focus on Golden Mile due to this being part of the scope of LGWM 	<ul style="list-style-type: none"> • Increased productivity of buses
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<p>Problem 2: Temporary network disruption for all modes in the Harbour Quays corridor 40%</p>	<p>Multiple transport and urban development projects, including construction of the Golden Mile project over the next 2-3 years in the central city area will result in a loss of network capacity and disruption to all travel modes in the Harbour Quays corridor resulting in travel time delays, poor customer experience and a lack of network resilience</p>	<ul style="list-style-type: none"> • <i>For consideration:</i> Should the problem statement say temporary network disruption for all modes in the <u>city centre</u> rather than just the Harbour Quays corridor network disruption will include the Golden Mile works and Wellington Water works and building strengthening works bus disruption might occur on multiple corridors. • WCC to provide evidence of / data of disruption caused by construction projects / roadworks – both on Harbour Quays and impacts on other cross city corridors e.g. SH1 • Changing Lanes report – WCC to provide • Known and planned projects in the central city area, including Golden Mile, WWL works on Wakefield Street, Te Ngākau re-development, private developments projects 	<ul style="list-style-type: none"> • Minimise loss of travel time reliability for cars and buses • Travel time and customer experience reliability for bus passengers • Minimise loss of service for bus passengers • Central city area remains attractive destination
<p>Problem 3: Poor level of service connections for bikes across the central city area 10%</p>	<p>Substandard level of service connections for bikes across the central city are resulting in increased conflicts between users of shared space on the Waterfront and an inability to optimise investment in the broader bike network</p>	<ul style="list-style-type: none"> • Changing Lanes report – WCC to provide • Bike network plan – analysis to support increased network optimisation? WCC to provide • User conflicts on Waterfront. WCC to provide 	<ul style="list-style-type: none"> • Greater optimisation of investment in broader cycle network, including: <ul style="list-style-type: none"> ○ Increased people on bikes ○ Increased mode shift • Increased safety for bikes and pedestrians • Reduced conflict in shared spaces on the waterfront

Figure 3: GWRC actual and projected Golden mile bus numbers below based on GWRC LTP forecasting.

AM PEAK	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034
GM Northbound	119	97	102	88	81	87	89	96	108.1	115.6	121.6	127.8	132.9	137.9	142.6	145.6	148.4	150.9
GM Southbound	120	76	74	75	65	70	70	78	87.8	93.9	98.8	103.8	108.0	112.1	115.9	118.3	120.6	122.6
Brandon Southbound	5	17	17	17	11	11	10	15	16.9	18.1	19.0	20.0	20.8	21.6	22.3	22.8	0.0	0.0
	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Metlink patronage forecast used to factor bus numbers									
PM PEAK	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034
GM Northbound	112	76	79	83	79	80	82	88	99.1	105.9	111.4	117.1	121.8	126.4	130.7	133.5	136.0	138.3
GM Southbound	111	78	83	84	81	86	89	94	105.8	113.1	119.0	125.1	130.1	135.0	139.6	142.6	145.3	147.8
Brandon Northbound	8	19	18	18	14	14	13	15	16.9	18.1	19.0	20.0	20.8	21.6	22.3	22.8	0.0	0.0
	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Metlink patronage forecast used to factor bus numbers									

Map 2: Potential rerouting of buses for second spine, Source: Wellington City Bus Review, MRCagney, 2011



4. Broader contextual challenges

In addition to the problems noted above, there are also a range of broader issues and challenges that will need to be addressed to resolve these problems. Some of these will be the focus of the programme Board, some will need to be addressed by projects identified in the Harbour Quays corridor.

These have been identified through the approach noted above including a review of background information, interviews and the workshop process. These have been identified to help set up the programme and any projects for success and *do not* predetermine any particular project or solution.

