



Tūmeke Pōneke
Wellington City Council

REPORT

file ref: 8/98/3

**TO: MAYOR BLUMSKY
CHAIR & MEMBERS OF THE TRANSPORTATION &
INFRASTRUCTURE COMMITTEE**

**FROM: MANAGER, ROADING TRAFFIC & TRANSPORTATION
CHIEF ADVISOR (TRANSPORT)**

DATE: 26 AUGUST 1999

SUBJECT: IMPROVEMENTS AT THE NORTHERN TRANSPORT TERMINALS

1. PURPOSE OF REPORT

To inform the Committee on the progress which has been made on concept planning for improvements to public transport operation at the northern transport terminals (i.e. the Wellington Railway Station and Lambton Bus Station). Also to seek the Committee's endorsement of a preferred option for further development.

2. RECOMMENDATION

THAT Council:

- a) Confirm the approach taken by the officers in seeking an holistic solution to the traffic, transport, land use and urban design issues in the area adjacent to the northern transport terminals.
- b) Approves in principle Option 4 as providing the best available solution for the medium term subject to further consultation with key stakeholders and further refinement of likely costings and operational, legal and procedural issues.
- c) Approves referral of this report to the Joint Gateway Project Steering Committee for consideration.

Note: It is proposed that a further report(s) will be brought to the Committee. These will report on progress and seek further approvals as necessary.

3. RELEVANT ANNUAL PLAN OUTPUT(S)

Built Environment, Transport.

4. STRATEGIC FIT TEST

The recommendations support the following Council priority focus areas:

Priority Focus Area	Strategic Objectives
Transport	Improving transport efficiency, public transport, pedestrian access.
Safety	Increasing safety and the perception of safety in public areas.

Provision of roading, traffic and transportation services is a Core Service of the Council.

The recommendations support the following Strategic Plan outcomes:

Outcome 3: Urban Form and Structure

The City is compact and structured around suburban centres and public transport routes.

Outcome 5: Public Space

The public environment of the city is accessible, safe, lively and enjoyable.

Outcome 46: Public Transport

Affordable, integrated and accessible public transport takes people to places safely and quickly.

Outcome 48: Street Environment

High quality street environments foster a sense of community and maximise economic opportunity.

Outcome 49: Terminals and Gateways

Air, sea and land transport terminals and gateways provide citizens and visitors with a sense of pride and connection.

5. POLICY/OPERATIONAL IMPLICATIONS

The proposed enhancements to the northern transport terminals are compatible with Council's 1994 Transport Strategy and if implemented, will assist in achieving a number of outcomes and strategic objectives contained in the Strategy. Specific reference is made to encouraging the development of a quality service image for public transport and achieving greater integration within the public transport system including "an attractive and efficient interchange at the Railway Station..." Although the Transport Strategy is being reviewed, it is very unlikely that this work would be inconsistent with a revised strategy.

6. FINANCIAL IMPLICATIONS

It is expected that works required to achieve the public transport improvements will be funded by the Regional Council. The University will be expected to cover all costs in relation to improving their premises at Rutherford House. It may be appropriate for Council to consider funding for urban design and street enhancement works resulting from these proposals, where these are clearly of broader public benefit.

7. PEER REVIEW

This report has been peer reviewed by Soon Teck Kong Senior Transport Planner, Business Improvement Group.

8. BACKGROUND

Existing Situation:

As a result of the historic development of the city's public transport system, the Wellington railway station is located on the northern side of the central business district and is the southern terminal for rail services. Adjacent to the railway station, at the northern end of Lambton Quay is the Lambton bus station which is the northern terminal for all trolley and most diesel bus services. The city's southern, eastern and western suburbs are serviced by bus, with the northern suburbs and the settlements north of Wellington City predominantly served by rail. This characteristic of the city's transport system means that through trips originating on either bus or rail require travellers to switch their mode of travel when they reach the respective bus or rail terminal. In the case of rail passengers, this frequently involves transfer to foot as many passengers have a trip destination within walking distance of the railway station. For rail passengers travelling further south, they have the option of walking the short distance to the Lambton bus station, with frequent bus services heading south along the Golden Mile and then radiating out to the respective southern, eastern and western suburbs. For bus passengers wishing to journey north of the Lambton bus terminal this will normally involve a transfer to rail.

