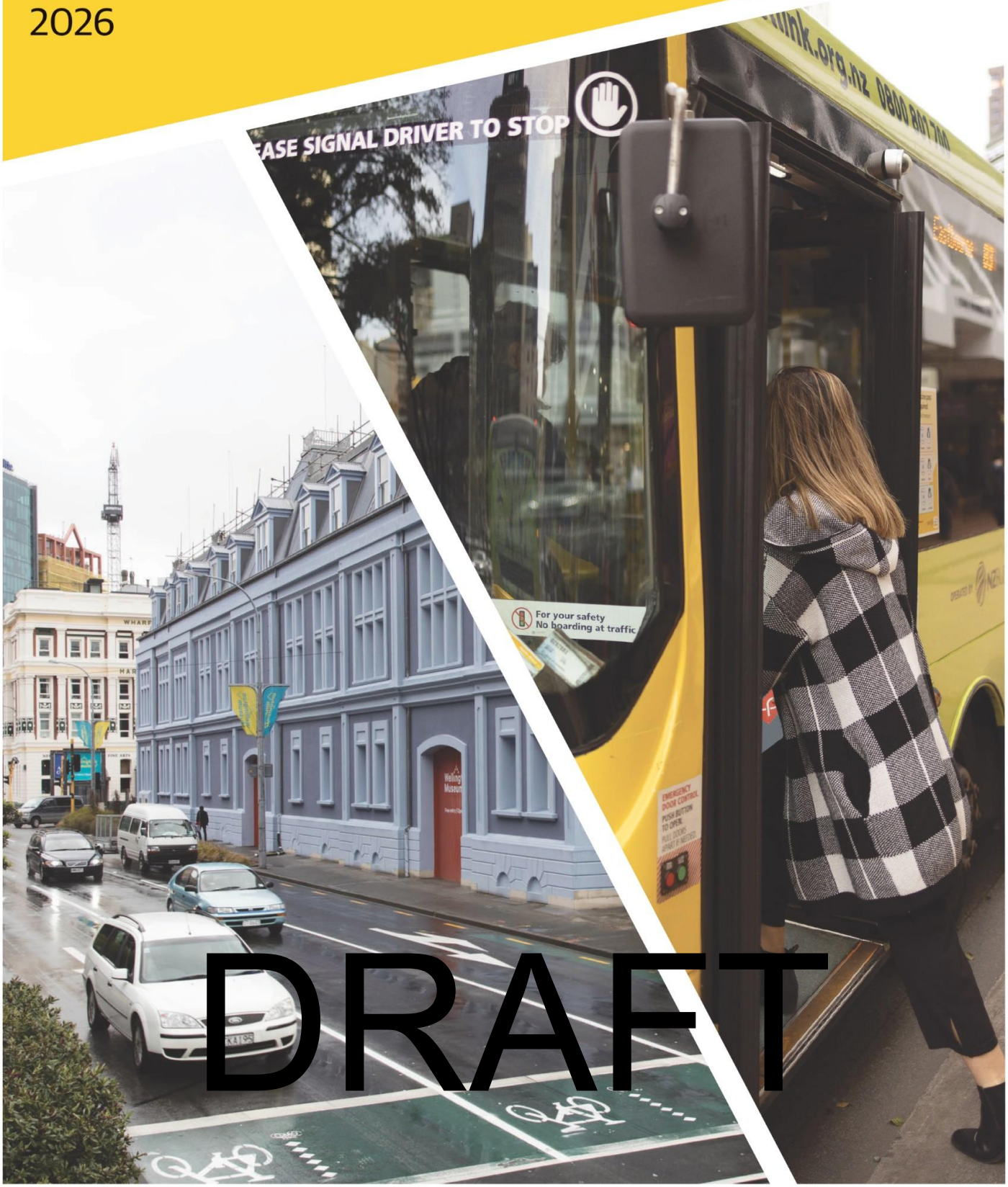
Harbour Quays Corridor - Bus Priority

Project Business Case (Significant)

2026



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1. Purpose of this Document

The purpose of the Business Case is to enable a robust process that captures what the project (business problem or business need) is, what investment is required, what are the available options and associated costs to deliver the preferred solution.

The five sections used within this document are based on the Treasury Better Business Case (BBC) guidance that is best practice in both central and local government, and cover the following:

1. **Strategic Case**
   The case for change. Why do we need this project? Provides supporting information as to why the project is required
2. **Economic Case**
   Options analysis. Compare solutions – provides possible solution options and the preferred option
3. **Commercial Case**
   Procurement strategy and approach – provides options on how the solution will be obtained and from where
4. **Financial Case**
   Affordability and funding arrangements – provides funding options, project/programme, and ongoing costs
5. **Management Case**
   Delivery plan – provides high level information as to how the project/programme is going to be managed and delivered

The business case also provides a formal record of project information. Project staff are required to support the councils obligations under the Local Government Act and LGOIM Act, as detailed in Section 6 of WCC's Information and Data Policy (sharepoint.com).

2. Executive Summary

This business case outlines the case for a proposed second Wellington City public transport corridor along the waterfront quays (Harbour Quays) to address current and expected future public transport capacity and degradation of service issues. This will complement the existing public transport corridor along the Golden Mile. The project also complements the SH1 Wellington Improvements project.

The Harbour Quays business case has been developed jointly by Wellington City Council (WCC) as the road controlling authority and Greater Wellington Regional Council (GWRC) as the public transport authority. The project will be implemented jointly.

The overall budget allocated for the Harbour Quays in Long-Term Plans (LTPs) is $10 million capital expenditure and $0.5 million operational expenditure, equally funded by both councils.

The capacity and degradation of service issues that need to be addressed are:

1. Whilst international literature suggests an optimum number of buses per lane per hour should be 50-80, the current Golden Mile public transport corridor[1] number of buses per lane per hour ranges from 79-99 at peak and is expected to increase to 126-137 at peak by 2034[2,3].
2. With buses over 130 per lane per hour the transport network reaches “saturation point”. This is where buses are bumper to bumper and travel speed becomes more unreliable. Additional buses begin to queue further back in surrounding streets affecting the whole transport network for buses, cars and other road users
3. Typical “minimum acceptable speeds” for buses in a busy city centre is 14kmh. The current operational speed on the Golden Mile public transport corridor is 8kmh. Without Harbour Quays the Golden Mile corridor speeds are projected to fall to 3-6kmh at which time the journey will take 28 minutes.
4. Current running time variability for buses on the Golden Mile public transport corridor is greater than 30%. The same trip can vary by up to 10 minutes (+/- 5 mins)
5. Dwell time[4] optimum for boarding and alighting at a bus stop is 30 seconds. The average dwell time on the Golden Mile public transport corridor is 40 seconds and certain bus stops experience dwell times of more than 50 to 60 seconds. Dwell times of 50 seconds start to create a significant and highly inefficient “concertina effect”.

These capacity and degradation of service issues result in issues for current passengers. A second public transport corridor along the Harbour Quays will immediately provide

[1] The Golden Mile public transport corridor refers collectively to the area of Courtenay Place, Manners Street, Willis Street and Lambton Quay. The future numbers include Brandon Street buses as these will run on the Golden Mile once that street is closed.
[2] Two main end timeframes are included in this business case. 2032 is the year Golden Mile the current public transport corridor is expected to reach ‘saturation point”. 2034 is the last year of modelling for bus patronage.
[3] The bus numbers are also shown annually in Table 5, they are calculated by applying unconstrained growth forecasts to the peak number of buses using the Golden Mile public transport corridor in 2025. The forecasts use the patronage forecasts for buses included in GWRC’s LTP 2024-34 on page 205 (Greater-Wellington-Long-Term-Plan-2024-34_web.pdf). As these forecasts and the assumptions behind the forecasts change over time we would expect the projected number of patrons and buses would also change.
[4] Dwell time refers to the time a bus spends at a scheduled stop without moving. This can be caused by buses having to wait longer as they are in a queue and the number of people getting on and off the bus.

benefits to current bus customers using the Golden Mile and Harbour Quays public transport corridors.

Background

In 2019, GWRC and WCC identified a variety of bus priority issues and opportunities in a Bus Priority Action Plan (BPAP) to improve reliability of buses on Wellington's busiest routes. This BPAP was updated in 2024 and identified an immediate need to improve bus travel times into and through the Wellington central city based on existing low travel speeds and rapidly growing bus patronage growth. The 2024 BPAP reconfirmed the need for a second public transport corridor through the central city.

The Let's Get Wellington Moving's (LGWM) programme business case (2019) identified the need for two primary public transport corridors through the Wellington central city, with a dual corridor then enabling mass transit to be introduced on the waterfront corridor later.

With the dissolution of LGWM in December 2023, it was agreed that WCC, in partnership with GWRC would progress LGWM's Interim Second Corridor, now called the Harbour Quays public transport corridor, to address capacity and degradation of service issues with the Golden Mile public transport corridor.

Three investment objectives are agreed for the project:

1. Enhance travel time and operational efficiencies and resilience (in response to planned and unplanned disruptions) through the development of a second public transport corridor by December 2027
2. Increase public transport capacity through the central city by creating a second public transport corridor through the central city by December 2027 due to the currently constrained Golden Mile
3. Enhance connectivity and safety along and across the Harbour Quays corridor for all modes of travel by 2030 to support urban activation.

The options

A long list of 10 options for a second public transport corridor was initially developed which included eight permanent solutions (changes to vehicle circulation patterns and substantial civils works) and two interim solutions (kerb side running, in the direction of existing traffic flow). From the long list, the two interim corridor options were considered to be reasonably practicable options in line with the reduced budget following finalisation of LTPs and would achieve the objectives. These two interim options were subject to further development and evaluation against a Do Minimum option.

The Do Minimum option during the options evaluation, involved retaining all bus services on the Golden Mile corridor, including the buses that currently stop/start on Brandon Street, with bus growth in line with projected passenger growth. This option would result in the bus journey down the length of the Golden Mile public transport corridor taking approximately 28 minutes by 2034, slower than walking from Courtney Place to the Railway Station. It was assumed that the Golden Mile improvement project would be progressed with construction well advanced.

Following a Multi Criteria Analysis (MCA) process, Harbour Quays (option T02) was selected as the preferred corridor as:

- It scored better in both the MCA and the economic analysis process.
- It outperformed the Featherston Street option (T01) under four of the five criteria (route legibility, network capacity, business impacts, and future cycle routes).

- It is expected to provide better overall non-financial benefits than the Featherston Street option as it better activates the Harbour Quays and has fewer impacts on Featherston Street.
- The Harbour Quays option enables faster bus journeys than the Featherston corridor would have enabled. Both options enabled faster bus journeys than on the Golden Mile public transport corridor.
- Initial option modelling concluded that Harbour Quays was likely to result in fewer disruptions during the morning (AM) peak while delivering similar performance to Featherston Street during the evening (PM) peak.

The preferred corridor and proposed bus stop locations

Harbour Quays follows a southbound corridor along Whitmore Street before exiting onto Customhouse Quay. The corridor continues along Customhouse Quay, Jervois Quay, Cable Street, and Kent Terrace before terminating at the Kent/Cambridge Terraces/Courtenay Place intersection. The northbound corridor is the same corridor as southbound but in reverse, using Cambridge Terrace and Wakefield Street until it rejoins Jervois Quay. This can be seen in the Figure 1 below.

Figure 1 - Harbour Quays proposed public transport corridor and bus stop locations

In parallel with the corridor options, work was undertaken on the bus stop strategy to identify preferred bus stop locations. The assessment identified bus stop locations in each direction that were optimal locations for stops, given the constraints and operational requirements.

This assessment initially identified twelve stops for Harbour Quays, six in each direction. In 2025 a review of the number and location of bus stops was undertaken. This review included a value engineering exercise to enable the project to remain within the budget allowance. This review resulted in ten bus stop locations in total being recommended, five in each direction and these can be seen in Figure 1 above.

The service design and bus prioritisation

A phased approach to service design[5] is recommended for the utilisation of the Harbour Quays public transport corridor. This approach:

- Minimises customer transition risk
- Provides attractive benefits to customers, supporting the objectives for growing public transport access and mobility
- Can be supported with infrastructure that is affordable within the current project budget
- Manages Golden Mile bus numbers within the optimum maximum capacity of that corridor
- Accommodates bus services displaced by the planned closure of Brandon Street.

The first phase which is included in this business case and provides a focus on peak services includes:

- Running express and Brandon Street services, and an all-day harbour side service along Harbour Quays
- Approximately 30 buses per hour in each direction at peak times initially
- Up to 23 percent of the PM peak and 12 percent of weekly patronage moves to Harbour Quays
- Faster peak journeys
- All day 7-days a week access to waterfront attractions
- Bus stop infrastructure requirements within current budget.

The above service design does not support any form of full-time special vehicle lane (24/7 bus lane) in the short term. However, given the service design focus on express services at peak, it does warrant the use of part-time special vehicle lanes, in the morning and evening peaks (part-time bus lanes).

Harbour Quays part-time, peak-hour bus lanes would be the busiest (outside of the Golden Mile corridor) in the city from day one. The economic case for this project includes the use of peak hour bus lanes.

Alignment of the preferred option to investment objectives

Investment objectives and business needs for an additional public transport corridor were set in mid-2024 when the project was of a more transformational nature and a higher value investment[6].

With the project then being scoped to a lower level (see section 4.4 short list options for commentary on this change), not all these investment objectives are now able to be met. This is particularly so for Investment Objective 3.

[5] See section 7.13 for more information on this

[6] Originally this project was funded at $51.6M (capex) and part of the former LGWM city streets package to be delivered by WCC, it was assumed at this time that the project would attract 51% subsidy from the National Land Transport Fund (NLTP).

Table 1: Alignment with investment objectives

Investment objective	Alignment

Investment objective 1: enhance travel time and operational efficiencies and resilience (in response to planned and unplanned disruptions) through the development of a second public transport corridor by December 2027	The preferred option delivers a second public transport corridor along the Harbour Quays. This will deliver:
	• A reduction in travel time:
	  ○ For bus services that use the Harbour Quays (e.g. a 7-minute saving on Route 24)
	  ○ For bus services that use the Golden Mile (e.g. a 2-minute saving on Route 2)
	• Direct access to regional destinations such as Te Papa.
	Having a second public transport corridor will also:
	• Provide more flexibility and redundancy for the public transport network to respond to planned and unplanned disruption, enabling buses to use either corridor during these events.
	• Maintain operational efficiencies for the public transport network during construction of the Golden Mile project (if it proceeds).

Investment objective 2: increase public transport capacity through the central city by creating a second public transport corridor through the central city by December 2027 due to the currently constrained Golden Mile	• The Harbour Quays design is expected to support 30-60 buses per hour, with the ability to accommodate all buses during temporary closures of the Golden Mile. • The capacity of the Golden Mile public transport corridor, after implementation of the Golden Mile (improvement) project is expected to have an optimal capacity of 50-80 buses per hour, capped at 100 buses per hour. • This remaining number of buses on the Golden Mile aligns with international optimum levels of 80 buses per hour per lane. Higher levels than this and buses become less dependable with longer dwell times, less reliability and "stacking" of buses. • A second public transport corridor could potentially generate "decongestion benefits" for the Golden Mile corridor. These benefits arise because fewer buses on this corridor will reduce the likelihood of one bus delaying the progress of the bus following behind. If Golden Mile capacity issues are not addressed: • The flow of buses along the Golden Mile will slow significantly, and already unreliable journey times along this public transport corridor will worsen. This may also result in buses queuing on the wider road network while waiting to access the Golden Mile. For example, increased bus queuing along Cambridge Terrace during peak travel times could be expected. This would also have flow-on impacts for general traffic on the surrounding network.

Investment objective	Alignment
	• The Harbour Quays corridor provides an opportunity to expand public transport capacity and network resilience. As a six-lane road with available road space, it could accommodate peak-time bus lanes to support higher service volumes and improve reliability. During peak periods, these lanes could prioritise buses and allow additional or diverted services to operate efficiently. Outside bus lane operating hours, buses would share lanes with general traffic, enabling flexible use of available road capacity while still supporting public transport movements.
Investment objective 3: enhance connectivity and safety along and across the Harbour Quays corridor for all modes of travel by 2030 to support urban activation.	• With increased pedestrian movements across the Harbour Quays, changes to the signalised crossings will improve pedestrian movement across the Harbour Quays. • The Harbour Quays development will integrate with the future Cross City Connections Cycleway where possible. • While bike lanes are not provided along the corridor, cyclists will experience benefit in being able to share the peak time bus lanes

Adding a second public transport corridor increases bus capacity and improves travel times for buses throughout the central city by up to 7 minutes on the Harbour Quays and up to 2 minutes on the Golden Mile. This will enable more people to travel by bus through the central city with fewer vehicles and as a consequence increase the attractiveness of the Golden Mile area for people.

There are however trade-offs with this. Faster on-bus travel times are expected to be offset for some users by longer walk times to Harbour Quays compared to their current bus stops and potential exposure to weather. General traffic travel times on the Harbour Quays during the weekday morning and evening peaks, are on average expected to increase by 80 seconds.

The financials

While full costings were not undertaken for the purposes of the MCA, both the Featherston Street and Harbour Quays options were of similar length, required a comparable number of bus stops, and affected a similar number of intersections.

Current cost estimates, including quantification of risks indicates a total budget of $11.68 million to successfully deliver the project and work continues to bring this down. The project budget is based on the P95 provided by the Quantity Surveyor (QS), this is a conservative approach and indicates the project can be delivered 95% of the time for this budget. This level of risk at this stage in the project development is deemed acceptable.

The table below provides information on the expected Benefit Cost Ratio (BCR) for this project. This BCR includes the impact of peak hour bus lanes and provides a comparison against the SH1 Wellington Improvements project by NZTA.

Table 2 - Estimated construction costs and associated benefit cost ratios

	Project Cost (non discounted)	Discounted Net Present Value	BCR without SH1 Improvements	BCR with SH1 Improvements
40-year project life (current cost) at 2% discount rate	$11.68M	$11.49M	1.2	6.1

The overall modelled economic benefits including the introduction of part time bus lanes over a 40-year period are shown in the table below, with the associated modelling report provided as **Appendix F: Harbour Quays Economics Memo.**

Table 3: Economic benefits with and without the SH1 Wellington Improvements project for a 40-year life

			40 Years (NPV) without SH1 Wellington Improvements project	40 Years (NPV) with SH1 Wellington Improvements project
Benefits	Travel Time	Public Transport	$114,450,000	$150,680,000
		Car	-$103,980,000	-$32,940,000
		Heavy vehicles	-$6,630,000	-$2,300,000
	Walking		$2,190,000	-$23,790,000[7]
	VOC		$6,300,000	$2,940,000
	CO2		$210,000	$260,000
	Emissions		$20,000	$210,000
	PT Infrastructure		$6,650,000	$6,650,000
	TOTAL (NPV)		$19,210,000	**$101,710,000**

Decongestion benefits on the Golden Mile public transport corridor have not been included in the economic analysis to remain conservative, however they were included as part of the sensitivity analysis. These benefits arise because fewer buses on the corridor reduce the likelihood of one bus delaying the next. In the "counterfactual scenario" (if the Harbour Quays project does not proceed), additional buses would use the Golden Mile corridor, worsening already unreliable journey times and potentially creating wider delays across the bus network. Including this benefit would conservatively raise the BCR for the preferred option (without the SH1 Wellington Improvements project) to 4.0.