Table 2: Broader issues and challenges that will need to be addressed to resolve these problems

Challenges, issues and risks	Description and considerations
Political context	<ul style="list-style-type: none"> • Potential for change to decisions on the Golden Mile creates uncertainty for planning of Harbour Quays and other projects • Significant scrutiny of officer advice by elected members may lead to increased scope, time and costs • Potential lack of trust and different priorities between GWRC and WCC councillors may undermine decision making • Scrutiny of WCC decisions by Government
Economic context	<ul style="list-style-type: none"> • City and broader economy is currently under significant pressure • Need to recognise challenging economic environment for businesses in central city area and lower ability to withstand or accept impacts of disruption • Current economic challenges are also an opportunity including city centre revitalisation
Focus on people: Why story and social license. The acceptance of disruption is low and potential for significant backlash	<ul style="list-style-type: none"> • Need for clear and compelling 'why' story – why now, why the Harbour Quay corridor, why action is required (rather than do nothing) – this is key to underpinning any next steps • Public story very important: Needs to be of multi-modal benefits for all users, productivity, city vibe, safety • Need rigor of evidence need for investment including any second spine and that Golden Mile is at capacity or what happens when capacity is exceeded. • Metrics to support change will be important with 'bullet proof' data • Need for joined up communications and engagement with key stakeholders across central city projects including with businesses impacted by disruption • There is a risk that the project, including the reduction of capacity for private vehicles on the Quays, attracts strong public backlash particularly in the context of rising rates and struggling inner city businesses.
Views on what success looks like	<ul style="list-style-type: none"> • Alignment on the problems / why - avoid jumping to the solution and route • Public transport customers and bike users experiences are at the heart of potential benefits • Compelling evidence base on why we need it now • Multi modal corridor approach

	<ul style="list-style-type: none"> • Clear plan for short term delivery • Agreed process for longer term solution(s)
Multi-modal and whole of network approach	<ul style="list-style-type: none"> • Solutions for Harbour Quays will be key to enable wider network optimisation, resilience and capacity • Any solutions will require integrated approach across modes, the network and service provision • There is currently no broader agreed transport plan for the city, with a lot of parallel planning processes underway so it is currently unclear how Golden Mile / Harbour Quays fits with broader key projects in City – to be addressed by the Central City Vision • Need alignment on the problems / why across projects - avoid jumping to the solution and routes • Need clarity of the programme and how projects fit together – spatially, timing, leading organisations to help show and tell the bigger picture • Response to the difference problems may drive difference solutions, including timing of these. Need to be clear on what short or longer term options are aiming to achieve. • Perception of different priorities <ul style="list-style-type: none"> ○ WCC perceived as bike focused ○ GWRC perceived as bus focused ○ WCC is the RCA – need to keep city moving • Golden Mile construction planned from Jan 2025. Will be staged: <ul style="list-style-type: none"> ○ Start intersection of Kent / Cambridge and Courtenay ○ Then Courtenay ○ Then Willis / Manners / Lambton ○ Therefore, temporary solutions on Harbour Quays could be staged by way of TTM – learn and adjust ○ Key risk is timing – unless TTM approach a temporary solution would be very challenging to put in place in time for start of construction
Compelling evidence base	<ul style="list-style-type: none"> • A key next step will be GWRC collating a robust evidence base to support the problems, benefits and KPIs • There is a lack of confidence in what degree of modelling can be used as a basis for decision making in complex networks – as alternative what can be trialled and learnt from and adjusted?
Timing and urgency	<ul style="list-style-type: none"> • Problems 1 and 2 in particular are <i>now</i> problems and there will need to be a temporal or tactical element to solutions such as temporary traffic management. There is a risk that planning for a permanent solution(s) becomes the focus at the expense of short term action. • There is a need for the partners to demonstrate action and the ability to deliver ahead of the problems coming to a head, in particular impacts on buses due to construction projects including the Golden Mile • Need for clear milestones, demonstrate progress – short term solution in place in 12 months?
Governance, partner relationships, programme approach and interdependencies with	<ul style="list-style-type: none"> • There are a range of known projects and plans in the central city area. While some are well defined, many are in early stages and therefore lack clear scope or timing. The impacts and interdependencies of these need to be better understood