Benefits and Limitations of the Current Arrangement

The present historic arrangement has some advantages insofar as it has predominantly one (public) transport mode for services north of the city and one mode for the CBD and suburbs to the south, east and west. This avoids duplication of service. It also provides the long haul, high capacity advantages of rail to service those longer trips generated north of the city and the greater flexibility of trolley and diesel buses to service the shorter trips and more diffused network south and west of the CBD. The main disadvantages of the present arrangement are however:

- The inability of rail to service the CBD and suburbs to the south.
- The lack of through bus services to the north
- The consequent need to change mode at the Wellington Railway Station and Lambton Bus Station. This leaves rail passengers with the choice of transferring to foot which is the predominant choice, or catching a bus.

These disadvantages are likely to remain unless one type of service is established, north to south, which did not require transfers.

Between roughly 15% and 25% of rail passengers transfer to bus depending on the weather conditions. Currently, commuter traffic dominates the use of the railway station. Suburban services carry about 30,000 passengers each weekday, with around 12,000 journeys each peak hour. Daily busflows through the Lambton Bus terminal are in the order of 12,000 passengers each weekday with around 2000 trips in the morning peak.

The mode change from rail to bus or foot (and vice versa) raises some significant issues which have been identified by both the city and regional councils as requiring attention. These are:

1. The safety and comfort of rail passengers travelling on foot to and from their destinations south of the Wellington Railway Station. Some initial work has been done on provision of pedestrian canopies and improved pedestrian crossing facilities across adjacent streets. There are plans for more extensive improvements of this type.
2. The attractiveness of the physical link between the rail and bus stations for passengers making the transfer. Although some work has been carried out to upgrade the existing subway link there is potential for further significant improvement in quality and amenity.
3. Reduction in the walking distance between the railway and bus station. The Regional Council has placed strong emphasis on this objective. A number of studies have been undertaken in recent years to explore how this might be achieved.

Recent Studies for Improving the Northern Terminals

A number of studies have been carried out over the last few years which investigate and make recommendations on possible improvements to bus/rail interchange. The most recent report commissioned by the regional council, dated August 1997, was prepared by Australian transport consultants Rust PPK Ltd. This report recommended that the existing bus station be relocated on Featherston Street alongside the railway station, closing the street to all traffic except buses. Traffic currently using the section of Featherston Street between the existing bus and rail stations would be diverted onto the length of Lambton Quay through what is currently the existing bus station and also onto Bunny Street which would be opened to through traffic over its length between Lambton Quay and Featherston Streets. Although this proposal would undoubtedly have provided a significantly improved facility for buses and enhanced transfer between rail and bus, it had adverse affects on general traffic flows through the area and was not supported by the City Council officers on either urban design or traffic safety, efficiency or amenity grounds.

Other recent studies carried out have looked at the impact and opportunities created by the possible relocation of the inter-island ferry terminal from Kaiwharawhara to Glasgow Wharf and the potential for a more comprehensive bus/rail/ferry terminal. This proposal has not been progressed further following lack of agreement on the practicalities and funding of the ferry relocation proposal.

Regional Stadium

The new Regional Stadium is due for completion before the end of this year. After maximum capacity events, around 35,000 people will discharge onto the high level walkway running south towards the railway station. Of these, approximately 12,000 will be expected to discharge onto the Thorndon Quay footpath in the vicinity of the Mulgrave St – Thorndon Quay intersection. Special traffic control plans are being developed between the Stadium Trust and City Council and are geared around the existing street layout. It is logical however to take account of the impact of the stadium when planning future street and public space changes in the vicinity of the bus and rail terminals.

Current Short Term Transport Enhancement Plans

Considerable work has been undertaken over the last few years on exploring how the existing transport terminals can be improved in the medium to longer term (5 years and beyond). Finding a solution has proved to be elusive due to changing planning parameters and the difficulty of reconciling the various requirements of the key stakeholders. Because of the focus on looking at the longer term and larger scale scenarios (e.g. Ferry terminal relocation, northern gateway developments etc.) the benefits of and opportunity for making worthwhile improvements in the more immediate time horizon have arguably not been given sufficient attention and resources. For this reason the city and regional councils have earlier this year jointly developed a programme of improvements to the existing bus and rail terminals and the connections between the two terminals together with comprehensive proposals for improved weather protection for rail commuters walking to and from the railway station. These take the form of a network of pedestrian canopies over the footpaths on the streets used by commuters. Plans and estimates were approved in principle by the Regional Council in March 1999.