Currently Metlink have limited ability to address increased demand with additional services as capacity on the Golden Mile public transport corridor limits serviceability. A second public transport corridor will enable Metlink to respond to increased demand expected as

[7] See section 4.12 Preferred option for a discussion on what impacts the walking benefits.

part of managing the SH1 Wellington Improvements project construction or increases in the cost of private travel.

The addition of a second public transport corridor will immediately provide benefits to current bus customers using the Golden Mile and Harbour Quays corridors and also to new customers in the future. It will provide wider network capacity and priority bus improvements and enhance mode shift options.

Recommendation

It is recommended that the Committee endorses this business case, the phasing of project expenditure, increases the project capital expenditure budget to $11 million, increases the operational expenditure budget to $0.7 million and agrees the project proceeds to implementation.

3. Strategic case

3.1. Background

The current problem that we expect to get worse

WCC is the road controlling authority and GWRC is the public transport authority. In this capacity GWRC have confirmed the issue of the current degradation of bus services on the Golden Mile public transport corridor e.g. increased unreliability as more and more buses use the corridor and informed WCC that Wellington City requires a second public transport corridor through the central city to address both current and future capacity and current degradation of service issues. As bus numbers increase in response to patronage growth (see Table 4) these capacity and service issues are expected to get worse.

Without a second public transport corridor the increased number of buses would remain on the Golden Mile corridor meaning the current service issues will get worse not just for bus passengers but for all road users.

Table 4: Actual and forecast peak hourly buses on the Golden Mile corridor[8]

	2017	2018	2019	2020	2021	2022	2023	2024	2025
AM Peak - GM Northbound	119	97	102	88	81	87	89	96	99
AM Peak - GM Southbound	120	76	74	75	65	70	70	78	79
AM Peak - Brandon Southbound	5	17	17	17	11	11	10	15	15
PM Peak - GM Northbound	112	76	79	83	79	80	82	88	88
PM Peak - GM Southbound	111	78	83	84	81	86	89	94	93
PM Peak - Brandon Northbound	8	19	18	18	14	14	13	15	15
	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual

	2026	2027	2028	2029[9]	2030	2031	2032	2033	2034
AM Peak - GM Northbound	104	107	111	115	119	123	125	127	129
AM Peak - GM Southbound	83	86	89	109	113	117	119	121	123
AM Peak - Brandon Southbound	16	16	17						
PM Peak - GM Northbound	92	95	99	119	124	128	130	132	135
PM Peak - GM Southbound	97	101	104	108	112	115	117	120	121
PM Peak - Brandon Northbound	16	16	17						
	Metlink passenger forecast used to factor bus numbers								

[8] The bus numbers in Table 4 are calculated by applying unconstrained growth forecasts to the expected peak number of buses using the Golden Mile public transport corridor in 2025. The forecasts use the patronage forecasts for buses included in GWRC's long term plan 2024-34 on page 205 (Greater-Wellington-Long-Term-Plan-2024-34_web.pdf). As these forecasts and the assumptions behind the forecasts change over time we would expect the projected number of patrons and buses would also change.

[9] This is the forecast year that enabling works would commence on Lambton Quay for the Golden Mile project, resulting in the closure of Brandon St to buses.

Patronage growth on the Metlink network is driven by two main factors – demand driven by population growth and demand driven by major investments and external drivers.

Modelling undertaken by GWRC[10] shows that 79% of the increase in passengers is expected to be driven by major investments and external drivers and 21% driven by population growth.

Patronage growth assumed by GWRC and as outlined in their LTP 2024-2034 is shown in Table 5 below.

Table 5: GWRC patronage growth forecasting assumptions

Patronage growth	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34
Bus	5.3%	4.7%	3.5%	3.7%	3.4%	3.5%	3.2%	1.9%	1.8%	1.6%

Patronage growth is then used to determine expected *bus number growth*. Bus numbers are used throughout this business case.

Figure 2 below shows the increase in bus numbers in graph form for both actual and projected bus numbers.

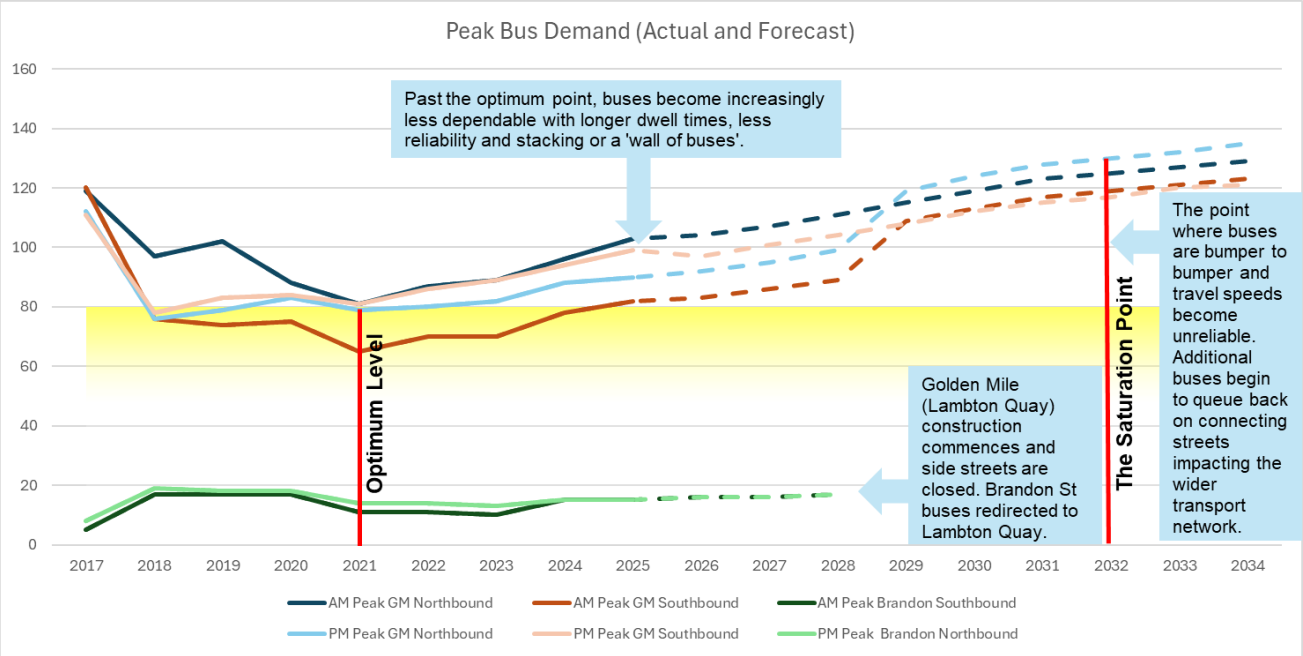

Figure 2: Actual and forecast peak hourly buses on the Golden Mile corridor

International literature reviews identify that 50–80 buses per single bus lane is optimum[11] and a single lane kerbside bus lane can carry 4260 people in the peak hour. For Metlink buses this equates to between 53 and 61 buses depending on each buses capacity[12].

[10] The Metlink Patronage Model which has been audited by both Deloitte (when made) and checked by Audit NZ

[11] Transit Capacity and Quality of Service Manual | Blurbs New | Blurbs | Publications

[12] A large Metlink bus can carry between 70 and 81 passengers

When bus volumes exceed 80 buses per hour, buses begin to queue at bus stops and intersections, reducing the reliability of services and increasing travel time. With buses queuing at stops, this also makes it harder for passengers to board and disembark.

The Golden Mile corridor already exceeds this number of buses as can be seen in Figure 2 above and as shown in Figure 3 below and this is resulting in capacity and degradation of service issues right now.

Figure 3 - Buses queuing to travel south along Willis St during the PM Peak (March 2026)

The continued increase in bus numbers is expected to result in peak bus speeds on the current corridor (Golden Mile) declining to a walking pace (3-6km/h) and the corridor reaching a saturation point of 130 buses per lane per hour in 2032 which is the point where any additional buses trying to access the corridor will queue back beyond the Golden Mile[13]. This will impact the wider Wellington transport network.

The Golden Mile public transport corridor is physically constrained e.g. two single direction, bus only lanes in Manners Street. Nothing in the proposed Golden Mile improvement project will change this constraint. The Golden Mile corridor will remain constrained with or without the improvement project.

Key context information for this business case is shown in the table below. It highlights the current degradation of service problems to be solved.

[13] Golden Mile Bus Corridor Analysis – August 2024

Table 6: Key strategic context information

Information	Optimum	Current	Future	Comment
Buses per single lane[14]	50-80 per hour	AM Peak Golden Mile (actual July 2025) • Northbound - 99 per hour • Southbound – 79 per hour • Brandon St – 15 per hour PM Peak Golden Mile (actual July 2025) • Northbound – 88 per hour • Brandon St– 15 per hour • Southbound – 93 per hour	AM Peak Golden Mile (projected 2034) • Northbound - 129 per hour • Southbound 103 per hour • Brandon St[15] – 20 per hour PM Peak Golden Mile (projected 2034) • Northbound 115 per hour • Brandon St[13] – 20 per hour • Southbound – 121 per hour	The number of buses per single lane during peak hours **already exceeds optimal levels (2024).** By 2034 if all buses remain on the Golden Mile corridor buses per single lane during peak hours **well exceed the optimal capacity of the corridor**
Operational speed (speed including dwell time)	Typical 'minimum acceptable speed' in a busy city centre is 14kmh	Current operational speed on the Golden Mile – 15 min to travel 2km = 8kmh	Golden Mile[16] without Harbour Quays	Increase in passengers (and buses) leads to increase in dwell time which reduces speed. Moving buses to Harbour Quays, improves dwell times and bus travel time result in: Golden Mile – travel being quicker, with a **2-**

[14] These numbers are taken from Table 4 above. Information is provided in that section about the assumptions behind these figures and where they can be found.
[15] Brandon Street closes under the Golden Mile improvement project so these need to be added to the other southbound numbers in the AM peak and northbound numbers in the PM peak, as this is the number that will run along the Golden Mile if a second public transport corridor is not introduced and the Golden Mile project proceeds.
[16] Modelling undertaken to determine the bus capacity on the Golden Mile assumed that the Golden Mile project traffic restrictions were implemented.

Information	Optimum	Current	Future	Comment
			• From 2032 (when buses would reach the "saturation point of 130 buses), bus speeds at the morning peak are expected to average 3-6 km/h (i.e. speed will have reduced from 8kmh to 3-6kmh). Golden Mile with Harbour Quays from 2032 (when buses would reach the "saturation point of 130 buses) • Northbound AM[17] peak ~11kmh • Southbound AM peak ~10kmh	**minute** saving identified with the Harbour Quays in place (based on Route 2) Harbour Quays – time savings of **7 minutes** for the same buses now travelling on Harbour Quays (based on Route 24)
Dwell time in peak	30 seconds at a bus stop is optimum for boarding and alighting[18]	Average dwell time on GM - 40 seconds Certain bus stops experience dwell times of more than 50 or 60 seconds	Harbour Quays – 24 seconds Golden Mile – 40 seconds	Dwell times over 50 second start to create a significant and highly inefficient "concertina effect"

In addition to the problems identified in the table above bus time variability at peak times is an issue. Current Metlink standards provide for a bus to be no more than 1 minute early and 5 minutes late. Currently buses running on the Golden Mile public transport corridor

[17] The increase in speed of buses on the Golden Mile from 8kmh currently to 10-11kmh once Harbour Quays is built provides the travel time improvements noted in this table.

[18] Bus stop capacity | NZ Transport Agency Waka Kotahi

have a >30% running time variability[19] and some trips can vary by up to 10 minutes (+/- 5 minutes).

A passenger might experience travel times that are 30% shorter or longer than the average on a regular basis, which makes journey times unpredictable for passengers and difficult for operators to maintain a consistent schedule. This unreliability can cause delays, longer journey times and could potentially decrease passenger satisfaction.

The Harbour Quays project

Harbour Quays is a bus priority project led jointly by WCC and GWRC and involves developing a second public transport corridor through the central city providing additional bus capacity to enable more people to travel on buses in the central city. The Golden Mile corridor (currently the only public transport corridor through the central city) currently exceeds optimum bus volumes at peak times resulting in slow and variable peak bus journey times for current bus passengers well below international benchmarks.

Changes to the Golden Mile public transport corridor, including routing buses differently through the corridor weren't considered, as they wouldn't meet the project objective, and the identified need from the public transport authority (GWRC/Metlink) of creating a second public transport corridor through the central city

The geographic scope of the Harbour Quays project can be seen below.

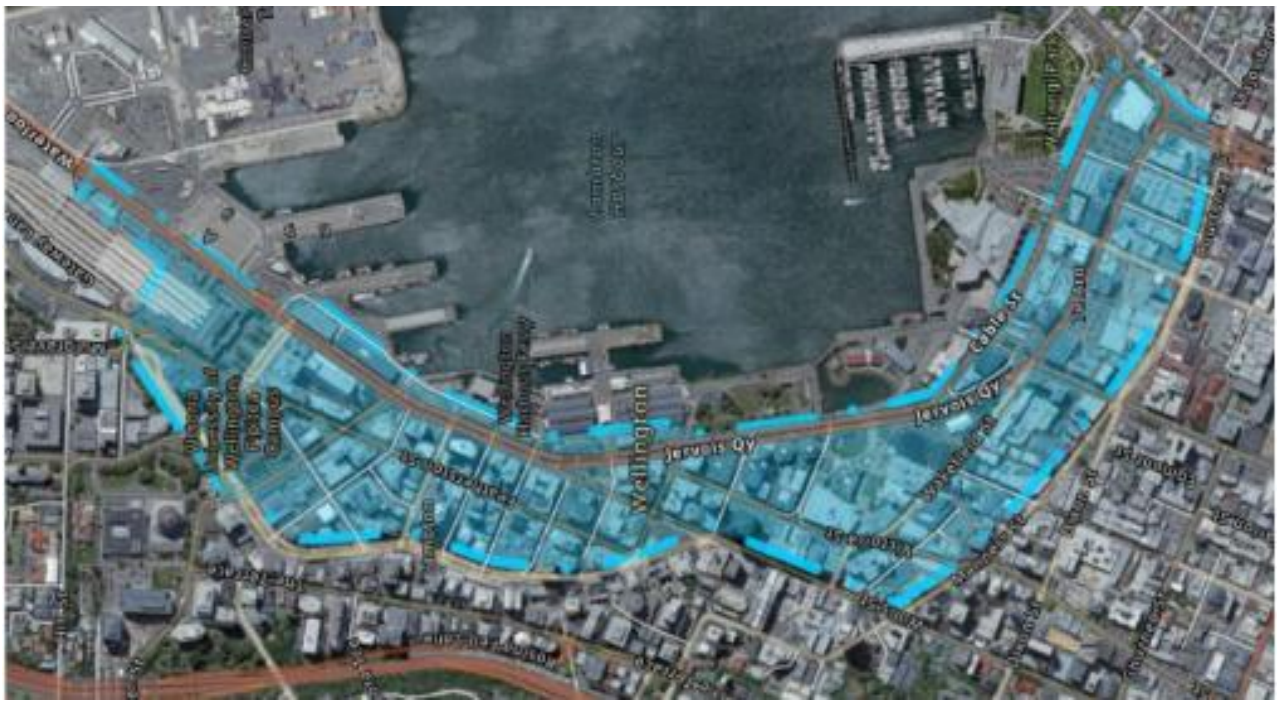

Figure 4: Harbour Quays geographic scope

The addition of a second public transport corridor will immediately provide benefits to current bus customers using the Golden Mile and Harbour Quays corridors. It will provide wider network capacity and priority bus improvements and enhance mode shift options.

[19] Golden Mile Bus Corridor Analysis August 2024 – Tonkin + Taylor

Why do this project now?

There are multiple reasons why waiting to undertake this project is not appropriate, and it is needed now – the main reasons being:

- **A problem today, getting worse:** The single current public transport corridor in Wellington City (the Golden Mile corridor) already has too many buses running on it at peak (79-99 per lane per hour actual vs 50-80 per lane per hour optimum) causing capacity and service issues i.e. reduced reliability so passengers cannot be sure when their bus will arrive and increased dwell times at stops. Having only a single public transport corridor in Wellington City was first identified as an issue in 2009 and then again in 2019 when in both cases the need for an additional public transport corridor through the central city was identified.
- **Economic benefits not being realised:** The Economic Case identifies an average of a 7-minute saving for passengers on buses that will travel on the Harbour Quays corridor and an average of 2 minutes saving for passengers on buses that will remain on the Golden Mile corridor. These benefits are available as soon as Harbour Quays is operational – the longer it takes, the longer it will be before these benefits are realised.
- **Reduced passenger service:** Degradation of service for passengers travelling on buses along the Golden Mile corridor is and will continue to get worse as more and more buses are added to the Golden Mile corridor. Until some buses are moved to a second public transport corridor, we are essentially leaving passengers to deal with more and increasing unreliability for their travel journeys. This approach is not consistent with the strategic approach of the city of "moving more people with less vehicles".
- **Alternative bus corridor for disruption:** Aside from shorter one-off needs for an alternative public transport corridor e.g. an event, there are two major infrastructure projects that will require the use of a second bus corridor in the near future for them to work.
    - The SH1 Wellington Improvements project which not only mentions increased public transport use of the Harbour Quays in its Investment Case but will, due to disruptions on the road network during construction (particularly from the east and south) need more bus capacity on Harbour Quays to support the increased number of people not wanting to get struck in the construction traffic whilst driving. Harbour Quays needs to be well operational before this additional capacity is needed to provide for additional buses.
    - Golden Mile improvement project which requires the re-routing of all buses off Courtenay Place during construction. The Harbour Quays corridor will need to be operational before this occurs. The Golden Mile project also includes major three waters upgrades that are required, regardless of what else is done in this project – these may need bus re-routing.

Problem statement

An Investment Logic Mapping (ILM) workshop identified the problems the project addresses. Below is a table that represents these problems as well as the high-level benefits expected from solving the problem. Further information can be found in **Appendix A: Problem Definition Workshop Report**.

Table 7: Definition of the high-level problem and benefits

Problem and weighting	Problem definition	Potential benefits of resolving the problem
Lack of peak time capacity for buses on the central corridor of the city's bus network along the Golden Mile (50%)	Parts of the city's central public transport corridor 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.	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 Increased productivity of buses
Temporary network disruption for all modes in the Harbour Quays corridor (40%)	Multiple transport, three waters and urban development projects over the next 2-5 years, and events (i.e. protests / parades) in the central city area will continue to result in a loss of bus 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.	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
Poor level of service connections for bikes across the central city area (10%) NB: This problem statement is being addressed by a separate project.	Substandard levels 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.	Greater optimisation of investment in broader cycle network, including: • Increased people on bikes • Increased mode shift • Increased safety for bikes and pedestrians • Reduced conflict in shared spaces on the waterfront

Associated work to date

The need for an additional public transport corridor through the central city was first identified in 2009, through the Opus central area bus operational review and MRCagney's 2011 Wellington City bus review.