multiple projects in central city area	<ul style="list-style-type: none"> • An ongoing programme approach and overview will required in order that any specific projects respond to the broader operating context • This is a challenging joint programme and there is a need for agreed programme structure and controls including team set up, decision making rights, meaningful input of both partners, clear scope etc. The approach needs to reduce friction between partners and enhance reputation of both • Both partners are concerned whether there is sufficient capacity and capability for the programme • Yet to agree on detail of funding – WCC lead on project and GWRC will only contribute if involved and aligned on scope and approach • Establishment of the project team important – clarity of accountabilities between GWRC and WCC – intent and need for dedicated project team • Need to drive ownership of IP of the project by councils – so procurement and resourcing model very important • Potential lack of capacity in Metlink to get involved and to be coordinated across teams / functions • Risk that key people from both organisations not involved enough early = not joint project
Bike network	<ul style="list-style-type: none"> • The bus priority measures and bike priority measures may be difficult to co-exist in the corridor in the short to medium term, due to central city construction activity and dependent projects using the corridor and network, and alternative interim network options are required.
Other risks	<ul style="list-style-type: none"> • Poor reputation for the delivery of transport projects in Wellington – delays, costs, disruption, changes in direction etc • Timing relative to start of Golden Mile construction. • There is a risk that if NLTP decisions (September 2024) differ from what is indicated in the draft GPS that NZTA-Waka Kotahi funding may be reduced and ability to deliver the current scope of the project is not possible. • The short-term solution becomes the long-term solution due to other construction activity having partial road closures for the next decade which may impact on the preferred route options. • The short-term solution becomes the long-term solution due to lack of future funding being available either within WCC or NZTA.

5. Potential next steps

This report was been provided to WCC and GWRC for feedback. In particular, feedback on the draft report was needed in relation to:

- Do the problem statement accurately convey the key problems to be resolved? Are these compelling?
- What evidence is there to support these problems now?
- What are the potential benefits? How can these be measured?
- Do the broader contextual challenges accurately capture the wider issues that will need to be addressed?

Following review feedback, the report has been reviewed and reissued, including confirmation of the problems. In support of the findings of the reports, it is recommended that the following actions are undertaken:

- Board endorsement: The report is considered by the project Board for endorsement, including the problems and any responses needed to the broader contextual challenges
- Evidence: The project team (WCC and GWRC) produce a brief overview document that confirms the evidence base in support of the problems for Board endorsement. This includes collation and interrogation of the evidence. This should be presented through simple, easy to read graphs or figures to aid understanding of the implications. This is particularly pressing and will need to have a strong focus on impacts on buses and bus passengers in relation to the problems identified
- Confirmation of benefits, and KPIs for investment by project team for Board endorsement. This may include a further workshop between the partners, informed by the evidence
- Options analysis: the project team undertakes a long list to short list process to consider responses to address the problems and realization of benefits.

6. Limitations and acknowledgements

This report provides WCC and GWRC with an independent report on the key transport related problems on the Harbour Quays corridor. The report also highlights the broader issues and challenges that will need to be addressed to resolve these problems.

The report is based on the approach outlined above and the scope of this report does not include a review of this evidence.

Appendix 1: List of workshop attendees

Participants and attendees at the workshop on 4 July 2024 included the following people.

Organisation	People
Wellington City Council	<ul style="list-style-type: none"> • Liam Hodgetts, Chief Planning Officer • Siobhan Proctor, Chief Infrastructure Officer • Bradley Singh, Manager Transport and Infrastructure • Vida Christeller, Manager City Design • Joe Hewitt, Principal Advisor Transport Strategy • Moana Mackey, Chief Advisor to the Chief Planning Officer
Greater Wellington Regional Council / Metlink	<ul style="list-style-type: none"> • Luke Troy, GM Strategy • Tim Shackleton, Manager Strategy and Investments • Alex Campbell, Principle Advisor Network Design • Dave Boyd, Manager Customer Metlink
Other attendees	<ul style="list-style-type: none"> • Hamish Lobb, WCC, Project Manager • Raphael Hilbron, Agite (observer)