Endorsement from the regional council is now sought to the bigger picture which shows how the programme of pedestrian shelters fits in with the possible improvements to passenger interchange between the rail and bus terminals which the Joint Gateway Steering Committee has recently asked to be re-investigated. This report attempts to illustrate that bigger picture. It recommends improvements to the bus terminal which will provide better passenger interchange and assist the University with their development plans. It provides for the enhancement of Bunny Street and locates all the main bus services on Lambton Quay, removing the need to use Stout Street. It is therefore hoped that the regional council will now be in a position to allocate specific funding for the pedestrian shelter programme as a free standing programme which can proceed independently of the other elements of the overall package presented in this report. A suggested programme for implementation including estimated costings, is included in the Appendix to this report. The suggested construction phasing is as follows;

- Stage 1: Subway connection between rail and bus terminals
- Stage 2: Railway station forecourt, including Bunny Street improvements
- Stage 3: Thorndon Quay
- Stage 4: Lambton Quay/ Parliament
- Stage 5: Lambton Quay/ Law School
- Stage 6: Waterloo Quay
- Stage 7: Stout St/ Law School

9. NEW PROPOSALS FOR ENHANCING BUS RAIL INTERCHANGE

Previous sections of this report have dealt with the historic background to the location and operation of the northern bus and rail terminals, described the perceived problems that result from the location and configuration of the terminals and referred to studies which have been carried out to find a medium to longer term solution to these operating problems/issues. The more recent approval by the Regional Council's Passenger Transport Committee in March 1999 of a package of short term enhancements paves the way for some immediate action, but leaves unresolved some fundamental issues relating to how bus/rail passenger transfer can be improved while satisfying city traffic management requirements that take account of recent and potential land use changes (e.g. stadium, university) and enhance the operation of public transport along the Golden Mile.

Background to the new Study/Evaluation of Enhancement Options

There are two recent developments which are driving a fresh evaluation of potential public transport enhancements at the northern terminals:

- The resolution of the joint Gateway Project Steering Committee in April 1999 that officers carry out further work on the future location of the bus terminus and its integration with the railway station.
- The decision by Victoria University to acquire and develop Rutherford House, the former ECNZ head office building which is located in the centre of the existing Lambton bus terminal.

The combination of these two developments provides a catalyst to develop an improved physical and operational arrangement at the northern transport terminals.

Objectives

The objectives of the project have been defined as follows;

1. To improve bus/rail interchange by redesign of the existing bus station and the linkage to the railway station taking account of future demand.
2. To facilitate Victoria University to develop Rutherford House and the access to, from and between the existing university buildings located either side of Bunny Street (i.e. Rutherford House and the Old Government Building).
3. To achieve good urban design outcomes with particular reference to Bunny Street and linkages with the government centre.
4. To continue to promote the need for improved amenity, in particular weather protection, for rail passengers walking between the railway station and their destination in the central city.
5. To achieve the long-standing objective of consolidating the bus operations onto the Golden Mile. Currently most northbound buses turn off onto Stout Street which is away from the centre of gravity of the passenger demand.

Investigation and Development of Options

Discussions have taken place with the following Key Stakeholders:

Wellington Regional Council
 Victoria University of Wellington
 Stagecoach
 NZ Rail

Four main options were identified, each of which had the potential to achieve some or all of the required objectives. Each option was assessed in terms of:

Bus operations
 Bus passenger impacts
 Traffic and parking impacts
 Infrastructure issues
 Development of the University campus

The options have been discussed with the stakeholders and a preferred option selected for recommendation to both City and Regional Councils for further, more rigorous analysis, costing etc.

Options

The four identified options are described briefly as follows. Plans of the options are included in the appendix.

Option 1

Existing arrangement: the majority of railway station bound buses travel northwards up Stout Street, around the back of Rutherford House, and back down Lambton Quay (southwards). This involves buses laying over behind Rutherford House. Karori and Western Suburb buses head down Lambton Quay to Bowen Street; and Khandallah, Newlands and Eastbourne buses go down Lambton Quay to the Terminal and continue on down Thorndon Quay.

Option 2

Lambton – Stout Street: all railway station bound buses north up Lambton Quay to the bus terminal, around the back of Rutherford House and back down Stout Street on to Lambton Quay. Other traffic would continue to run northwards on Stout Street, requiring a southward contra-flow bus lane on Stout Street.