A LGWM programme business case (2019) identified the need for two primary public transport corridors through the Wellington central city, with a dual corridor then enabling mass transit to be introduced on the waterfront corridor later.

That business case identified a cap of 100 buses per hour (with an optimal limit of 50-80 buses per hour), in each direction of travel on the Golden Mile corridor, and that any

additional buses per hour were to be accommodated on an additional (unspecified) north-south public transport corridor.

GWRC developed initial concept designs in 2021 for the planned Harbour Quays public transport corridor that would meet demand and requested that these be included in the scope of the LGWM programme.

With the dissolution of LGWM in December 2023, it was agreed that WCC, in partnership with GWRC would progress LGWM's Interim Second Corridor, now called the Harbour Quays public transport corridor, to address capacity issues forecast with the Golden Mile corridor from 2025.

In May 2024, GWRC submitted on WCC's LTP (2024-34) and expressed strong support for the joint approach of investing in the Wellington City bus rapid transit programme, aimed at bus network improvements – a faster and efficient bus network timetable across the region for fully integrated rapid transit corridors for a more efficient and productive transport network.

The Harbour Quays public transport corridor was included in both councils' LTPs 2024-2034. The councils' approved their respective LTPs in June 2024.

3.2. Alignment with strategies and plans

This section outlines key national, regional, and local Acts, strategies, policies, and plans relevant for this business case. Figure 5 below outlines the strategic context of the transport elements of these plans and strategies.

Strategic document	Strategic direction
Land Transport Management Act	Objective of contributing to a safe, effective, and efficient land transportation system
Government Policy Statement (GPS) on Land Transport	Less congestion, increased patronage, and better public transport options are some of the GPS outcomes aligned with the project's objectives
National Land Transport Plan	The 2024–27 National Land Transport Programme is our commitment to a safe, accessible land transport system for New Zealand now and in the future
Regional Land Transport Plan	Priorities - Public Transport Capacity, Travel Choice, Strategic Access, Safety, Resilience
Bus Priority Action Plan	We need to move more people with fewer vehicles in Wellington, especially at peak travel times. Giving priority to buses on key routes helps to move more people around the city and make it more attractive than driving by car

Figure 5: Strategic context

National-level plans

- Harbour Quays supports the Land Transport Management Act's (2003) objective of contributing to a safe, effective, and efficient land transportation system.
- The Government Policy Statement on Land Transport 2024-34 (GPS) references the acceleration of the Harbour Quays bus corridor in Wellington. Less congestion,

increased patronage, and better public transport options are some of the GPS outcomes aligned with this project's objectives.

Several other strategies and plans that align with the Investment Objectives in this business case, include:

- NZTA's Arataki 30-year Plan represents a shared sector view of how we should plan, develop, and invest in land transport. Among the goals of the plan are to enable mode shift from private vehicles, easing congestion and supporting economic activity through high frequency and reliable services.
- A range of transport initiatives are identified in New Zealand's second Emissions Reduction Plan 2026-2030[20] One of the key actions and policies in the Transport section of this plan is “Supporting public transport in our main cities”.
- NZTA Toitū Te Taiao – Our Sustainability Action Plan 2020: This project supports the Plan’s vision for a low carbon, safe and healthy land transport system.
- It is the purpose of NZTA's Regional Mode Shift Plan - Wellington 2020 to make shared and active modes more attractive, and to influence travel demand and choices of transportation, with a focus on increasing public transportation to improve travel times and reduce congestion.

Greater Wellington Regional Council plans

- Wellington Regional Land Transport Plan (RLTP) 2021-2031: Harbour Quays supports the plan’s carbon emission, safety, and mode share headline targets. The RLTP mid-term review (2024) has identified Harbour Quays as a significant project and ranked it at regional priority four (out of 30 ranked programmes – some of which include several projects).
- Wellington Regional Public Transport Plan (RPTP) 2025-2035 describes long-term goals and objectives, setting out focus areas and the actions that will help achieve these goals. The RPTP includes activities and initiatives to - provide a high quality, high capacity, high frequency core network; improve access to public transport; and improve the accessibility of public transport. It also identifies the following in Wellington City - deliver bus prioritisation and wider bus network improvements across Wellington City. Exploration of the establishment of dedicated bus corridors.
- Wellington Regional Transport Emissions Reduction Pathway 2023 is a long-term strategy for transforming the way we design our towns and cities. The focus areas of the Pathway include more transport choice and smarter freight – support decarbonisation and mode shift.

Wellington City Council plans

- Triennium Plan 2025-2028: A list of outcomes to be delivered. The Harbour Quays project is supported in this plan.
- LTP 2024-34: A strategic priority is to transform the transport system to move more people with fewer vehicles.
- Te Atakura First to Zero Strategy (2025 update): This is a blueprint to make Wellington City a zero-carbon capital (net zero emissions) by 2050. This Strategy includes the Harbour Quays and Route 2 improvements projects as joint initiatives with GWRC.

[20] This formally came into effect on 1 January 2026.

- The Wellington City Spatial Plan (2021): Calls for a safe, connected, and low-carbon transport network. Additionally, the Plan outlines safely and efficiently moving more people with fewer vehicles and giving convenient, safe, and accessible choice for people to travel without using cars
- WCC Economic Wellbeing Strategy (2022): Developing thriving suburban centres and a dynamic city centre through public and active transport infrastructure is one of the outcomes of the WCC Economic Wellbeing Strategy.
- The Golden Mile Single Stage Business Case: Assumed that a second north/south public transport corridor would be developed to supplement the Golden Mile, providing increased capacity and supporting the overall efficiency of Wellington's public transport network.

RoNS SH1 Wellington Improvements project

The SH1 Wellington Improvements project has been identified in the Government Policy Statement on land transport (GPS 2024) as a Road of National Significance (RoNS), to unlock economic growth in the Wellington region. The Investment Case for this project includes the following "*Traffic reduction on local roads: more people using the state highway means less traffic on local roads, enabling wider transport opportunities such as increased public transport use of the Harbour Quays*."

3.3. Investment objectives and key service requirements

As a result of engagement with key Subject Matter Experts (SMEs) and internal stakeholders within WCC and GWRC, the Investment Objectives, and business needs set out in Table 8,

Table *9,* and Table 10 have been identified.

It should be noted that these Investment Objectives were set when the project was of a more transformational nature and a higher value investment. Now the project has been scoped to a lower level (see section 4.4 short list options for commentary on this change), not all these investment objectives are now able to be met. This is particularly so for Investment Objective 3.

Table 8: Investment Objective one

Investment Objective 1	To enhance travel time and operational efficiencies and resilience in response to planned and unplanned disruptions through the development of a second public transport corridor by December 2027
Existing arrangements	• Over the next 2-5 years, multiple transport, three waters, and urban development projects and events within the central city (i.e. parades, protests) will lead to a loss of bus network capacity in the central city area and disruptions of all modes of transportation, causing travel delays and poor customer experiences. • Temporary disruption caused by minor road works, events, protests, and building works will result in rerouting of buses and further impact reliability for all modes. • Suboptimal performance in public transportation may lead to issues relating to an unattractive urban environment.

Investment Objective 1	To enhance travel time and operational efficiencies and resilience in response to planned and unplanned disruptions through the development of a second public transport corridor by December 2027
Business needs	• Access to good public bus transport services is enabled through high-quality infrastructure • To improve variability of bus travel times • Operational and efficiency optimisation of transport networks • To increase alternative route options for planned and unplanned transport disruptions • To enable better continuity of service • To enable fast and more reliable journeys • To enhance street scape experiences • Infrastructure that supports more efficient bus services to and through the city, including regional destinations such as the hospital and airport, Te Papa and Tākina.

Table 9: Investment Objective two

Investment Objective 2	To increase public transport capacity through the central city by creating a second public transport corridor through the central city by December 2027 due to the currently constrained Golden Mile
Existing arrangements	• Bus volumes significantly exceed optimum bus numbers (50-80 buses per lane per hour). • Current peak bus speed (8 km/h) is well below international benchmarks. • As a result of increased passenger demand and services along the Golden Mile corridor, parts of the city's central public transport corridor operate at or exceed capacity at peak times, resulting in reduced reliability, increased travel times, and impact on the central city's quality. • From 2035, bus speeds at the morning peak are expected to average 3-6 km/h on the Golden Mile corridor as congestion increases. • In peak traffic, buses will increasingly queue back onto Cambridge Terrace and back to the Railway station. • Without changes, unreliable services will degrade, especially in the central city, and inefficiencies like slower journeys and bus delays will continue to worsen.
Business needs	• To address the Golden Mile public transport corridor capacity constraints • To transform the transport system to move more people with fewer vehicles • To provide for growth in bus numbers, including where additional services are required to respond to increased demand from network disruptions or increased cost of private travel • To improve the bus level of service • To improve safety for all corridor users

Table 10: Investment Objective three

Investment Objective 3	By 2030, to enhance connectivity and safety along and across the Harbour Quays corridor for all modes of travel, in order to support urban activation
Existing arrangements	• The number of traffic lanes on the Quays causes a significant severance, impacting safety and accessibility for pedestrians and other active modes; also compounding poor connectivity and wayfinding between the waterfront and city destinations. Levels of amenity along the corridor are limited with poor provision of greening and shelter from sun and wind. • Movement space in the Harbour Quays corridor is dominated by vehicles, impacting amenity, viability of active urban edges and contributing to poor safety outcomes from a Crime Prevention Through Environmental Design (CPTED) perspective. • There is a limited recognition of the corridors cultural and historical significance. • Over the next 2-5 years, multiple transport, three waters, and urban development projects, will lead to disruptions for all modes of transportation, causing travel delays and poor customer experiences.
Business needs	• To provide alternative transportation options during any construction disruption in the next 2-5 years • To improve pedestrian connection to key city destinations • To provide an excellent bus passenger experience • To provide attractive, people-oriented streetscapes that encourage commercial development, and urban renewal • To maintain access to businesses, residential areas and for emergency vehicles • To provide amenities at key bus stops in keeping with the central city place function • To allow for integration with planned future bike network development projects • To ensure no net loss of green infrastructure • To support cost-effective amenity, transport safety and transport integration improvement options.
Notes	• The Harbour Quays project will partly address this investment objective by resolving the buses through the corridor. Separate projects are planning bike network developments and delivery of green infrastructure. Not all the business needs identified are able to be met by this project.

The table below outlines the key service requirements that must be met by this project and that have been factored into the recommended option for this business case.

Table 11: Harbour Quays potential key service requirements

ID	High-level service requirement	Rating
1.	Buses can drive along the two-way corridor alternative to Golden Mile with a drop-off and pick-up capability	Essential/core

ID	High-level service requirement	Rating
2.	Providing adequate, comfortable, and safe shelter at bus stops	Essential/core
3.	Providing safe and efficient access to bus stops for buses and bus passengers	Essential/core
4.	Parking management	Essential/core
5.	Information provided in real time	Essential/core
6.	Maintaining or decreasing the total journey time (including the walk to and from the stop)	Essential/core
7.	A sufficient length of bus stops so that buses can pull into and out of stops without difficulty	Essential/core
8.	Suitable wayfinding	Essential/core
9.	Redesign of bus service routes and timetables	Essential/core
ID	**Other**	
1.	Elevated bus lanes	Out of scope
2.	Grade separation for pedestrians	Out of scope
3.	Speed limit changes	Out of scope
4.	Any civil works outside of the requirements for bus stops	Out of scope
5.	Redevelopment of the waterfront	Out of scope
6.	Increased capacity for general traffic on the roads	Out of scope
7.	The development of alternative corridors (other than Harbour Quays preferred option)	Out of scope
8.	General carriageway maintenance and operations	Out of scope

3.4. Key stakeholder information

Engagement to date

GWRC have run a number of focus groups on the Harbour Quays public transport corridor concept. These include:

- The GWRC Public Transport Advisory Group workshops on the Harbour Quays, 2021, 2023 and most recently May 2025, where the proposed designs were shared for feedback in a focus group.
- A focus group undertaken by Research First on behalf of Metlink in 2021.

Most participants supported the creation of a second public transport corridor along Harbour Quays, acknowledging it was necessary to enable more bus services to be provided in the central city. However, any shift of bus services to the Harbour Quays would be contingent on:

- Improved bus services, including shorter travel times through the city centre, particularly at peak times
- Good shelter at bus stops to mitigate perceptions that the Harbour Quays is exposed to the weather

- A better connection to the waterfront and improved place making along the Quays
- Safe and fully accessible pedestrian access to and from Harbour Quays bus stops.

Other insights included:

- There should be a logical grouping of bus services between Harbour Quays and Golden Mile
- The Harbour Quays public transport corridor is an opportunity to activate the area between the central city and waterfront, encouraging more amenity in the area to give it a more human scale.

Information regarding external stakeholders

- We continue to work to understand stakeholder interests (including passengers and local businesses on the corridor) in greater depth and improve designs/corridor plans as necessary. Stakeholders will have an opportunity to provide feedback on the design through the consultation process.
- A list of stakeholders likely to be affected or interested in the results of the proposed Harbour Quays public transport corridor has been identified and has been engaged with. This list includes key businesses and facilities along the Harbour Quays corridor.
- WCC and GWRC have jointly developed a Communications and Engagement Plan that includes considerations for the lead time required for the implementation of a new corridor, bus services and timetables, enabling operators to better understand the changes and how they should allocate their fleet.
- A dedicated mailing list will record stakeholders for targeted and regular engagement, allowing those affected by on-street carpark removals and new bus stop installations to be kept informed. This will complement the engagement and consultation undertaken through the WCC traffic resolution process.
- Information on the project can be found on both WCC[21] and Metlink[22] websites and a dedicated email address is available.

3.5. Benefits profile

During working sessions (including an ILM session and a separate benefits meeting) with internal stakeholders and SMEs the following high-level benefits were identified.

Table 12: High-level benefits

Benefit Description	Beneficiary	Benefit Measurement	Strategic Imperative (and KPI) Linkage
Bus travel time and reliability improvements for bus passengers	Bus passengers, and the public in the Wellington region	KPI1: Average travel times for buses on both corridors (Harbour Quays and Golden Mile) KPI2: Variability of average travel time	**WCC Economic Wellbeing Strategy:** Reliability of core infrastructure (water supply, energy supply, transport) supports business productivity

[21] Harbour Quays Bus Priority | WCC Transport Projects
[22] Regional Bus Corridors - Harbour Quays » Metlink

Benefit Description	Beneficiary	Benefit Measurement	Strategic Imperative (and KPI) Linkage
		for buses on both corridors KPI3: Satisfaction with travel time and reliability along Harbour Quays	KPI: Time it takes to travel across the city – decreasing trend KPI: Business perception survey – improving trend **Bus Priority Action Plan:** More bus priority KPI - More reliable and quicker bus trips **RLTP:** Build capacity and reliability into Wellington City's public transport network to accommodate future demand KPI: Public transport journey times and variability - Average travel times on core regional bus routes Travel time variability on core regional bus routes KPI: The efficiency of the road network on strategic corridors – Average travel time variability on selected strategic routes.
Increased peak bus capacity within the central city	Bus passengers, the public in the Wellington region, businesses, and employers	KP1: Number of buses supported through both Golden Mile and Harbour Quays corridors KPI2: Increased central city bus peak hour patronage	**RLTP:** Build capacity and reliability into Wellington City's public transport network to accommodate future demand KPI: Capacity utilisation rate (the public transport system can accommodate future demand) KPI: The number of people boarding bus and train services during peak and off-peak times

Benefit Description	Beneficiary	Benefit Measurement	Strategic Imperative (and KPI) Linkage
Improvements in the walking environment along the Harbour Quays corridor	Bus passengers, the public in the Wellington region, businesses, and employers	KPI1: Pedestrian flow along and across the corridor at key locations KPI2: Walking Safety (pedestrian crashes)	**WCC Central City Framework:** More walking KPI: Pedestrian footfall into the CBD and around it KPI: The degree to which the city is walkable.

3.6. Environmental scan considerations

Environmental scan considerations for the project are outlined in the table below. The relevance of each of these many change from time to time and over the life of the project.

Table 13: External drivers

The external drivers for the investment proposal	Description and considerations
Political context	Potential for change to decisions on the Golden Mile improvement project creates uncertainty for planning of Harbour Quays and other projects. A review of the Golden Mile project is being undertaken and will be reported to WCC elected members for decisions in June 2026. Different political priorities between GWRC and WCC councillors may make for challenging decision-making and may affect the suitability of the preferred solution. Government Policy Statement on Land Transport and the direction of central government.
Economic context	Increased costs and people spending less time in the city are currently putting significant pressure on the city and economy. A move from central government for an increase in user pays for public transport and/or an increase to the cost of fuel, might impact on peoples travel choices. In the central city, businesses are facing a challenging economic environment, as well as a lower ability to withstand and accept disruptions.
Social licence	It is possible that the project, particularly the impact for private vehicles on the Harbour Quays corridor, will attract strong public backlash, especially considering rising rates and struggling inner-city businesses. There is an expectation from public transport passengers, that the introduction of a second public transport corridor will lead to improved bus services.

3.7. Main constraints, dependencies, and assumptions

This project is subject to the following constraints, dependencies and assumptions. During the project, management strategies and registers are used to keep track of these, and they are monitored and managed regularly.

Table 14: Key constraints, dependencies, and assumptions

	Constraints	Notes
C1	There is a budget of $10 million for development and implementation allocated in the 2024-34 LTPs	Allocated through LTP 2024-2034 and signalled in the project brief.
C2	It is important to consider the construction schedule for the Golden Mile and the need to minimise disruption to transportation and businesses. If traffic management isn't used, temporary solutions would be difficult to implement in time for construction to begin.	Regular programming meetings - to coordinate and communicate key milestones and critical paths. The Golden Mile Team would need to implement temporary traffic management if coordination in terms of timing cannot be achieved.
C3	It is important to consider the construction schedule for the SH1 Wellington Improvements project, and the construction disruption mitigation measures, which could include significant increases to public transport during the construction period	Without a second public transport corridor, Metlink would be unable to respond to an increase in public transport demand associated with construction disruption.
C4	Delivery timescale constraints	To alleviate pressure from the construction impacts associated with either the Golden Mile or SH1 Wellington Improvements projects, the project needs to be implemented and operational first.
C5	Heritage sites and sites of significance to Māori, including those protected by the District Plan, need to be considered	Consider the context analysis document prepared by the Urban Regeneration Team and engage the necessary advice on specific design aspects.
C6	The heritage value of the Post Office Square may prevent shelter installation or limit nearby construction.	Likely that a non-notified resource consent will be required.
C7	Significance and Engagement Policies	The policies consider the importance of the project to both councils, community interests, consistency with strategy, and impact on both council's capacity to inform the level of engagement and communication.

	Constraints	Notes
C8	The proposed traffic resolution must be open for consultation for a minimum of 2-weeks before a decision can be made on it.	Normal practice on significant projects is to allow 4-weeks for feedback on proposed traffic resolutions. This will apply to this project.
C9	Space is limited and the reallocation of that space across various users is likely to be politically contentious.	It is important for designers to consider this during the optioneering process.
C10	Local Government Act requirements for elected members to make the decision on reasonably practicable options (unless delegated) and sufficient information to be included in consultation	Elected members should be provided with all options as part of any decision-making process, and the public must be informed of all the identified reasonably practicable options as part of any consultation process.
C11	The operator's bus drivers require extensive consultation and programming of changes to their rosters (between three to six months).	This lead time needs to be factored into the go-live planning.
C12	Location of bus stop by the Fale on the waterfront may cause a conflict between that project and public transport needs. Bus stop placement options along that stretch of the corridor are limited.	Discussions between the two projects to look at issues and options.

	Dependencies	Notes and management strategies
D1	The Golden Mile improvement project (if the project proceeds) construction may require closure of sections of the corridor and a reduction in vehicles travelling through that corridor during construction.	The construction schedule for the required bus stops should ensure alternative bus capacity is available by late 2027 to minimise transport and business disruption across the central city.

	Assumptions	Notes and management strategies
A1	The current number of buses on the Golden Mile public transport corridor (79-99 per lane per hour) is today higher than the optimum level supported by international literature (50-80 buses per lane per hour). It is already exceeding capacity.	If buses are not taken off the Golden Mile corridor, we will continue to experience already declining bus speeds and increased unreliability due to greater congestion and at least 3 or 4 buses travelling together. As congestion increases this will impact on the wider transport network.
A2	Harbour Quays will be operational before construction on the Golden Mile improvement project	Lambton Quay construction requires diversions for the duration of construction.

	Assumptions	Notes and management strategies
	commences to provide for the ability to reroute Golden Mile buses off the Golden Mile corridor	Harbour Quays must be operational before construction can commence
A3	Harbour Quays will be operational well before construction on the SH1 Wellington Improvements project begins – to provide for increased public transport use (i.e. more passengers and/or more buses) on the Harbour Quays during disruption on the roads	General traffic from the east and south in Wellington in particular will be disrupted by SH1 Wellington Improvements project construction and driving will become an issue (i.e. take a long time). The SH1 Wellington Improvements projects assumes more people will opt for public transport during this time.
A4	Traffic resolution approvals will be achieved for the preferred design.	If consultation raises issues which require designs to be changed significantly before traffic resolutions are presented to the relevant Committee or are not adopted, re-design will be required to deliver an approvable solution.
A5	The solution is expected to be in place for the next 10-15 years.	In 10 to 15 years, the demand for public transport will likely necessitate the consideration of further changes to the corridor.
A6	The Cross City Bike Connection project will address the issues in the corridor for bikes.	The Cross City Bike Connection is looking at the connections from the Railway Station to Kent Terrace and Brooklyn Road.

4. Economic case

The purpose of the economic case is to assist in determining the preferred way forward for the project.

4.1. Critical Success Factors (CSF's)

CSFs are the attributes essential to successful delivery of the investment, against which the project options can be assessed. The CSFs must be crucial rather than desirable.

The CSFs for the project were developed through workshops held in early 2025 and then updated for this business case. These are set out in the table below.

Table 15: Critical Success Factors

CSF Dimension	Considerations	Investment-specific CSFs/Explanation

Strategic fit and business needs	Is the option aligned with the WCC, GWRC and national key strategies?
	How well does the option fit the investment objective, business need and service requirements?
		• The project is aligned with the strategies, goals and other projects of WCC. For example:
		  ○ Triennium Plan 2025-2028, WCC LTP 2024-34, Te Atakura First to Zero Strategy (2025 update), Wellington City Spatial Plan (2021), WCC Economic Wellbeing Strategy, Paneke Pōneke: Bike Network Plan and Golden Mile SSBC.
		• The project is aligned with the strategies and goals of GWRC. For example:
		  ○ Wellington RLTP 2021-2031, GWRC LTP 2024-34. Bus Priority Action Plan 2019 and Wellington Regional Transport Emissions Reduction Pathway 2023.
		• The project is aligned nationally, for example:
		  ○ Government Policy Statement on Land Transport 2024-34, NZTA's Arataki 30 Year Plan, NZ Emissions Reduction Plan, NPS on Urban Development and SH1 Wellington Improvements RON's project.
		• The project can meaningfully contribute to achieving the investment objectives (as set out above in the Strategic Case).

Potential achievability [Resourcing, technical and programming]	How well will the option deliver given both council's ability to respond to changes?	• WCC and GWRC have the capacity and level of skill to deliver this project. • Regulatory approvals, such as resource consents and traffic resolutions, can be achieved.

CSF Dimension	Considerations	Investment-specific CSFs/Explanation
	What are the technical risks involved in developing or implementing this option? When can the option be delivered?	• The project will be able to satisfy a Road Safety Audit. • The project can be constructed in a reasonable timeframe, and in particular, it can be implemented by the end of 2027.
Potential value for money	Does the option provide a good value for money in terms of achieving the identified benefits?	• The benefits of this project will outweigh the cost.
Potential affordability	How well can the option be funded from available sources of finance? Is there any impact on both council's overall financial performance resulting from doing this project?	• Funds have been identified in the WCC and GWRC's LTPs for design and implementation costs. • Operational and capital costs are affordable throughout the project's lifecycle (noting there is likely to be some on-street parking revenue lost from parking removal). • As compared to taking no action, the project provides better outcomes within the affordability envelope.
Supply-side capacity and capability	Can the suppliers deliver the option? Will the option be attractive to the supply side?	• Suppliers have the capacity and capability to deliver the project. • A competitive construction tender opportunity will be provided to potential suppliers through this project.

For avoidance of doubt, the performance of the preferred option (see section 4.12) has been assessed against the above CSFs in the table above.

4.2. Long list corridor options and initial options assessment

The Strategic Case indicated that the city's only current public transport corridor, the Golden Mile has reached the limits of its operational capacity and will experience severe bus congestion by 2032, significantly affecting both travel times and travel time reliability. As almost all Wellington bus services use this corridor, the impact would be network wide.

There are two options to address this problem: reducing demand or increasing capacity.

Since reducing demand contradicts several of WCC and GWRC's strategies and policies that promote public transport (as identified in the Strategic Case), **the preferred approach is to increase the capacity of the bus network through the central city**.

Capacity on the Golden Mile corridor is constrained by the limited road capacity of the corridor (i.e. the road cannot be easily widened) and therefore an additional public transport corridor is required elsewhere to provide extra capacity.

A second public transport corridor is therefore required to provide additional public transport capacity through the central city; Additional capacity will also support the improvements to the Golden Mile if pursued.

An additional public transport corridor will allow some current services to transfer onto the new corridor. This will move some services off the Golden Mile public transport corridor, enabling increased service frequencies on existing services and providing redundancy if the Golden Mile public transport corridor is disrupted.

4.3. Long list assessment and recommendations

Interim and permanent options for the second public transport corridor were initially developed and assessed across a series of workshops in July 2024. These workshops were attended by representatives from WCC, GWRC, NZTA and consultants. The process undertaken is documented in the Harbour Quays Options Assessment Report (Rev 2, WSP,13 August 2024) attached as **Appendix B**.

At the time of undertaking the long list assessment, WCC and GWRC were pursuing a phased approach for delivery of the second public transport corridor so were considering both permanent and interim corridor options. Analysis in this section aligns with this and includes both:

- Interim improvements would be implemented to address the short-term needs of the central city bus network (e.g. for the first 10 years). Identified as options referenced with a “T” below.
- Permanent improvements in the long-term. Identified as options referenced with a “P” below.

Whilst a phased approach is no longer being taken, both WCC and GWRC considered the optioneering process undertaken in 2024 was still valid in terms of identifying and assessing a long list of options, and that any future option and development process would build on this work. Therefore, these options are outlined below.

For both the interim and permanent options, two high-level road corridors were considered for a second public transport corridor parallel to the Golden Mile. No other corridors that would achieve the objectives were considered realistically available and changes to the Golden Mile corridor were out of scope and did not meet the identified need from Metlink of creating a second public transport corridor through the central city.

The two high level corridors were:

- The Harbour Quays corridor which comprises Whitmore Street, Customhouse Quay, Jervois Quay, Cable Street, and Wakefield Street to Kent Terrace.
- The Featherston corridor which comprises Whitmore Street, Featherston Street, Hunter Street, Victoria Street, and Harris Street before connecting to Jervois Quay and the rest of the Harbour Quays corridor.

Two interim options and eight permanent options were developed as part of the long list.

The two interim options, as shown in Figure 6[23] are referred to as follows:

- T01: Featherson Street - Split Bus Corridor, which splits northbound and southbound buses between the Harbour Quays and the Featherston corridor (it is noted at the time of the assessment bikes were proposed to be accommodated on the Harbour Quays).
- T02: Harbour Quays - Kerbside Bus, which has buses in both directions on the Quays on either side of the road (it is noted at the time of the assessment bikes were proposed to be accommodated on the Featherston Street corridor).

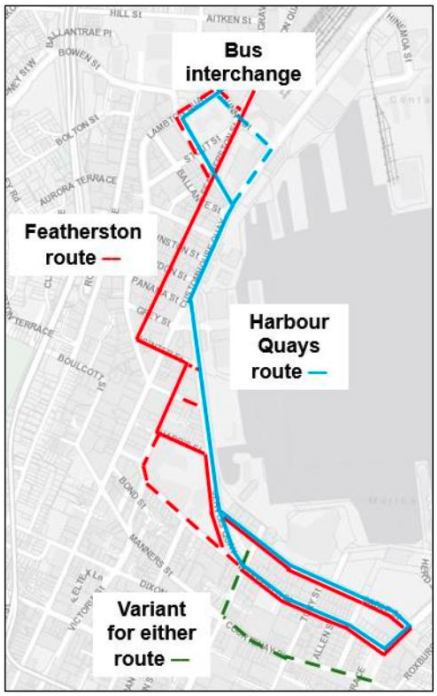

Figure 6: T01 and T02 interim bus corridors

The permanent options are outlined in Table 16 below (see **Appendix B: Harbour Quays Options Assessment** for more detailed information). These all pivot around the two main corridors of Featherston Street and the Harbour Quays but involve greater levels of infrastructure change to enforce the status and priority of the bus corridors.

Table 16: Permanent bus corridor options

Option Category	Option
P01 – Split bus corridor	P01A: Split Bus Corridor via Harris Street including converting Wakefield Street into a two-way busway.
	P01B: Split Bus Corridor Variant via Wakefield Street including converting Wakefield Street into a two-way busway.
P02 – Buses both ways on Quays, bikes on Featherston corridor	P02A: Buses Kerbside on Quays – buses would travel in Kerbside lanes.
	P02B: Buses Cityside on Quays – two-way buses on the current northbound carriageway, closing a number of side streets
	P02C: Buses Centre-Running on Quays – buses would travel in a new two-way bus corridor in the middle of the Quays, replacing the current median.

[23] See: Harbour Quays Options Assessment, Wellington City Council, August 2024.

Option Category	Option
P03 – Buses on Featherston	P03: Buses on Featherston – two way buses on Featherston Street with no general traffic.
P04 – Buses and bikes on the Quays	P04A: Buses and Bikes Cityside on Quays – similar to P02B but also including a two-way cycle lane in the same corridor.
	P04B – Buses Cityside and Bikes Waterfront Side on Quays. Similar to P04A but the cycleway is on the current southbound carriageway.

All 10 options were evaluated against a range of criteria across seven categories: Bus, Bikes, Pedestrians, Place, Strategic Alignment, Effects, and Implementability and this assessment can be found in Harbour Quays Option Assessment Report (see **Appendix B**).

The Harbour Quays Option Assessment Report stated the following conclusions regarding the preferred interim and permanent options:

> *The preferred interim option was T01 – Split bus corridor. This option avoids the need for bus passengers to cross the Quays to access Golden Mile or nearby destinations. It allows both the Featherston and Quays corridors to be tested for traffic and bus travel time impacts. It also avoids the added costs of providing a contra-flow bike facility along the Featherston corridor.*
>
> *No preferred option was selected for a permanent solution. While options P03, P04A, and P04B scored highest, it was agreed amongst stakeholders that more information is needed to more robustly test the options. It was agreed that all the options tabled through this options assessment process will remain to be considered through a robust Business Case process. No options were fatally flawed based on the available information. However, funding availability may mean some options are not feasible.*
>
> *While identifying the need for bike provision as part of this process, the addition of bike infrastructure may be done at a later stage of the project.*

4.4. Short listed options

Following the completion of the long list options assessment in mid-2024, several key changes occurred in the overall context of the project, which impacted on the shortlisted options, as outlined below:

- A start date for the Golden Mile enabling works was confirmed[24] and, alongside this, confirmation that the project needed to be in place before construction starts on the Lambton Quay section of the Golden Mile in 2028.

[24] This work was completed in January 2025, with the Golden Mile improvement works expected to start later in 2025. Decisions by WCC in November 2025 put the Golden Mile improvement project on hold while an independent review was undertaken.

- WCC confirmed that they will not be looking to invest in a permanent solution in the short to medium term, and therefore this project needs to be in place for the next 10-15 years.
- The funding envelope for physical construction of the project was confirmed as being $6M-$8M.

These changes were expected to influence the relative preference between the interim and permanent options. To help determine this, the project team assessed the Do Nothing, interim, and permanent options against the CSFs outlined in the table below.

The assessment focused on the most relevant considerations for each CSF. It is noted that the "Supply-side capacity and capability" CSF was not considered applicable for this particular evaluation.

Table 17: Assessment options against the Critical Success Factors

Critical Success Factor Dimensions	Relevant CSFs Considered by Project Team	Options		
		Do Nothing	Interim Options	Permanent Options
Strategic fit and business needs	The project is aligned with the strategies and goals of WCC, GWRC and national strategies	Does not align.	Good alignment	Good alignment
Potential achievability [Resourcing, technical and programming]	• WCC and GWRC have the capacity and level of skill to deliver this project. • Regulatory approvals, such as resource consents and traffic resolutions, can be readily achieved. • The project can satisfy a Road Safety Audit.	N/A	• Interim options are implementable. • Further assessment will be undertaken to confirm achievability in the Developed and Detailed design phases.	• Permanent options are implementable. • Further assessment will be undertaken to confirm achievability in the Developed and Detailed design phase.

Critical Success Factor Dimensions	Relevant CSFs Considered by Project Team	Options		
		Do Nothing	Interim Options	Permanent Options
	The project can be constructed in a reasonable timeframe, and in particular, it can be implemented by the end of 2027.	No construction needed.	Implementation would be possible in the 2025/2026 and 2026/2027 financial years.	Implementation is unlikely to be possible from the 2026/2027 financial year (but ultimately depend on the option to be pursued).
Potential Value for Money	As compared to taking no action, the project provides better outcomes within the affordability envelope.	No better outcomes are achieved.	The 2024 MCA showed good outcomes in relation to the bus criteria and the options were within the affordability envelope.	The 2024 MCA showed good outcomes in relation to the bus criteria however, the options were not within the affordability envelope.
Potential affordability	Funds have been identified in the WCC and GWRC's LTPs for design and implementation costs.	No funds needed.	Can be entirely funded from existing WCC and GWRC budgets.	Higher costs mean that these options cannot be funded from existing WCC and GWRC budgets. Accordingly, a Funding Assistance Rate (FAR) contribution from NZTA would be needed. This may also not be possible due to national transport funding constraints.
	Operational costs are affordable throughout the project's lifecycle (noting there is likely to be some on-street parking revenue lost)	No changes to operational costs.	Minimal changes to operational costs.	Minimal changes to operational costs.

There were two key outcomes from this analysis:

1. **All of the permanent options were discounted**, as:
    - They involved significant new infrastructure which would not be affordable within the funding envelope and therefore are not considered reasonably practicable at this stage, given the broader fiscal constraints faced by WCC and GWRC that resulted in the funding available for this project being reduced.
    - They would not be able to be implemented before 2028 and therefore would not meet Investment Objectives 1 and 2, which require development of the alternative corridor by December 2027
2. It was determined that some further development was needed on the interim options as they would be required to have a longer design life than had been previously envisaged.

Accordingly, the two interim options identified from the long list process were short-listed to the recommended reasonably practicable options that would achieve the Investment Objectives. These two options have been subject to further development and evaluation.

To provide an appropriate basis for short-listed option comparison, it was agreed that a Do Minimum option would be used in preference to the Do Nothing approach previously applied in the 2024 Long List MCA. This reflects the fact that there were several committed projects identified that were assumed to proceed at that time. It was also agreed that this approach would also be consistent with NZTA's MCA guidance.

The short-listed options, including the Do Minimum option, are outlined below.

Option 0: Do Minimum

The Do Minimum involves retaining all buses on the Golden Mile corridor including the buses that currently stop/start in Brandon Street with bus growth in line with projected population and passenger growth (e.g. up to 130 buses per hour by 2032). With the completion of the Golden Mile improvement project, including the closure of Brandon Street, all bus routes currently terminating at Brandon Street would be rerouted onto the Golden Mile[25].

Option T01: Featherston Street

As shown in Figure 7 below, Option T01 follows a southbound corridor along Whitmore and Featherston Streets before exiting onto Jervois Quay. The exit onto Jervois Quay would occur via Hunter Street, or Willeston Street, or Harris Street. The latter two options would necessitate the southbound corridor also being located along the northern section of Victoria Street. Existing connections further south of Harris Street (e.g. via Wakefield Street or Victoria Street) were considered and discarded due to construction disruption constraints that would be created by the Te Ngākau build.

From the final exit onto Jervois Quay, the corridor continues along Customhouse Quay, Jervois Quay, Cable Street, and Kent Terrace before terminating at the Kent / Cambridge Terraces / Courtenay Place intersection. The northbound corridor starts at

[25] Following completion of the MCA, prior to completing the modelling and economics assessment, an independent review was initiated on the Golden Mile Improvements Project. Given the review was underway and the Harbour Quays may now be implemented prior to the Golden Mile, the Do Minimum used for the economic assessment assumes the Harbour Quays is the first project to be implemented.

Kent/Cambridge Terraces and traverses the Harbour Quays all the way to Whitmore Street where it re-joins the southbound corridor north of Featherston Street.