Option 2a

Lambton – Stout Street, bus only south on Stout Street: as for Option 2 except that buses only on Stout Street from Whitmore Street.

Option 3

Lambton – Stout Street, bus stop at Rail Station: as for Option 2 except that buses stop at a new bus platform in the Rail Station area adjacent to Thorndon Quay.

Option 4

Lambton – Lambton: all rail station bound buses north up Lambton Quay to the bus terminal, turn around behind Rutherford House, and back south down Lambton Quay.

A brief comparison of the advantages and disadvantages of the possible options, in terms of their transport/traffic performance is included in the Appendix. A more detailed report on the analysis of the options from the traffic efficiency and public transport viewpoint is available for inspection. It should be noted that options which required significant vehicular use of Bunny Street were excluded. This is because Bunny Street has been identified for some years for potential environmental enhancement, providing an improved pedestrian link between the bus station, Rutherford House and the city centre. The recent move by the University to develop a City Centre campus in this area, with the occupation of the Old Government Building, Rutherford House and potentially developing further sites in the vicinity, reinforce the logic in significantly reducing the use of Bunny Street by vehicular traffic.

Additional features common to all options:

Each of the above options relate primarily to the operation of the transport terminals and the passenger linkages between the two terminals. In addition to the proposals to improve these public transport linkages, the following features are included as part of the overall project:

- Improvements planned by the University to enhance the entrance to Rutherford House and to develop further lecture theatres on the perimeter of the existing building.
- Improvements to the existing subway connecting the bus and rail stations.
- Enhancement of Bunny Street between Featherston Street and Lambton Quay to change it from a bus parking and operational area to a primarily pedestrian street. This will allow for an improved link between the two parts of the University campus and achieve a logical urban design outcome.
- Development of a programme of pedestrian shelter construction. This includes the railway station forecourt and the main streets radiating from the station which carry significant volumes of pedestrian commuters and which currently provide little or no protection from the weather.

Recommended Option

From a comparison of the options, Option 4 is considered to achieve the best combination of objectives compared with the present arrangement in transport and traffic terms.

Option 4, in conjunction with the package of additional features listed in the previous section of the report, best achieves the stated objectives of the project as follows:

Objective 1: Improved Bus – Rail Interchange

Although this option does not bring the bus platforms as close to the railway station as Option 3, it should, with careful design, be able to locate the set down platforms for terminating services roughly the same distance from rail as the current layout. The pick up platforms which can be considered to be more important in terms of their proximity to rail, will be only around half the distance from the railway station compared with the present platforms.

Objective 2: Facilitate University Development

This option provides the opportunity for V.U.W to improve their front entrance to Rutherford House. At the same time, release of the existing bus shute along the rear of Rutherford House will provide further opportunity for expansion of the University activities. The proposed environmental upgrade of Bunny Street from Lambton Quay to Featherston Street which is common to all the options, will achieve a long standing objective of the city and also assist the University's desire for a pedestrian oriented link across the public street space to connect their two buildings.

Objective 3: Achieve Good Urban Design Outcomes

This option provides opportunities for the University and the City Council to modify the appearance and use of Bunny Street. The road reserve, in addition to the forecourt areas of the University on either side of Bunny Street could potentially be designed as a single space of high pedestrian amenity while still allowing limited bus movement through it. This space would help to integrate the University campus. Option 4 also frees up Stout Street as a possible parking precinct with the potential to relocate some of the University parking from the northern side of the Old Government building (now the law faculty). This could greatly enhance the space between the University's buildings.

The proposal for new pedestrian shelters from the main railway station entrance, radiating along Featherston Street and Waterloo Quay, will not disrupt the symmetry of the building's front façade, or impede views from the station. The shelters will be designed to complement the railway station building and should assist in providing a face lift and enhanced image for the building.

Objective 4: Improved Amenity for Pedestrian Commuters

The programme of pedestrian shelter construction as shown in the Appendix, will provide a much needed improvement to the comfort of the thousands of rail passengers who walk to and from the railway station each weekday. The pedestrian shelter programme was developed in 1993 and some progress has been made to date. However the bulk of the programme still remains to be put in place.