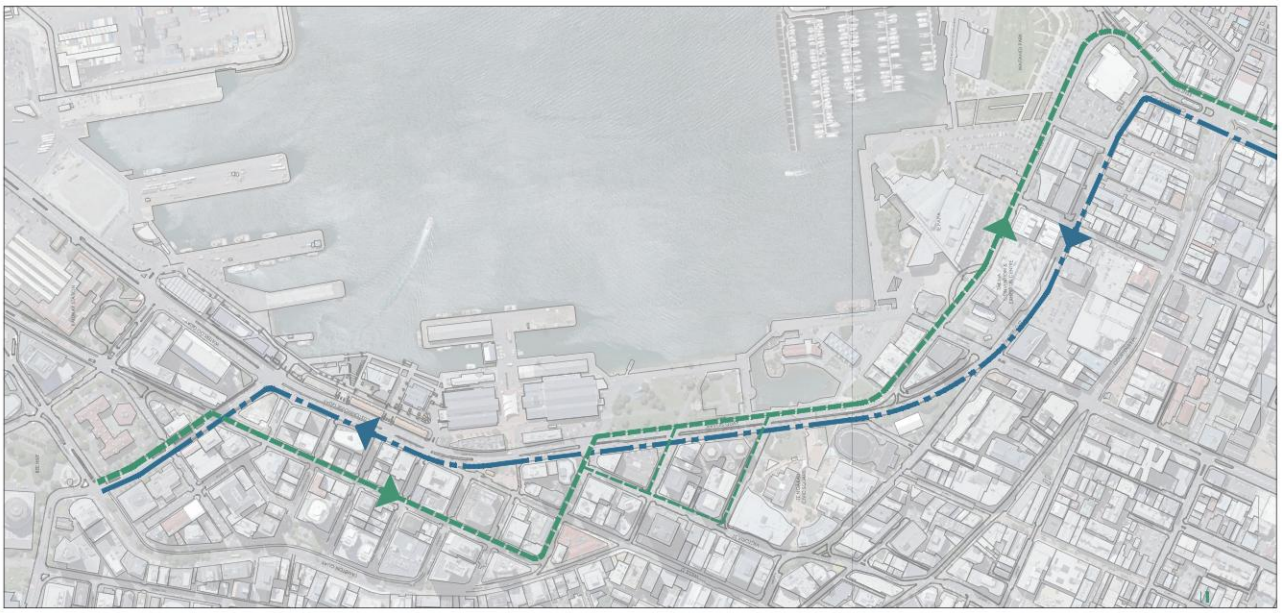

Figure 7: T01 Featherston Street corridor alignment

Further detail on Option T01 is contained within the Harbour Quays Concept Design Report attached as **Appendix C**.

Option T02: Harbour Quays

In summary, and as shown in Figure 8 below, Option T02 follows a southbound corridor along Whitmore Street before exiting onto Customhouse Quay. The corridor continues along Customhouse Quay, Jervois Quay, Cable Street, and Kent Terrace before terminating at the Kent / Cambridge Terraces / Courtenay Place intersection. The northbound corridor is the same corridor as southbound (and the same as T01).

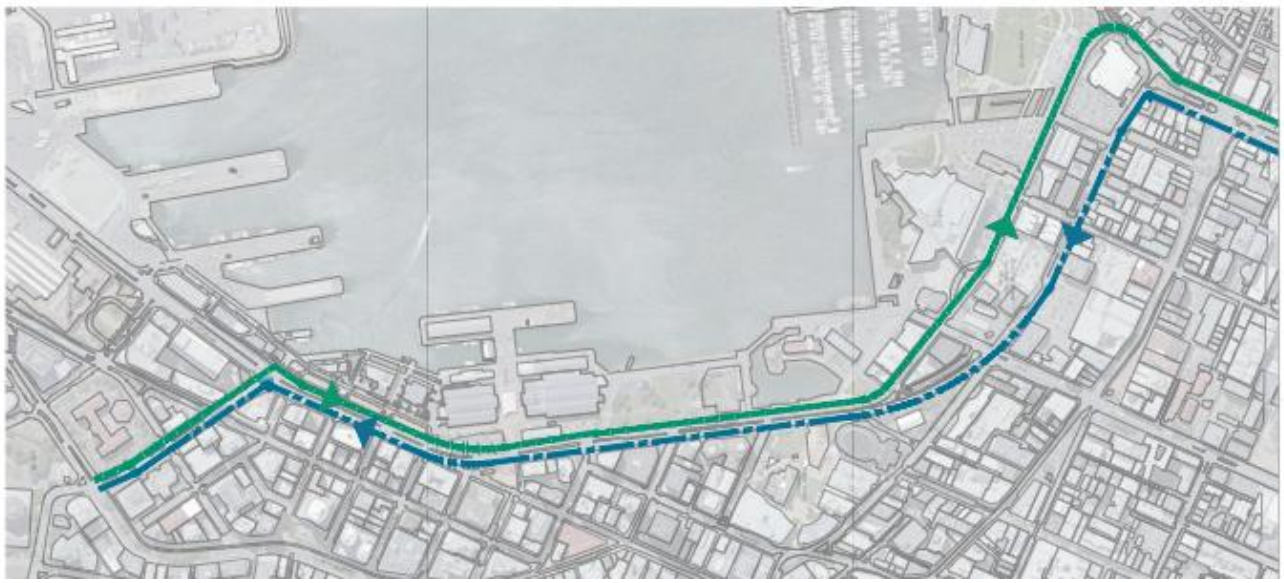

Figure 8: T02 Harbour Quays corridor alignment

Further detail on Option T02 is contained within **Appendix C: Harbour Quays Concept Design Report**.

4.5. Bus stop location strategy

In parallel with the corridor option assessment, a bus stop location strategy[26] was developed specifically to inform bus stop location options for the short-listed options of the Featherson Street option and the Harbour Quays option. This work was undertaken at this stage of the project so this information could be used to feed into the MCA process for the short-listed options.

Development of this strategy considered:

- Bus stop catchment analysis, including identifying an ideal spacing of between 250m and 400m.
- Locations and connection to major destinations along the corridor.
- Connection to other transport interchanges, including stops on the Golden Mile public transport corridor.
- Pedestrian connectivity, including proximity to safe pedestrian crossing points.
- Bus accessibility and manoeuvrability.
- Impacts to general traffic.
- Potential infrastructure requirements, including ease of construction.

Initial potential bus stop locations

Based on the constraints and operational requirements for both corridor options, the strategy identified 12 potential bus stop locations for the project. The general locations of the potential bus stops for both corridor options are shown in Figure 9 below and served as key inputs for the corridor option evaluations.

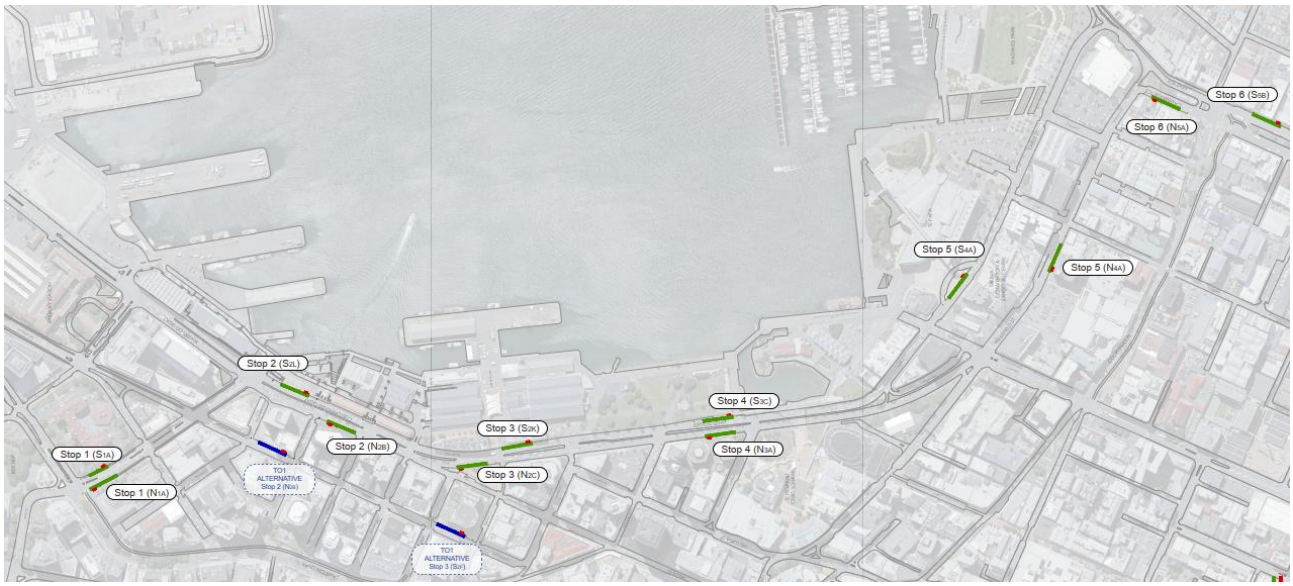

Figure 9: Featherston Street option and Harbour Quays option bus stop locations

Preferred option bus stop locations

In July 2025 a review of the number and location of bus stops was undertaken for the preferred Harbour Quays option. This review included a value engineering exercise to enable the project to remain within the budget allowance.

[26] See **Appendix B** for further information on the Bus Stop Location Strategy.

The review resulted in both the northbound and southbound bus stops in Whitmore Street being removed for several reasons:

- There is uncertainty as to whether these stops can work operationally with the proposed buses, particularly in the northbound direction where numerous services would need to cross two lanes to make a right turn into the Lambton Interchange within a short distance of the stop.
- These stops additionally were going to be expensive to build compared to other stops due to the requirements for services and other aspects.

This review resulted in now having a proposed 10 bus stops, five in each direction.

4.6. Key assumptions used in the 2025 MCAs

The following key assumptions were used to inform short listed corridor option development and the MCA process:

- The project needs to be operational prior to construction of the Lambton Quay section of the Golden Mile improvement project in 2028. The Golden Mile project is expected to be fully operational by 2031.
- The project will provide an additional public transport corridor to the Golden Mile corridor that will permanently accommodate selected bus routes moving through the central city.
- The project will also accommodate additional bus routes rerouted as a result of construction activities on the Golden Mile for a temporary period (nominally 1-2 years).
- Construction of this project is scheduled for 2026 and is expected to accommodate forecast bus and passenger volumes for up to 10 years.[27]
- The bus capacity for the project is based on anticipated growth and uptake that has been identified by GWRC. In summary it is expected that:
    - 90-140 buses per peak hour may need to use the project corridor during the Golden Mile construction period.
    - 30-60 buses per peak hour will use the Harbour Quays corridor post Golden Mile construction (interpeak frequency is expected to be in the order of 20-30 buses per hour).
- It is anticipated that express, commuter, and longer-distance regional services will operate along the Harbour Quays corridor, while regular all-day Wellington city services will continue to focus on the Golden Mile.
- The budget for the physical construction works for the project is between $6M-$8M. Accordingly, as a rule of thumb, all physical works are expected to be minimised and contained to the existing carriageways where practical. For example, in-line bus stops rather than indented stops are anticipated. In-line stops are also preferred for journey time reliability.
- All sections of the project will have a posted speed limit of 50km/h. Emergency vehicles will have full, priority access on the Harbour Quays corridor.
- All new project assets will be owned by either WCC or GWRC.

[27] When bus volumes approach 80 – 100 vehicle per hour (excluding temporary diversions for construction of the Golden Mile), it is likely that additional changes to the corridor will be required.

4.7. MCA of the short-listed options

Over the course of early 2025, MCA processes were used to help inform a decision on the preferred corridor option.

The 2025 MCAs built on the earlier MCAs undertaken in August 2024; however, only the criteria deemed significant or useful for distinguishing between the two short listed options were carried forward for this evaluation.

Specialists from the project team, WCC, and GWRC were identified to assess and score each criterion. These specialists were briefed during a meeting held in January 2025, where the options were presented and the MCA methodology was discussed. The briefing paper is provided in **Appendix D**, with key elements summarised below. For clarity, and as discussed further below, this assessment did not include consideration of the addition of full or part time bus lanes at the time. A further appraisal of the impacts of bus lanes is provided in 4.10 Assessment of Bus Lanes later in the section.

The MCA criteria used to evaluate the two corridor options is set out in the table below.

Table 18: MCA Criteria used to evaluate the Short-Listed Options

MCA Assessment Category (as per 2024 MCA Report)	Sub Criteria Assessment	Matters considered
Bus	Bus Travel Times and Reliability (Proxy for IO1)	• Travel time and reliability on the new corridor • Travel time and reliability on Golden Mile • Wider bus network impacts
	Route Legibility	• Likely passenger experience of network with two corridors including relationship of inbound and outbound services and stop pairing
	Network Capacity (Proxy for IO2)	• Ability to cater for higher-capacity public transit in the future • Ability to provide for disruption from planned and unplanned events on the Golden Mile • Overall bus network capacity • Passing ability at bus stops • Bus performance during Golden Mile construction
Pedestrians	Safe and Convenient Pedestrian Access and Movement (Proxy for IO3)	• Safe and convenient access between the corridor and city destinations • Safe and convenient access between the corridor and waterfront destinations • Pedestrian level of service along and across Featherston Street • Pedestrian level of service along and across the Quays (including Wakefield and Cable)

MCA Assessment Category (as per 2024 MCA Report)	Sub Criteria Assessment	Matters considered
	Pedestrian Level of Service (Los) at Bus Stops	• Pedestrian level of service at new bus stop locations including pinch points, cover and environment
Bike	Does not preclude future cycle routes or connections to existing routes	• Impact on creating future bike routes through the city • Impact on number of people riding into the city • Impacts on cycle LoS
Effects	Impact on general traffic	• Impact on general traffic travel times • Impact on traffic network which could affect adjacent multi-modal routes
	On-street parking impact	• Net loss per option • Impact on taxi, accessible and diplomatic parks, considering re-location
	Business impact	• Short-term retail impact during construction • Long-term retail impact – including benefits due to increased activity
	Construction and Constructability	• Ease of construction • Transport network impacts during construction • Pedestrian/bus user impacts during construction of bus stops

MCA evaluators were asked to score the performance of the future Do Minimum, Featherston Street, and Harbour Quays options against their assigned criteria using the seven-point scoring scale shown in the table below. To ensure consistency and comparability, the existing situation was assigned a baseline score of 0 for all criteria.

Table 19: Seven-point scoring scale

Magnitude	Score	Definition
Large Positive	+3	Major positive impacts resulting in substantial and long-term improvements or enhancements of the existing environment.
Moderate Positive	+2	Moderate positive impact, possibly of short-, medium- or long-term duration. Positive impacts may be in terms of new opportunities and outcomes of enhancement or improvement.
Slight positive	+1	Minimal positive impact, possibly only lasting over the short term. May be confined to a limited area.
Neutral	0	Neutral – no discernible or predicted positive or negative impact. Counterfactual could be the do-minimum or do-nothing,
Slight negative	-1	Minimal negative impact, possibly only lasting over the short term, and definitely able to be managed or mitigated. May be confined to a small area.

Magnitude	Score	Definition
Moderate Negative	-2	Moderate negative impact. Impacts may be short-, medium- or long term and are highly likely to respond to management actions.
Large Negative	-3	Impacts with serious, long-term and possibly irreversible effect leading to serious damage, degradation or deterioration of the physical, economic, cultural or social environment. Required major rescope of concept, design, location and justification, or requires major commitment to extensive management strategies to mitigate the effect.

MCA evaluators were asked to assess the impacts and effects of each option in relation to their assigned criteria and document the key rationale behind their scores. They were also asked to discuss their assessments with reviewers from WCC and/or GWRC before presenting their final scores at the MCA workshop held in February 2025.

The MCA evaluators populated a workshop slidepack which was presented at the workshop. This can be found at **Appendix E: MCA Workshop Slide Pack**. The purpose of the workshop was to discuss and challenge each of the specialist scores and identify a technically preferred option taking all criteria into account. The workshop was attended by key members of the project team, specialists, and reviewers.

General agreement was reached with attendees in relation to all criteria apart from the two Pedestrian sub-criteria. Further refinement of these was undertaken post workshop with additional input from GWRC, and the outcomes reported back to the project team.

The final scores from the MCA process, including post workshop updates, is summarised in the table below.

Table 20: MCA final scores and key evaluation remarks

	Do Min	T01 [28]	T02 [29]	Comment and Key Differentiators
Bus Travel Times and Reliability (Investment Objective 1)	-3	2	2	If nothing is done, the capacity of the Golden Mile will be significantly exceeded affecting travel times and reliability. Both options take buses off the current corridor enabling buses to operate more efficiently than both the future Do Min and currently.
Route Legibility	2	-1	1	Having all buses on a single corridor is most legible. Having two-way buses on two corridors is also legible. Having second corridor northbound and southbound buses on different corridors is less legible.

[28] Featherston Street option
[29] Harbour Quays option

	Do Min	T01 28	T02 29	Comment and Key Differentiators
Network Capacity (Investment Objective 2)	-3	1	2	If nothing is done, the capacity of the Golden Mile will be significantly exceeded. Both corridors will improve capacity, but T01 has potential capacity limitations on Whitmore Street, Featherston Street and Hunter Street. T02 also has capacity limitations on Whitmore Street but not the other locations.
Safe and Convenient Ped Access and Movements (Investment Objective 3)	1	-1	-2	Do Min is better than current situation due to Golden Mile project, but outcome impacted due to heavy bus congestion. T02 worse than T01 as the Quays are a barrier to pedestrian movement and potentially less safe.
Pedestrian LoS at Bus Stops	1	0	0	Improvements in Do Minimum due to Golden Mile. Options worse than Do Minimum due to simpler stops and less waiting area on the second corridor.
Does Not Preclude Future Routes or Connections to Existing Corridors	0	-2	-1	T02 performs better than T01 as it leaves Featherston Street available for a cycling connection, whereas T01 creates conflict with bikes across both corridors, limiting future options.
Impact on General Traffic	0	-1	-1	Both options impact on general traffic travel time and variability as buses are added to existing traffic lanes. Although the options score similarly, there is a risk of greater impact with T01 due to the more complex corridor and less opportunities for traffic to pass buses on Featherston Street.
On Street Parking Impact	0	-1	-1	Both options affect parking, but the impact is relatively small in comparison to the length of the corridors. T01 impacts 33 spaces and T02 impacts 25 spaces.
Business Impact	-2	1	2	Do Minimum scores poorly due to the bus and passenger crowding on the Golden Mile affecting the quality of the road and footpath environment. T01 and T02 score better due to having a greater spread of commuters through the city and increased business opportunities along new pedestrian flow corridors. T02 better than T01 as it doesn't impact parking and stops for Featherston Street businesses.

	Do Min	T01 [28]	T02 [29]	Comment and Key Differentiators
Construction and Constructability	0	-1	-1	Both options are only expected to have a minor impact during construction as construction activities are relatively minor. T02 slightly better than T01 as traffic management is easier on the Waterfront Quays than Featherston Street.

MCA outcomes

In relation to the Bus criteria (which relate to key investment outcomes sought), the Do Minimum scores very poorly due to the extensive congestion forecast on the Golden Mile public transport corridor. Both options provide significant improvement over the Do Minimum (and the current situation) in relation to travel times and capacity. Corridor legibility is not as positive for the options, as this is a symptom of creating a new second public transport corridor for users. Overall, the scores for these criteria show that both options respond well to the investment objectives, and that the Harbour Quays option scores better than the Featherston Street option.

The scores for the *Safe and Convenient Pedestrian Access and Movements* criteria reflected the issue of creating a new second public transport corridor that is away from the key pedestrian areas of the Golden Mile. Both options perform worse than the Do Minimum as they move pedestrians to another corridor. However, it was acknowledged that the second public transport corridor may also in fact bring some bus passengers closer to their destination and will likely see the streets between the Golden Mile and the waterfront overtime become increasingly activated and more attractive for pedestrians overtime.