Objective 5: Consolidating Bus Operations onto the Golden Mile

Only Option 4 achieves this long standing objective of Council and the major bus operator. Because of the concentration of passenger demand on Lambton Quay, the current diversion of northbound buses along Stout Street takes buses away from the main passenger set down and pick up demand. It will be necessary to carry out careful design on the northern portion of Lambton Quay to accommodate the extra bus services which will travel in a northbound direction over the full length of Lambton Quay. In particular, the busy intersection at Lambton/Whitmore/Bowen will need to be configured to handle the additional bus movements. However the opportunity to run two way bus operations on Lambton Quay to and from the terminal, would be a positive achievement.

Option 4 is therefore recommended for approval in principle by the Committee. Subject to the Committee's endorsement, it will be necessary to undertake further work as follows:

- Complete land exchanges and acquisitions between the City, the Crown and the University in the area adjacent to Rutherford House and the existing bus station.
- Refine cost estimates

- Complete consultation between stakeholders and reach agreement on all key issues including funding, timelines and respective accountabilities for progressing the components of the overall project.
- Report back as required to the respective City and Regional Council Committees

10. APPENDICES

The following appendices are included:

Appendix 1: Comparison sheet for the four transport options with costings

Appendix 2: Sketch plan of option 1 (existing bus operation)

Appendix 3: Sketch plan of option 2/2a showing details of bus routings and key features

Appendix 4: Ditto option 3

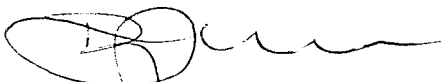
Appendix 5: Ditto option 4

Appendix 6: Plan of proposed pedestrian shelter locations, construction sequence and costings

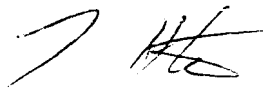
Appendix 7: Plan of the railway station forecourt enhancements including Bunny Street.

Appendix 8: Perspective drawing of railway station and surrounding streets

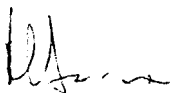
Appendix 9: Plan of proposed subway improvements



Steve Spence
Chief Advisor (Transport)
Business Improvement Group



Stephen Harte
Manager Rooding, Traffic and Transportation
Business Improvement Group