The Harbour Quays option scores better than the Featherston Street option for fit with future cycle routes as it leaves Featherston Street available for a priority cycle connection to be built on this street in the future.

In relation to the Impacts criterion, all options score similarly, and slightly worse than the Do Minimum, except for Business Impact, where it is considered that providing an additional public transport corridor could increase footfall and help activate additional street frontage and provide a boost to businesses on this second corridor.

When considering all criteria together:

- Harbour Quays outperforms Featherston Street under four criteria: Route Legibility, Network Capacity, Future Cycle Routes, and Business Impacts. The Network Capacity is one of the most important criteria as it reflects the project's investment objectives.
- Featherston Street outperforms Harbour Quays only in relation to Safe and Convenient Access for Pedestrians. This is due to pedestrians needing to cross the Harbour Quays under that option.
- Neither the Featherston Street option nor the Harbour Quays option scored "-3" under any criteria (whilst the Do-minimum received two "-3s")
- Each option only scored "-2" for one assessment category each (i.e. the pedestrian criterion for the Harbour Quays option, and the cycling criterion for the Featherston Street option). These impacts may be able to be mitigated with further investigation.

Since the Featherston Street option outperformed the Harbour Quays option in only one criterion and there was no disagreement on the scores across all criteria, the MCA

workshop participants agreed that undertaking weighting scenario assessments (for further testing the options under different settings) was unnecessary.

Overall, the MCA process identified **the Harbour Quays option as the best-performing option.** It scored highest against the key investment criteria and outperformed the Featherston Street option overall.

4.8. Economic assessment of the short-listed options

To inform the MCA, economic performance was inferred by considering key benefits and cost outcomes identified from the transport modelling that had been completed prior to the workshop. These outcomes are summarised in the table below. It is noted that post the MCA workshop further investigations into the economic performance of the two options was undertaken. These updates can be found in **Appendix F: Harbour Quays Economic Model**).

For clarity, due to the accelerated timeline for this business case and the completion of a full MCA, it was agreed that a full economic analysis would not be undertaken on the short-listed options. Instead, the analysis would be carried out on the preferred option once it was confirmed.

Table 21: Proxy benefits and cost outcomes presented at the MCA workshop

	Option 0: Do Minimum (2022 Base Case)	Option T01 2022: Featherston Street	Option T02 2022: Harbour Quays
Proxy Benefits			
Total Network Travel Time (TT) AM Peak (hours)	21,820	22,434	20,836
Total Network TT PM Peak (hours)	23,637	23,785	25,475
Total Vehicle Kilometres Travelled (VKT) AM Peak (kilometres)	685,156	688,825	687,683
Total Vehicle Kilometres Travelled (VKT) PM Peak (kilometres)	847,180	842,762	845,488
Proxy Cost			
Length of corridor, number of bus stops and number of intersections are all similar	$0	$6-$8M	$6-$8M

The traffic modelling[30] outcomes at the time of the MCA showed only small differences between the two options, which is understandable as the model had a large geographical area.

[30] For the purposes of the MCA and option identification, traffic modelling at the time conservatively assumed no reduction in on-road traffic volumes due to mode shift.

Key observations presented at the MCA included:

- In the AM peak:
  - The key contributing factor is that the Harbour Quays option is primarily affected by southbound traffic.
  - Both the Featherson Street option and the Harbour Quays option were likely to result in increased congestion on Waterloo Quay and Featherston Street southbound, particularly north of Whitmore Street, with the most noticeable impacts occurring just around 9AM.
  - Between the two, the Harbour Quays option was likely to have slightly less congestion when compared to the Featherston Street option.
- PM peak performance comparison:
  - The travel time changes between the two options are relatively minor.
  - The small increases in travel time and delay is likely caused by minor traffic rerouting around the already congested network, especially during 17.00-17.30, and around Jervois Quay and Wakefield Street.

Overall, the modelling completed prior to the MCA workshop concluded that the Harbour Quays option was likely to result in fewer disruptions during the AM peak while delivering similar performance to the Featherston Street option during the PM peak. It was noted at the MCA workshop that more detailed modelling would further help to refine option performance (e.g. modelling the inter peak period and future years).

While full costings were not undertaken for the purposes of the MCA, both the Featherston Street option and the Harbour Quays option were of similar length, required a comparable number of bus stops, and affected a similar number of intersections. For the MCAs in early 2025, the total capital cost for the project was assumed to be capped at $10 million, consistent with the LTP budget at that time, with an estimated physical works construction budget component of $6–8 million.

Accordingly, based on the above, there was no substantive difference between the two options in terms of transport economic benefits or estimated construction costs at the time of the MCA. As a result, it was not possible to identify a clear economically superior option during the MCA stage.

Instead, the preferred option was determined based on overall performance against the MCA criteria outlined above.

4.9. Non-financial benefits and costs

The non-financial benefits identified through the MCA process primarily relate to business outcomes once the new public transport corridor is operational. Establishing a second public transport corridor offers dual advantages: it reduces bus and pedestrian congestion on the Golden Mile corridor, which in turn enhances its amenity and commercial appeal - while also increasing foot traffic along the new corridor, improving business prospects on both corridors.

Both short list options also provide new bus stops at key tourist destinations (e.g. Te Papa / Tākina, Wellington Museum), providing the benefit of making them more accessible to tourists who choose to take public transport.

These non-financial benefits are partially offset by non-financial costs, such as construction-related disruption. However, this impact is considered minor as the scale of construction is limited.

The Harbour Quays option is expected to improve overall non-financial outcomes when compared to the Featherston Street option. This is because it will better activate the Harbour Quays and have fewer impacts on Featherston Street.

4.10. Assessment of Bus Lanes

Following the short list MCA processes in early 2025, the original MCA assessors were subsequently asked to provide comments specifically on the potential inclusion of bus lanes in relation to their individual assessment criteria. For clarity, assessors were not asked to revisit or revise their original MCA scores. Instead, they were invited to offer general commentary on how the proposed bus lane treatment might impact the preferred option, as summarised in the table below.

Table 22: MCA assessors' comments on the introduction of part time bus lanes

Assessment Criteria	MCA assessor comments on bus lane introduction
Bus Travel Time and Reliability	It is expected that proposed bus lanes will assist peak corridor capacity for buses. Buses will be less likely to be prevented from accessing bus stops by queues of general traffic obstructing access to bus stops, resulting in an increased overall peak bus stop throughput along the corridor.
Route Legibility	A moderate improvement regarding network legibility by making the corridor's use as a bus way more visible to the general public.
Network Capacity	Reduced queuing of general traffic in the kerb side lane is likely to reduce the incidence of buses having to wait a second (or third cycle) of the traffic lights to clear intersections. This results in travel time benefits.
Safe and Convenient Pedestrian movement and Movement	No impact from a bus customer perspective.
Pedestrian LoS at Bus Stops	No impact from a bus customer perspective.
Bikes – does not preclude future cycle routes or connections to existing routes	The current plans for cycle routes assume the use of a dedicated cycle facility, and bus lanes do not constrain this. In addition, as cyclists may freely use bus lanes, bus lanes provide an additional partially protected corridor for cyclists, which may present a net benefit, however widths at stops do not allow for safe cycle overtaking of a parked bus, which should be flagged as a safety concern, particularly in view of the volume of general traffic on the quays. Outside of peak for the first part of the operating profile, cyclists should get considerable utility from the introduction of bus lanes, however cycle use may need to be revisited either during Golden Mile construction or when all day bus volume increase.
Impact on general traffic	Likely to be a decrease in effective traffic capacity along the corridor, as a result of lane closure during the peak periods

Assessment Criteria	MCA assessor comments on bus lane introduction
	(broadly estimated at around 10%), with the potential for this to be mitigated by: • Modal shift from car to public transport as a result of the improved public transport priority and travel times on both the corridors. • Trip re-timing - people travel earlier, later - or people choosing difference destination car parks. • People not travelling. If implemented well, alongside a broader behaviour change programme, the general traffic impacts could be mitigated by some of the changes in behaviour outlined above. Mitigation for reduced traffic capacity along the waterfront could also result from NZTA building a new Terrace Tunnel and widening Vivian Street as currently proposed in the SH1 Wellington Improvements Project. Enforcement of non-compliance of general traffic users is the responsibility of WCC and will need to be enforced to a level by which motorists feel that there is a high likelihood of receiving an infringement notice and instead choose to be compliant.
On-street parking impact	While there is no loss of car parks directly attributable to the bus lanes, access to existing parallel car parks on Cable Street and Wakefield may be impacted by bus lanes.
Business impact	Bus lanes will have negligible impact to business along the corridor, as vehicles may still use the lane to gain access to an entry/exit. The movement of goods and deliveries may be facilitated by the bus lane, as these vehicles may utilise the bus lane during peak hour to avoid traffic congestion.
Construction and constructability	Bus lanes will potentially facilitate construction by allowing lane closure.

4.11. Options risks

A summary of the critical and high risks is presented in the table below alongside a discussion on whether the risk is greater for one or other of the two short list options.

Table 23: Option risks

Risk	Cause	Consequence	Mitigation	Option Specific?
The preferred option may exceed the construction budget.	Cost increases due to clashes with underground services, additional pavement	Project design may need to be modified impacting on benefits and implementation timeframes.	Phase approach to design and cost estimating. Independent QS, adequate contingency	Both options have cost challenges – no option is better than the other.

Risk	Cause	Consequence	Mitigation	Option Specific?
	remediation, bus stop mitigation and / or escalation.		and monitoring of risks, minimise intrusive works, working with maintenance and operations programmes.	
Bus stop shelters require resource consents or archaeological authorities, which may cause implementation delays.	Some bus stop shelters will require statutory authorisations (in addition to traffic resolutions). These may take time to be secured.	Delays programme and increases project costs.	Prepare consenting strategy, seek approvals following completion of the Developed Design phase.	Risk for both options. Key locations for consenting risk include the bus stop on Post Office Square.
Lack of stakeholder, public or business support for the project.	Removing on-street parking or location of bus services to new bus stop locations is considered less convenient by passengers or businesses are concerned that loss of parking will deter custom. Business / building owners concerned that a bus stop will reduce the attractiveness of their stores / buildings.	Delays traffic resolution process leading to construction delays.	Prepare and execute a Communication and Engagement Plan.	Less risk for Harbour Quays as it avoids road space reallocation on Featherston Street and therefore will be less disruptive for existing businesses on this street.
Design of Golden Mile improvement project bus diversions on Cambridge	The Golden Mile improvement project will require bus diversions,	If not designed with twin project purposes in mind may lead to extra design	Coordinate design requirements between the Golden Mile and Harbour	Same risk for both options.

Risk	Cause	Consequence	Mitigation	Option Specific?
Terrace and Wakefield Street are developed in isolation of the project.	which may necessitate temporary bus stops with similar design requirements.	costs being incurred.	Quays project teams.	
The Cross City Bike Connection Project is developed in isolation resulting in additional design or design delays.	Lack of integration or the timing of Cross City Bike Connection design, which is yet to start, delays the project's design phases.	Increased design costs and delays.	Input from cycle project into the project MCA, project teams are co-located for design integration purposes.	Harbour Quays presents less risk as it retains the Featherston Street as a road corridor, preserving the opportunity for a future dedicated cycling connection along that route.

Based on the above high level risk assessment, the Harbour Quays option better manages the higher risk elements of the project when compared to the Featherston Street option.

4.12. Preferred option

The preferred corridor

The above analysis shows that **the Harbour Quays corridor option is preferred** through the MCA and risk analysis, and it is likely to have similar costs and monetised and non-monetised benefits when compared to the Featherston Street option.

The preferred option consists of a package of three parts which are all outlined in this business case and summarised in this section:

1. The preferred corridor
2. The potential bus stops
3. Peak hour bus lanes

Following the completion of the 2025 MCA process, a WCC/GWRC joint Steering Group endorsed proceeding with the Harbour Quays option as the preferred option. This endorsement was subject to the condition that the final transport modelling would not reveal any critical issues ("show stoppers") and that concerns related to weather exposed bus stops and pedestrian access across the Quays could be effectively addressed during the developed design phase.

The Harbour Quays option provides a second public transport corridor through central Wellington to significantly reduce bus congestion on the Golden Mile public transport corridor. It will enable buses to use the waterfront quays between the Railway Station and Kent and Cambridge Terraces as outlined in Figure 10 below.

Figure 10: Preferred option - Harbour Quays

The key outcomes of implementing the preferred option are summarised in Table 24 below.

Table 24: Preferred option outcomes

Aspect	Outcome
Investment objective1: **To enhance travel time and operational efficiencies and resilience** (in response to planned and unplanned disruptions) through the development of a second public transport corridor by November 2027.	The preferred option delivers a second public transport corridor along the Harbour Quays. This will deliver: • A reduction in travel time is predicted for bus services that use the Harbour Quays (e.g. a 7-minute saving on Route 24) • A reduction in travel time is predicted for bus services that use the Golden Mile (e.g. a 2-minute saving on Route 2) • Provides direct access to regional destinations such as Te Papa. Having a second public transport corridor will also: • Provide more flexibility and redundancy for the public transport network to respond to planned and unplanned disruption, enabling buses to use either corridor during these events. • Maintain operational efficiencies for the public transport network during construction of the Golden Mile project (if it proceeds).
Investment objective 2: **To increase the public transport capacity through the central city** by creating a second public transport corridor by November 2027 due to the	• The Harbour Quays design is expected to support 30-60 buses per hour, with the ability to accommodate all buses during temporary closures of the Golden Mile. • The capacity of the Golden Mile corridor, after implementation of the Golden Mile (improvement) project is expected to have an optimal capacity of 50-80 buses per hour, capped at 100 buses per hour.

Aspect	Outcome
currently constrained Golden Mile	• This remaining number of buses on the Golden Mile aligns with international optimum levels of 80 buses per hour per lane. Higher levels than this and buses become less dependable with longer dwell times, less reliability and "stacking" of buses. • A second public transport corridor could potentially generate "decongestion benefits" for the Golden Mile corridor. These benefits arise because fewer buses on this corridor will reduce the likelihood of one bus delaying the progress of the bus following behind. If Golden Mile capacity issues are not addressed: • The flow of buses along the Golden Mile will slow significantly, and already unreliable journey times along this public transport corridor will worsen. This may also result in buses queuing on the wider road network while waiting to access the Golden Mile. For example, increased bus queuing along Cambridge Terrace during peak travel times could be expected. This would also have flow-on impacts for general traffic on the surrounding network. The Harbour Quays corridor provides an opportunity to expand public transport capacity and network resilience. As a six-lane road with available road space, it could accommodate peak-time bus lanes to support higher service volumes and improve reliability. During peak periods, these lanes could prioritise buses and allow additional or diverted services to operate efficiently. Outside bus lane operating hours, buses would share lanes with general traffic, enabling flexible use of available road capacity while still supporting public transport movements.
Investment objective 3: To enhance connectivity and safety along and across the Harbour Quays corridor for all modes of travel by 2030 to support urban activation.	• With increased pedestrian movements across the Harbour Quays, changes to the signalised crossings will improve pedestrian movement across the Harbour Quays. • The Harbour Quays development will integrate with the future Cross City Connections Cycleway where possible. • While bike lanes are not provided along the corridor, cyclists will experience benefit in being able to share the peak time bus lanes
Advantages	The Harbour Quays option provides a high capacity, legible and high performing second public transport corridor for Wellington, enabling efficient bus journeys on both the Golden Mile and the Harbour Quays corridors. The new corridor will enable GWRC to increase service frequencies or introduce new service routes in the future, while also providing an alternative corridor for buses in the event of disruption on the Golden Mile.

Aspect	Outcome
	Passengers who live or work close to the Harbour Quays will now have less distance to walk to access their bus service.
Trade-offs	While improvements in capacity, travel time, and travel time reliability will deliver transport benefits, the new Harbour Quays bus stop locations will require passengers who work or live to the west of the Golden Mile to walk further to access their bus services. Passengers will also need to cross the six-lane Harbour Quays corridor to access southbound services, which may create safety risks if people cross outside designated pedestrian crossings.
Benefits	See the Economic Analysis section below. In summary, the economic benefits will be as follows: • Travel time benefits for public transport users • Public transport infrastructure • Emissions • Walking (health benefits) • Vehicle Operating Costs
Disbenefits	Travel time disbenefits for general traffic of an average 80 seconds during the weekday morning and evening peaks on the Harbour Quays corridor.
Costs	Project Costs: $11.68M Maintenance Costs: $118,500 per year
BCR	See the Economic Analysis section below. The headline BCRs are as follows: • *Without* NZTA's SH1 Wellington Improvements project in place, BCR (over 40 years with a 2% discount rate) is **1.2**. • *With* NZTA's SH1 Wellington Improvements project in place, the BCR (over 40 years with a 2% discount rate) is **6.1**.
Residual Risks	Further work will be required during the developed and detailed design phases including: • Careful management of construction costs to ensure the affordability envelope is not exceeded. • Ensure appropriate design for mitigation of the connectivity issues for pedestrians - including crossings and CPTED related matters. • Maintenance requirements will need to be refined further as this project progresses. • Further traffic signal optimisation to ensure that the transport network in this location is operating as efficiently as possible. • Ensure bus stop shelters and surrounds are appropriately designed.

Adding a second public transport corridor increases bus capacity and improves travel times for buses throughout the central city. This will enable more people to travel by bus through the central city with fewer vehicles and also as a consequence increase the attractiveness of the Golden Mile for people.

There are however trade-offs with this. Faster on-bus travel times are expected to be offset for some customers by longer walk times to Harbour Quays compared to their current bus stops and potential exposure to weather. Customers will however have the option of catching either an express bus that uses the Harbour Quays or a standard bus that uses the Golden Mile corridor (or a mix of both).

The potential bus stops

The initial bus stop location strategy (see section 4.5 above) and subsequent review identifies a number of considerations for bus stop locations and identifies a potential ten bus stops on the Harbour Quays corridor, five in each direction.

Figure 11: Potential bus stop locations

Peak hour bus lanes

Bus lanes are common in Wellington City. There are currently 6.5km of bus lanes within the City with 2.5km of this being added in 2022-2024.

Following initial investigation, bus lanes on the Harbour Quays corridor were added to the preferred option. See **Appendix G** for more information on the bus lane extents. These plans show the start, end and geometry of the proposed bus lanes along both the north and south bound directions of travel. The proposed bus lanes include the following key design features:

- Bus lanes will extend from Whitmore/Customhouse Quay, along Customhouse Quay, Jervois Quay and Cable Street to its intersection with Tory Street in the southbound direction.
- Bus lanes will extend from Wakefield/Blair along Wakefield Street, Jervois Quay and Customhouse Quay to Balance Street in the northbound direction.
- Both southbound and northbound bus lanes will be situated in the kerbside lane.
- Bus stops are a mixture of in-line, situated in the bus lane, and offline (where parking existed beside the traffic lane).

- Part time bus lanes will only be in operation during peak periods (nominally 6.30am to 9.30am and 3.30pm to 6.30pm).
- Bus lane widths will generally be between 3 and 4 metres.
- Signage and road marking will be consistent with Traffic Control Devices (TCD) manual Part 5 and the MOTSAM, part 1, Section 2-38.[31]
- Enforcement of non-compliance of general traffic users is the responsibility of WCC and will need to be enforced to a level by which motorists feel that there is a high likelihood of receiving an infringement notice and instead choose to be compliant.

Economic analysis for preferred option

Appendix F provides further details on the economic appraisal for the preferred option. The analysis for the preferred option considers scenarios both with and without NZTA's SH1 Wellington Improvements project in place.

Economic Analysis Assumptions

The following key assumptions were used for the economic appraisal of the preferred option:

- Transport modelling and demand forecasting has been undertaken by the Wellington Transport Analytics Unit (WTAU) using the EMME based Wellington Transport Strategy Model (WTSM). In addition, more granular AIMSUN simulation modelling has been undertaken by WTAU. This modelling provides greater insight into traffic effects and helps identify potential traffic disbenefits. Both models are based on population and employment forecasts derived from Statistics New Zealand's medium projections. For clarity, the modelling used for the economic appraisal applies the same tools and consistent assumptions as those used for NZTA's SH1 Wellington Improvements project.
- Future year models have been run for 2033 and 2053 (consistent with work undertaken for NZTA's SH1 Wellington Improvements project).
- The economic value of the preferred option is based on a comparison with the Do Minimum. The Do-Minimum, which is the receiving environment for the project, represents the current network. The only change represented in the Do-Minimum is the inclusion of the Te Ara Tupua cycleway project (and the consequential demand effect). Previous versions of the modelling assumed that the Golden Mile improvement project would be delivered prior to the construction of the Harbour Quays project. The Golden Mile project is currently under review and has therefore not been included in the Do Minimum. Similarly, WCC's proposed cycling improvements (e.g. the Cross City Cycle Project) are not included. It is noted that mode shift is assumed by default in WTSM.
- The Harbour Quays service profile is based on GWRC's February 2026 service timetable (see Appendix H).
- Bus lane peak periods were modelled as follows:
  - AM Period: 6am – 9am
  - PM Period: 4pm – 6pm
- The following key assumptions underpin the economic analysis:
  - Construction start 2027

[31] See: Traffic control devices manual (TCD manual) | NZ Transport Agency Waka Kotahi

- Construction duration 1 year
- First year of full benefits: 2028
- Update factors sourced from July 2023 update to MBCM
- No Aimsun uplift factor has been applied (consistent with SH1 Wellington Improvements project)
- No growth in benefits are assumed beyond 2053
- Annualisation factor of 245 applied
- Discount rates – 2% for the first 30 years, 1.5% thereafter
- 40-year evaluation period (note that a 60-year evaluation period has been tested as a sensitivity test to be consistent with NZTA's SH1 Wellington Improvements project).

- Benefits Stream Captured including
  - Travel time benefits for public transport users – this is bus passenger travel time savings across the network (e.g. the reduction in time passengers spend travelling on buses, converted into a dollar value). The transport modelling provides a network wide result, but the majority of the benefits will come from travel time savings on the Harbour Quays and Golden Mile corridors.
  - Public transport infrastructure benefit – these are amenity benefits associated with higher quality bus stops. The NZTA's Monetised Benefits and Costs Manual[32] (MBCM) indicates that elements such as real time information, improved shelters and signage all deliver a benefit to customers that can be monetised.
  - Emissions – quantified in terms of expected carbon dioxide savings (estimated environmental benefits from reduced emissions, assumed to be proportional to vehicle operating costs).
  - Walking (health benefits) – additional public transport use will result in additional health benefits associated with walking. In addition to this, the modelling estimates the additional walking trips that are expected to occur as a result of the scheme.
  - Vehicle Operating Costs (VOC) - the cumulative travel distance of general traffic in the modelling, multiplied by operating cost per kilometre (which varies by speed). This reflects savings/costs from reduced/increased fuel use, wear and tear, and maintenance.
  - Travel time benefits (or disbenefits) for cars and heavy vehicles – this is quantified from the modelling through the total change in vehicle hours across the network.
- Bus reliability and safety benefits can be expected. However, these were considered relatively minor and therefore weren't quantified.
- The economic analysis appraisal was peer reviewed by WCC's appointed peer reviewer (and all key peer review matters were resolved).

Capital and NPV Cost Summary

Section 6 (Financial Case) provides a detailed breakdown of the project's capital costs. For the purposes of the economic appraisal, these costs are summarised in Table 25. Based on the 95th percentile (P95) cost estimate, the project has a total capital cost of $11.68M (rounded and undiscounted), which equates to a Net Present Value (NPV) of $11.49M (rounded) over a 40-year evaluation period. The annual maintenance costs are

[32] See: Monetised benefits and costs manual | NZ Transport Agency Waka Kotahi

estimated at $118,500, along with the forecast capital renewals, equates provides lifetime costs with an NPV of $5.21M over the same 40-year evaluation period.

Table 25: Summary of Capital and NPV Costs Used in the Economic Appraisal

Costs		Undiscounted (2026)	Year Applied	Present value[33] (40 Year NPV)
Development Costs[34]	Project development	$1,997,000	2024-26	$11,490,000
	Pre-implementation	$302,000	2026-27	
	Implementation	$9,383,000	2027-28	
	TOTAL CAPEX	$11,682,000	-	
Lifetime Costs[35]				$5,210,000
TOTAL				**$16,700,000**

Economic analysis summary

The economic analysis summary below for the preferred option considers scenarios both with and without NZTA's SH1 Wellington Improvements project in place.

Preferred option without NZTA's SH1 Wellington Improvements project

Table 26 presents the BCR for the preferred option without the SH1 Wellington Improvements project, calculated over both a 40-year evaluation period (for the headline BCR) and a 60-year period (NZTA's standard evaluation period for large transport infrastructure projects).

Table 26: Harbour Quays Only without NZTA's SH1 Wellington Improvements project

			40 Years (NPV)	60 Years (NPV)
Benefits	Travel Time	Public Transport	$114,450,000	$157,920,000
		Car	-$103,980,000	-$135,820,000
		Heavy vehicles	-$6,630,000	-$9,300,000
	Walking		$2,190,000	$3,340,000
	VOC		$6,300,000	$7,180,000
	CO2		$210,000	-$350,000
	Emissions		$20,000	-$1,090,000
	PT Infrastructure		$6,650,000	$10,390,000
	TOTAL (NPV)		$19,210,000	$32,270,000

[33] 2% (yr 1-30) / 1.5% (yr 31-60)
[34] Development costs include the capital and operational costs associated with developing and implementing the solution.
[35] Lifetime costs include the known operational maintenance and capital renewals over the evaluation period for each organization at the time of preparing this business case.

		40 Years (NPV)	60 Years (NPV)
Costs	Development Costs	$11,490,000	$11,490,000
	Lifetime Costs	$5,210,000	$7,130,000
	TOTAL (NPV)	$16,700,000	$18,620,000
BCR		**1.2**	**1.7**

Preferred option with NZTA's SH1 Wellington Improvements project

Table 27 presents the BCR for the preferred option *with* the SH1 Wellington Improvements project, calculated over both a 40-year evaluation period (for the headline BCR) and a 60-year period (NZTA's standard evaluation period).

Table 27: Harbour Quays Only with NZTA's SH1 Wellington Improvements project

			40 Years (NPV)	60 Years (NPV)
Benefits	Travel Time	Public Transport	$150,680,000	$211,850,000
		Car	-$32,940,000	-$40,170,000
		Heavy vehicles	-$2,300,000	-$3,120,000
	Walking		-$23,790,000	-$31,100,000[36]
	VOC		$2,940,000	$3,240,000
	CO2		$260,000	-$140,000
	Emissions		$210,000	-$680,000
	PT Infrastructure		$6,650,000	$10,390,000
	TOTAL (NPV)		**$101,710,000**	**$150,270,000**
Costs	Development Costs		$11,490,000	$11,490,000
	Lifetime Costs		$5,210,000	$7,130,000
	TOTAL (NPV)		**$16,700,000**	**$18,620,000**
BCR			**6.1**	**8.1**

The BCR is higher with the SH1 Wellington Improvements project in place, as the SH1 Wellington Improvements project will attract additional traffic away from Harbour Quays, further improving travel time reliability along this secondary public transport corridor.

[36] The negative walking values indicated are a consequence of the modelling approach rather than reflective of a walking disbenefit. The WTSM regional model uses a fixed assumption for the number of trip productions and attractions for each zone. With the combination of the SH1 Wellington Improvements project and the Harbour Quays project, the model assumes that demand will shift to car and public transport. As the productions and attractions for each zone remain the same, the number of walking trips need to reduce. This is unlikely to happen in reality and the increase in car and public transport trips will occur as "induced demand" without suppressing pedestrian numbers.

Recommended headline BCRs

To support this business case, it is recommended that the headline BCR for the preferred option is considered *with* and *without* the SH1 Wellington Improvements project:

- Preferred option without NZTA's SH1 Wellington Improvements project (over a 40-year evaluation period): **1.2**
- Preferred option with NZTA's SH1 Wellington Improvements project (over a 40-year evaluation period): **6.1**

4.13. Sensitivity analysis for the BCR for the preferred option without SH1 Wellington Improvements project

Table 28 below sets out the sensitivity tests undertaken to test the preferred option *without* the SH1 Wellington Improvements project's BCR. The tests can be described as follows:

- Increase project capital costs to $13M[37]. No additional benefits have been allowed for.
- Increase project capital costs to $19M. This cost increase would reflect additional scope items (not defined) and this would add further benefit, however this has not been allowed for in the table below.
- Discount rates of 4% and 8%.

Table 28: BCR cost and discount sensitivity test summary for the preferred option without SH1 Wellington Improvements project

		40 Years	60 Years
Project costs	Base ($11.0m)	1.2	1.7
	$13.0m	1.1	1.6
	$19.0m	0.8	1.3
Discount rates	Base (Mixed[38])	1.2	1.7
	4%	0.8	1.1
	8%	0.5	0.5

Bus decongestion benefits on the Golden Mile public transport corridor

Decongestion benefits on the Golden Mile corridor have not been included in the core economic analysis to remain conservative, but they have been considered in a separate sensitivity assessment. These benefits arise because fewer buses on the Golden Mile corridor reduce the likelihood of one bus delaying the next. In the "counterfactual" scenario (if the Harbour Quays project does not proceed), additional buses would use the Golden Mile, worsening already unreliable journey times and potentially creating wider delays across the bus network.

[37] This represents the pre–value-engineered bus stop design, which includes full-length Kassel kerbs, enhanced shelter and lighting provision, and potential improvements at Te Papa. These all remain options for consideration.

[38] 2% for the first 40 years, 1.5% thereafter

The disbenefit of the counterfactual has been estimated using boarding numbers from WTSM at key stops and travel time differences between the “with” and “without” project scenarios. The additional decongestion benefit, reflecting improved bus reliability along the Golden Mile corridor, is estimated at around $43M over 40 years. This estimate only accounts for passengers boarding along the Golden Mile corridor and excludes benefits to passengers already onboard, making it conservative.

Including this benefit would raise the preferred option without the SH1 Wellington Improvements project’s BCR to 3.7. Following discussion with the peer reviewer, it was agreed that the core BCR should exclude these decongestion benefits for the following reasons:

- It is a more conservative approach (thereby providing more confidence that the investment provides value for money).
- The estimate was produced using the outputs from an Aimsun model tested for a single point in time (2033). This makes it more difficult to extrapolate over the entire evaluation period and would then be inconsistent with the WTSM based approach; and
- There is a lack of certainty regarding the status of the Golden Mile improvement project. While the benefits calculated reflect the decongestion benefits provided by the Harbour Quays project, the nature of the Golden Mile project will have an impact on them.

5. Commercial case

5.1. Requirements

The project partners each have contractor requirements. It is expected that existing suppliers will be leveraged for certain elements of the project to meet organisational requirements of either partner. Where existing suppliers are to be utilised, these will be nominated in tender documents.

The project requires contractors for the supply and install of the assets as described below:

- Shelter Supply and Install
- Real time information signage supply and installation
- CCTV supply and installation
- Metlink specific bus stop signage and totem supply and installation
- Footpath, kerb and channel and roading works
- Drainage works
- Signals configuration and lantern changes
- Street furniture supply and install for seating, rubbish bins, lighting etc, where this is not part of a Metlink shelter
- Street lighting changes
- Road signage supply and installation
- Road markings

Early contractor involvement, to inform the construction methodology and timing has been discussed as a potential requirement for WCC as the road controlling authority, particularly with regards to minimising construction disruption in the corridor, this is something that will be considered further as the project progresses.

5.2. Procurement approach

When deciding the most appropriate procurement approach to deliver the Harbour Quays project, the following criteria have been considered:

- Programme risk
  - Providing certainty to the client on completion of works, for the operators to start running bus services in the corridor.
- Technical Complexity
  - No highly specialised contractors required, with several contractors in the local market able to successfully deliver the works.
- Cost Certainty
  - Importance of the final price, and early notification of any potential cost changes.
- Value for money
  - Competitive procurement processes, to encourage robust construction methodology and pricing.
- Management of risk
  - Capability and capacity of the contractor to manage risk.

- Market Alignment with Project Scope
  - Market's technical capability, experience, and specialist expertise needed for the project. with enough competent suppliers to ensure competition, and with the right skills, workforce, and materials required to deliver within the expected timeframe.

The following options were identified as being suitable to successfully deliver the Harbour Quays project, rated against the criteria above:

	Programme Risk[39]	Technical Complexity	Cost Certainty	Value for Money	Risk Management	Market Alignment
Competitive Tender	Good	Good	Good	Good	Good	Good
Competitive Tender with ECI	Good	Good	Average	Average[40]	Good	Good
Closed Tender[41]	Good	Good	Good	Average	Good	Average
Closed Tender with ECI	Good	Good	Average	Poor[41]	Good	Good
Direct Award[42]	Good	Average	Good	Poor	Average	Average
Direct Award with ECI	Good	Average	Average	Poor[1]	Average	Average

5.3. Form of contract

It is proposed that the NZS3910:2023 form of contract be used, with limited amendments. At the time of procuring the works, it is expected that the construction market and officers managing the contract will be familiar with this form of contract and would prefer it over the 2013 version.

Two other forms of contract were considered, however their use in the New Zealand construction market is limited at present and given the learning curve for both Wellington based contractors and council staff to administer these contracts, they weren't considered appropriate for the Harbour Quays project, these were the New Engineering Contract (NEC4) and FIDIC (Red Book).

5.4. Contract management

An Independent Certifier and Contract Administrator will be appointed to manage the contract in accordance with Clause 6 of the proposed NZS3910:2023 contract, with both roles appointed prior to any tendering of works.

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[39] A tighter programme may be achieved through a competitive or closed tender, where the tenderer is encouraged to be innovative in their methodology, this is offset by increased tender duration of a competitive process over the direct appointment.
[40] This assumes that the construction contract is negotiated post completion of detailed design and the Early Contractor Involvement (ECI) deliverables, and that certain elements (i.e. Preliminary and Generals, day rates) are agreed and provided as part of the initial tender.
[41] The closed tender options would select contractors with a track record completing work for WCC.
[42] The direct award options would select contractors using existing panel agreements (either WCC Minor Works Contractor Panel or All of Government Construction Contractors Panel).

Payment for works completed will be in accordance with Clause 12 of the proposed contract, following receipt of a payment claim from the contractor and a finalised Payment Schedule by the Independent Certifier. Payment for temporary works, plant, or materials not yet on site are not expected to be made.

A Project Engineer or equivalent from each partner is expected to support the Contract Administrator, helping ensure a smooth handover of assets to the respective partner at the completion of works.

5.5. Consultant procurement

A lead consultant was appointed, via an open tender to support the development of this business case, the design options for the project and the construction supervision should the project proceed.

Several low value, low risk consultant agreements have been entered into, where the consultant was direct appointed based on prior experience with WCC/GWRC or where specific specialist expertise was required based on feedback from other teams within each organisation. These contracts were generally direct appointed as either a new contract or used existing frameworks for the appointment, and have included the following: Safe System Assessments, Peer Review, Quantity Surveying, Accessibility Audits and Consultation Support.

Low value, low risk contracts have typically used the All of Government Consultancy Services Order or the ACENZ Short Form Agreement.

Consultant contracts have been managed by the Project Manager, with support from the WCC Design Manager for the lead consultant throughout the design stages.

5.6. Recommended approach

With the project making changes to a key corridor in Wellington, the visibility of the project and the need to obtain value for money, a competitive tender to the market is the preferred procurement approach. An advance notice, informing the market of likely nominated suppliers and key terms of the upcoming procurement is intended to be published. The Advance Notice and Tender documents will reference the design documentation and specifications at the time of issue, along with any requirements to minimise construction disruption and use of the corridor for civil works. A NZS3910 form of contract will be used. Appointment of a suitably qualified and experienced Engineer to the Contract / Independent Certifier will precede the request for tender.

6. Financial Case

6.1. Financial costing for the preferred option

Table 29 - Financial Costings for the 2024-34 LTP period

	Agency	2024/25	2025/26	2026/27	2027/28	2028/29 - 33/34 (Annual Cost)	Total Period
Capital expenditure (shared cost)		$543,007	$445,000	$2,917,000	$4,690,000		$8,595,007
Project Contingency (shared cost)				$819,000	$819,000		$1,638,000
Funding risk contingency (shared cost)					$375,000		$375,000
Total Shared Capital Expenditure		$543,007	$445,000	$3,736,000	$5,884,000		$10,608,007
Operating Expenditure (shared cost)		$324,171	$144,000	$139,000	$75,000		$682,171
Total Shared Expenditure		$867,178	$589,000	$3,875,000	$5,959,000		$11,290,178
Capital Expenditure (individual cost)	WCC		$189,000	$144,000	$60,000		$393,000
	GWRC						
Operating Expenditure (maintenance allowance)	WCC				$5,000	$10,000	$65,000
	GWRC				$54,200	$108,500	$705,200
Total Individual Expenditure (excluding maintenance costs)	WCC	$433,589	$483,500	$2,081,500	$3,039,500		$6,038,089
	GWRC	$433,589	$294,500	$1,937,500	$2,979,500		$5,645,089
WCC Revenue		$433,589	$294,500	$1,937,500	$2,979,500		$5,645,089
GWRC Revenue							
Total revenue		$433,589	$294,500	$1,937,500	$2,979,500		$5,645,089
Funded By:							
Capital Funding		$1,000,000	$7,000,000	$2,044,000			$10,044,000
Operational Funding		$50,000	$350,000	$102,200	$59,200	$118,500	$1,272,400
Total funding		$1,050,000	$7,350,000	$2,146,200	$59,200	$118,500	$11,316,400
	WCC				$6,058,952		$6,058,952

	Agency	2024/25	2025/26	2026/27	2027/28	2028/29 - 33/34 (Annual Cost)	Total Period
Estimated Asset Value at Handover	GWRC				$4,942,055		$4,942,055
Shortfall/Overage CAPEX (WCC cost)	WCC	$228,496	$3,088,500	-$990,000	-$3,002,000		-$675,004
Shortfall/Overage OPEX (WCC cost)	WCC	-$137,085	$103,000	-$18,400	-$37,500		-$89,985
Shortfall/Overage CAPEX (GWRC cost)	GWRC	$228,496	$3,277,500	-$846,000	-$2,942,000		-$282,004
Shortfall/Overage OPEX (GWRC cost)	GWRC	-$137,085	$103,000	-$18,400	-$37,500		-$89,985

6.2. Funding arrangements

Total funding of $10 million of CAPEX and $0.5 million of OPEX was approved through:

- WCC's LTP Amendment process, for the 2024-34 LTP, and became effective on 1 July 2025.
- GWRC's LTP 2024-34 and became effective on 1 July 2024.

Discussions have commenced with NZTA on potential funding opportunities for this project following approval of this business case. Following completion of those discussions, prior to seeking approval of this business case, this section will be updated to reflect the expected outcome of discussions. No retrospective funding from NZTA for the development of this business case is expected.

6.3. Assumptions and notes

- Costs exclude GST and are estimated based on January 2026.
- Sunk costs of $1.9 million are included in the financial case, these costs were excluded from the economic case in line with NZTA's Monetisation of Benefits and Costs Manual.
- On approval of the business case, the forecast financial spend will be rephased to align with this financial case.
- Impacts on inflation have not been considered.
- Contingency provisions for CAPEX are identified in the table above, based on the quantification of known risks at the time of preparing the cost estimate used in this business case.
- The funding risk contingencies identified in the table above cover all types of contingencies.
- It is assumed that WCC will act as banker for the project and all costs will be incurred by WCC, with GWRC then paying half of the costs once an invoice from WCC has been issued.
- Revenue refers to the income from GWRC for their share of the project costs in years 1-4.
- It is assumed that funding is available in each organisation for their share of the maintenance and renewal costs in years 4-10 for their assets. No cost share is proposed for the maintenance and renewal of assets once the corridor is operational.
- Operating expenditure includes estimated maintenance costs. Depreciation and interest costs have not been calculated. Future renewal costs are considered capital expenditure and have not been included in the financial case, however, are part of the economic case.
- Additional maintenance activities for WCC are assumed to be reactive in the short term, increasing to planned activities in the longer term as pedestrian activity increases in the corridor. An allowance has been made for this within the maintenance costs.
- The capital expenditure includes the construction cost estimate, consultant contracts (both existing and forecast) and internal staff costs from both WCC and GWRC.
- Each organisation is responsible for the capital costs associated with SME's supporting the project, with only the Project Managers, Project Controllers and Project Partner Liaison role covered by the shared expenditure.

- End asset ownership is assumed to follow GWRC's Strategic Public Transport Asset Control Strategy and public transport assets (bus shelters, real time information displays, Metlink totems, etc.) are shown as being handed over to GWRC at project completion.
- Within WCC, Transport and Infrastructure will need to fund the maintenance, renewals, depreciation and interest costs once the project is capitalised and any asset transfer to GWRC has been undertaken. This is expected to be from the 2027/28 financial year.

6.4. Funding contingencies

Project contingency is based on the P50 cost estimate following the quantity surveyor preparing a base cost estimate on the available design documentation and then reviewing cost-based risks inherent within the design and undertaking a Monte Carlo simulation on the risks and base cost estimate. This represents the mid-point of a range of possible costs for the project. Key cost-based risks include the need to make changes to shelter design, or the stop locations following public consultation and underground utilities in the vicinity of shelters.

The capital required includes the additional funding required to bring the project up to a P95, which represents a confidence level for delivery of the project of 95%. The additional funding to bring the project up to this level of confidence is $375,000.

6.5. Overall affordability

A maximum capex funding envelope of $10 million is currently available for this project, the current indicative capex budget (including applicable contingencies) of $11 million, and the annualised maintenance costs, once complete of $118,500 is considered affordable to both organisations. Several initiatives have already been explored in preparation of this business case, and as the design is further refined further initiatives to reduce the cost will be explored. These will also include exploring potential improvements to construction methodology and traffic management.

6.6. Financial recommendations

It is recommended that the project capital expenditure budget be increased to $11 million, the operational expenditure budget be increased to $0.7 million.

This represents a total project budget of $11.7 million, an increase of $1.2 million from the LTPs. WCC's share of project costs (capex and opex) will increase to $6 million and GWRC's share increased to $5.6 million to see the project through to end of construction.

7. Management case

7.1. Organisational overview

In its capacity as the road controlling authority, WCC is responsible for ensuring a safe and efficient operation of the roading network. It involves providing local infrastructure, ensuring environmental safety and health, managing emergency situations in the city, and managing land use. This is achieved through two laws: the Land Transport Act 1998 (implementation of road control signs and parking) and the Local Government Act 1974 (road construction, design, and general safety standards).

GWRC is a regional council, representing the wider Wellington region. GWRC is the public transport authority and is responsible for public transport planning and funding among other aspects.

Within its public transport portfolio, GWRC plans for and funds Metlink – the region's public transport network, which includes a comprehensive range of bus services throughout the region, five passenger rail lines from Wellington to Johnsonville, Kāpiti, Melling, Upper Hutt and Wairarapa and a ferry service. GWRC is also responsible for public transport infrastructure, such as railway stations, bus and ferry shelters, park and ride facilities, and signage.

Approval of the Harbour Quays business case will require decisions by both councils along with traffic resolution approval by WCC. In the course of the decision-making process, both councils are required by the Local Government Act 2002 to seek to identify and assess all the reasonably practicable options to achieve the objective of the decision and consider affected or interested people's views.

7.2. Project approach

The Harbour Quays project will be delivered using a structured phase-gate approach, ensuring all activities comply with WCC's Investment Delivery Framework while accommodating the requirements of GWRC. All core project information, baseline controls and financial tracking will be managed within Paiaka, WCC's project management system, with reports produced from Paiaka on a regular basis to maintain transparency with GWRC stakeholders.

At the commencement of the pre-implementation phase, a comprehensive, jointly approved project management plan will be developed. This plan will detail the execution strategy across all remaining phases and will specifically define:

- Joint Governance & Escalation: Describe the already established cross-agency governance structure, detailing the roles of the Senior Responsible Officer (SRO), GWRC representatives, and the process for escalating and resolving inter-agency issues or shared risks.
- Project Scope & Value Delivery: Clear definitions of project objectives, outcomes, outputs, and the framework for benefits realization.
- Integrated Project Control: Comprehensive management of resources, master scheduling, joint-budget tracking, dependencies, and strict change-control tolerances.
- Risk and Issue Management: A shared risk register detailing the allocation, mitigation, and ownership of risks across WCC, GWRC, and third parties.
- Asset Handover & Closure: Clear delineation of final asset ownership, ongoing maintenance responsibilities, handover protocols to the end asset owners, and post-implementation review procedures.

The project is looking to minimise the effects of disruption on the public during construction. As the project is looking to implement peak-hour bus lanes, meaning the public won't be able to use the kerbside lanes post construction, the construction methodology will explore longer working hours, and multiple construction crews to minimise the overall duration of works within the corridor.

The Project Manager will maintain day-to-day control of the project and provide consolidated monthly reporting to the SRO and the joint governance group, covering schedule, budget, risks, and health and safety. Furthermore, a dedicated Project Engineer will support the implementation phase, providing active on-site liaison between the principal contractor, WCC, GWRC, and the final asset owners to ensure all technical specifications and quality standards are met.

7.3. Project and governance roles

The joint WCC/GWRC Steering Group already established and meeting regularly will continue and will provide the overall governance and direction to the project. The Project Manager will provide an update and present any papers for approval to each joint Steering Group meeting.

A joint Leadership Team Group comprising tier 3 managers from both councils supports the Project Manager and provides advice to the joint Steering Group as needed.

SMEs come from both organisations. External resources will be involved to support technical design and advice until the completion of construction.

The figure below illustrates the key roles in the project.

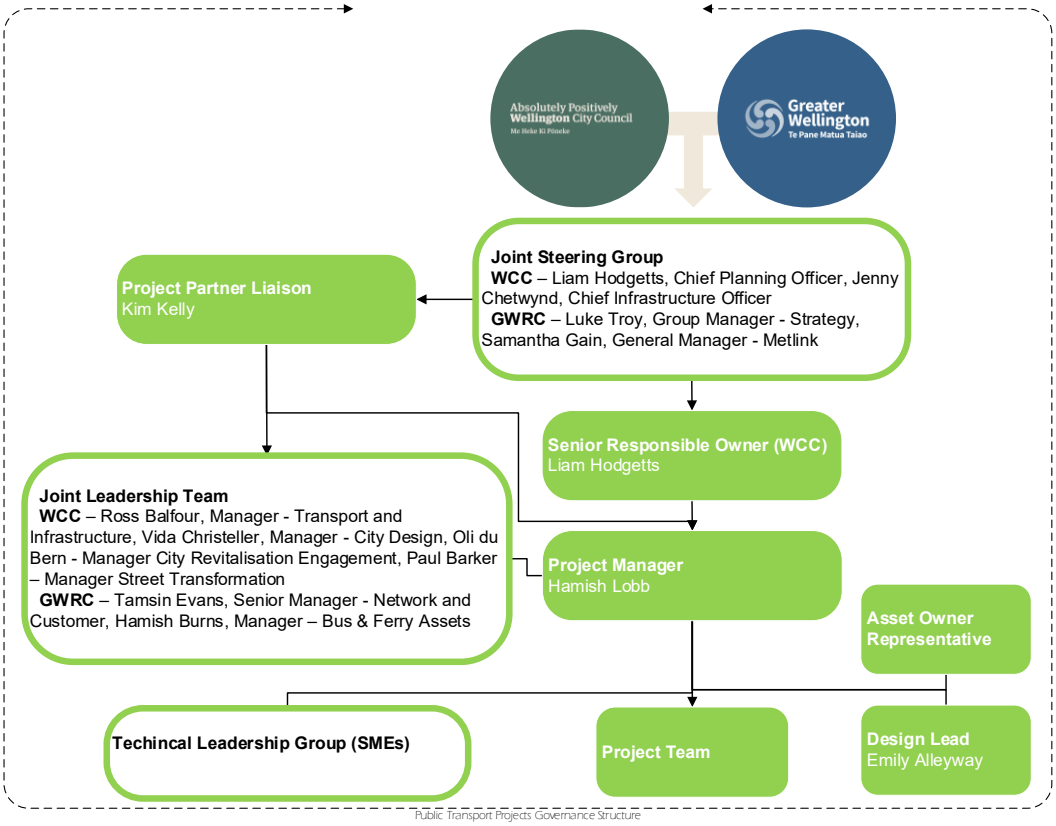

Figure 12: Harbour Quays Project Governance Structure

7.4. Interdependent projects

There is a key relationship between two other key transport areas in the city:

- A second public transport corridor running along Harbour Quays will complement the Golden Mile public transport corridor, with both corridors playing a part in providing increased bus capacity, reliability and improved travel times.
- The SH1 Wellington Improvements project identifies that a freer flowing Terrace Tunnel will see a reduction on the Harbour Quays of up to 20% in the morning peak hour, enabling opportunities for improved public transport and local access. The Investment case states *"SH1 and Harbour Quays are inter-related – reducing traffic on Harbour Quays enables better use of public transport (to relieve Golden Mile bottleneck)"*

7.5. Risk and issue management

Project risks and issues management will follow standard IDF risk management practices, this includes tracking all risks and issues within Paiaka and reported to the joint Steering Group and SRO as appropriate. The project management plan will include a detailed risk management strategy.

7.6. Assurance

A detailed assurance plan, covering the assurance activities for the whole project lifecycle, with a focus on pre-construction activities has been prepared. The plan was prepared in consultation with WCC's Project Management Office, the Harbour Quays Leadership Team and project teams, and incorporates feedback from the joint Steering Group. The assurance plan will be updated to provide more detail on the construction assurance activities closer to the commencement of construction if needed.

The plan assumes, that where internal staff are identified to undertake assurance activities that they are suitably qualified, have relevant and recent experience and the capacity to undertake the necessary assurance activities.

The project budget also included an allowance for assurance activities, particularly independent reviews of the business case, transport modelling and safe system assessments.

Assurance activities identified, have been classified under one of three categories, these are detailed below:

- First line activities – regular assurance activities undertaken by the project team or business support functions. This includes regular internal reviews of project documents, risks, issues and design progress, as well as the make up of the project leadership team.
- Second line activities – oversight by the joint Steering Group and SRO. Activities include regular status reports to and meetings with the joint Steering Group, review of key project documents by the PMO, Legal, Finance and Procurement teams as necessary.
- Third line activities – independent, external reviews. Activities include safe system assessments during design and post construction, external peer review of the transport modelling, economics and business case, and monitoring, surveillance and quality assurance activities during construction.

7.7. Change control

Project changes are managed using the following processes during the plan and delivery stages:

- The Project Manager will be notified about all changes initiated externally (i.e. construction changes) via email, with potential advance verbal notification.
- After consideration of any change, the Project Manager will complete the WCC Project Change and Exception Report.
- The Project Manager, in consultation with the Project Partner Liaison and Leadership Team will review and approve within delegations, for changes outside of delegations, these will then be socialised with the joint Steering Group before being sent to the SRO for approval.

As the outcomes of the project are fixed, and the design has been well progressed, it is assumed that most changes associated with this project will affect the completion date or project budget.

7.8. Change management approach

The public transport system will be affected, and Metlink will communicate any changes to services and timetables as part of normal operations.

Expected impact on processes: Internal processes at Metlink will remain unchanged and continue as usual.

Expected impact on people: Some passengers may experience significant changes in travel behaviour perceived as both negative and positive. Metlink will undertaken extensive communication with affected passengers about the changes. This is a process that is part of their business as usual and reduces passengers' negative reaction to changes.

Through communication and engagement activities, we will inform the public about the following aspects of introducing the second public transport corridor in the central city:

- Develop a comprehensive Communication and Engagement Plan to inform the public and encourage adoption.
- Notify the public in advance that a consultation will take place.
- Gather feedback from the community regarding the design options.
- Ensure that the community understand the changes and their implications.

Objectives and principles of change communication

Guiding communication will be the construction mitigation planning document, A City in Transition. As a framework for planning and delivering projects in the city, this document contains principles, guidelines, and tools for all parties involved with a specific focus on the central city.

The Project Management Plan will provide a more detailed overview of change management.

7.9. Benefits management approach

The benefits realisation management plan can be found in **Appendix I: Harbour Quays Benefits Plan**. Representatives from both Councils have contributed valuable input to the development of this plan.

7.10. Stakeholder management approach

A comprehensive stakeholder mapping exercise has been undertaken to clarify the engagement process.

We will actively engage with various types of stakeholders to build and maintain relationships. It is essential to involve businesses and services to ensure they are well-informed. Additionally, we will communicate with the wider community to provide them with sufficient information for decision-making, particularly during the consultation stage. The councils will ensure that all interested or affected parties receive the necessary information prior to consultations.

We aim to engage with key stakeholders regularly to provide updates and solicit their feedback as needed. A Communications and Engagement Plan is in place to support the stakeholder and community management process. Metlink will lead public transport network engagement by informing customers about network changes.

The following key stakeholders have been identified for this project:

Table 30: Key stakeholders

Stakeholder	Method of Engagement
New Zealand Transport Agency	Meetings, email
Businesses fronting stop locations	In person meetings
Te Papa	In person meetings
Wellington NZ	In person meetings
Public Transport Advisory Group	Workshops
FENZ, Police, Wellington Free Ambulance	In person meetings
Bus and Coach Association	In person meetings, email correspondence
Metlink Operators (Kinetic, Tranz Urban, Mana Bus, etc.)	In person meetings, email correspondence
Metlink customers	Focus groups, in-app / bus notifications
CCS Disability Action	Emails, accessibility audits
Blind and Low Vision New Zealand	Emails, accessibility audits
Heritage New Zealand	Email

7.11. Health & Safety approach

The Project Manager will work closely with the WCC and GWRC Health and Safety (H&S) teams to perform a risk analysis and determine the time requirements for preparing a H&S Plan for the project. The H&S team possesses the necessary tools for this analysis and will assist in identifying controls and mitigation strategies to prevent harm.

Additionally, the project team, with support from the H&S team, will review the safety management plans submitted by contractors as part of their tender documentation, paying particular attention to the risks they introduce and those they may face. The Project Manager will address risk allocation to effectively manage these contractor-related risks.

7.12. Schedule and key milestones

A brief explanation of the project schedule is provided below:

Table 31: Key project milestones

Key Project Milestone	Estimated Date
Public Consultation on Traffic Resolution	May-June 2026
Relevant Committee Decisions on Traffic Resolutions required (WCC)	September 2026
Relevant Committee Decisions on endorsement/approval of the business case (WCC and GWRC)	September 2026
SRO approval of the business case	September 2026
Approval of the Project Management Plan	October 2026
Construction Commences	April 2027
Operational Date Confirmed	May 2027
Services Operational on corridor	November 2027
Approval of Project Close	April 2028

7.13. Future considerations

As part of developing this business case, Metlink have prepared a service profile (see **Appendix H: Bus Service Profile**), which indicates how services on the Harbour Quays corridor may change over time. This service profile is presented as three phases, with Phase 1 being day one operations, and Phase 3 being sometime beyond 2034, when bus volumes on the Golden Mile corridor require moving more than the peak and regional services to an alternative corridor.

Phase 3 of the service profile considers moving all East/West services to the Harbour Quays corridor. For this to happen passenger transfer capabilities at the Whitmore Street / Lambton Quay intersection will be required for those on East/West services wishing to connect to the railway station or those buses that run via the Lambton Bus Interchange.

The volume of buses expected to be using the Harbour Quays corridor under Phase 3 and the increase in passengers waiting at stops, will require further infrastructure improvements along the corridor, including the provision of additional shelter at existing stops when Metlink decides to implement Phase 3.

We are yet to fully understand the extent of construction disruption that could be expected as part of the SH1 Wellington Improvements (RoNS), however it will be fair to assume that buses to and from the southern and eastern suburbs will see an increase in demand. The Metlink response to this demand may see additional services added to both the Golden Mile and Harbour Quays corridors.

Construction activities on the Golden Mile corridor and SH1 Wellington Improvements project will require a development response that demonstrates how they propose to maintain commerce, retail and traffic movements associated with their projects. Harbour Quays provides these projects an opportunity to move more people via buses in order to maintain commerce and retail.

Consideration should also be given to the cultural overlay that has been prepared by mana whenua, with this to be incorporated into the infrastructure works.

7.14. Next steps

Upon approval of the business case, the following steps will be taken:

- Completion of the H&S Plan
- Completion of the Communications and Engagement Plan to include when service changes are required.
- Completion of the Project Management Plan
- The design team will finalise the design, incorporating any consultation comments and issue construction drawings
- Commence procurement activities for construction
- Ongoing briefings to WCC and GWRC elected members

8. Recommendation

It is recommended that the Committee endorses this business case, the phasing of project expenditure, increases the project capital expenditure budget to $11 million, increases the operational expenditure budget to $0.7 million and agrees the project proceeds to implementation.