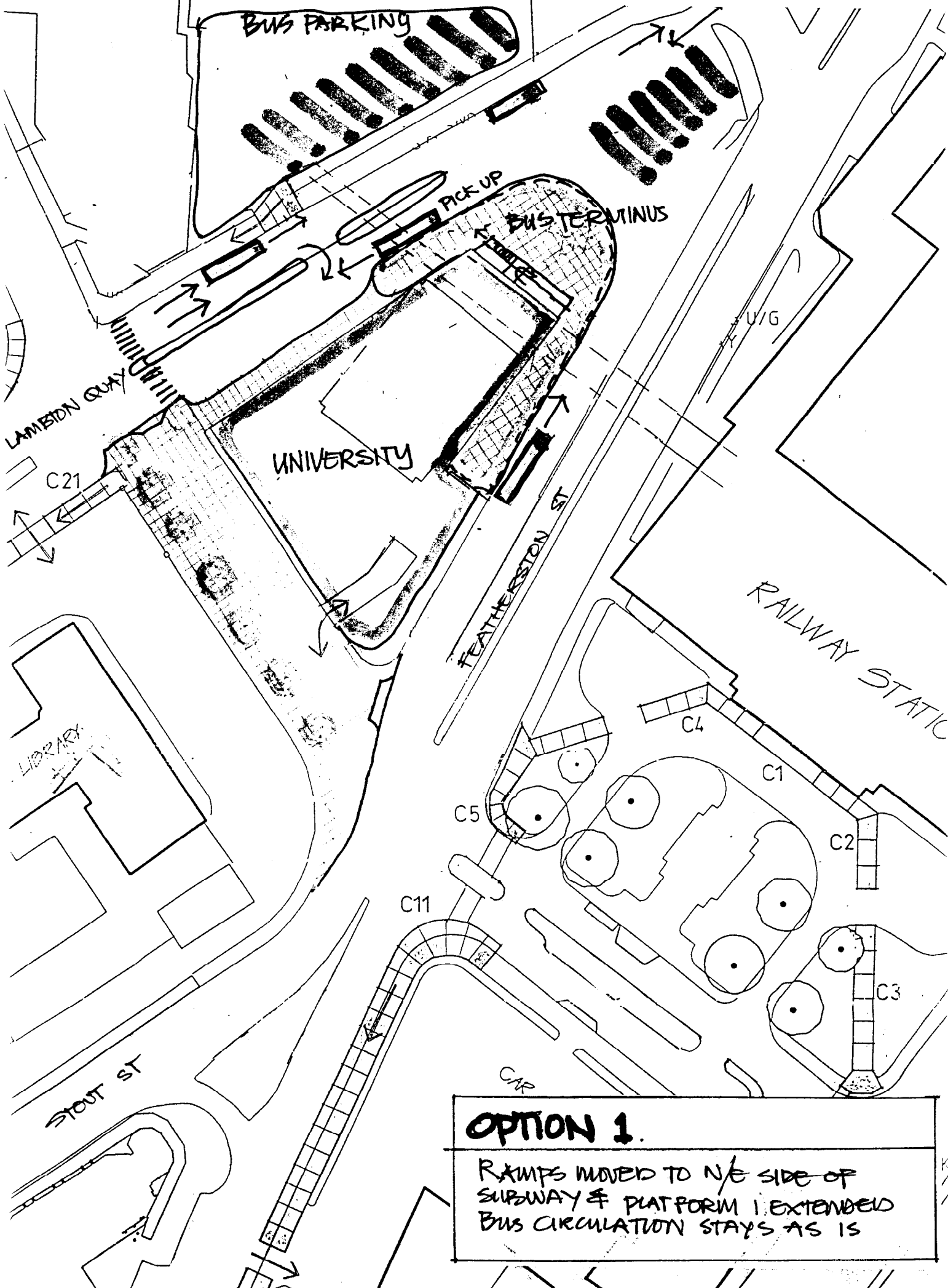


Ruth Harrison
Acting Policy Manager

Appendix 1

COMPARISON OF OPTIONS

Option	Bus Operations	Bus Passenger Issues	Traffic & Parking Impacts	Infrastructure Issues	Indicative \$
2	The easiest option to implement. Simply a reversal of the present routing arrangement. New platforms required. Additional space required for bus layovers	Very similar to existing in terms of overall passenger benefits. Inferior weather protection in Stout St for boarding	Major adverse traffic impacts at Bunny/ Featherston. Significant increase in overall delay for road users.	Contra- flow bus lane required on Stout Street. Intersection changes required at Thorndon/ Stout including new traffic signals. Bus shute requires widening	\$2,400,000
2a	As for option 2	As for option 2	As for option 2	As for option 2	\$2,300,000
3	New platforms required by the railway station. Additional space required for bus layovers.	Better transfer from rail. Little different from existing in terms of bus travel times and access to Lambton Quay. Lack of protection on Stout St.	As for 2 & 2a Difficult traffic manoeuvres crossing Mulgrave St and the Hutt Road	Major physical works required to locate new bus terminal including reconfiguration of the Mulgrave/Thorndon intersection. Land needs to be purchased from Tranzrail	\$3,200,000 Note: additional land costs involved for this option for acquisition of land from rail to locate the new platforms along the western edge of the railway station
4	New platforms required at the rear of Rutherford House. Additional space required for bus layovers	Improves access to Lambton Quay for northbound passengers. Reduced walk distance to rail.	No major impacts on traffic. Frees up parking options for Stout Street.	Major physical changes at the existing bus terminal	\$2,250,000
All Options	Removal of bus parking from Bunny Street will require new parking locations to be established on land between Lambton Quay and Kate Sheppard Place, north of the High court Building, or buses to return to the depot. Bunny Street calmed and available to city circular, school buses and campus shuttle only.	Improved waiting facilities and weather protection for all passengers.	Resolves outstanding public transport issues and provides certainty for future development.	Major overhead wiring changes required for all options. Also landscaping and beautification of Bunny Street and the University building edges	All options involve land acquisition on the west side of the existing bus station. Costs for acquisition are not known at present and have not been included



OPTION 1.

RAMPS MOVED TO N/E SIDE OF SUBWAY & PLATFORM 1 EXTENDED
 BUS CIRCULATION STAYS AS IS

HIGH COURT

BUS PARKING

DROP

BUS TERMINUS

AMBTON QUAY

UNIVERSITY

PICKUP

C21

FEATHERSTON ST

RAILWAY STATION

LIBRARY

C4

C1

C5

C2

C11

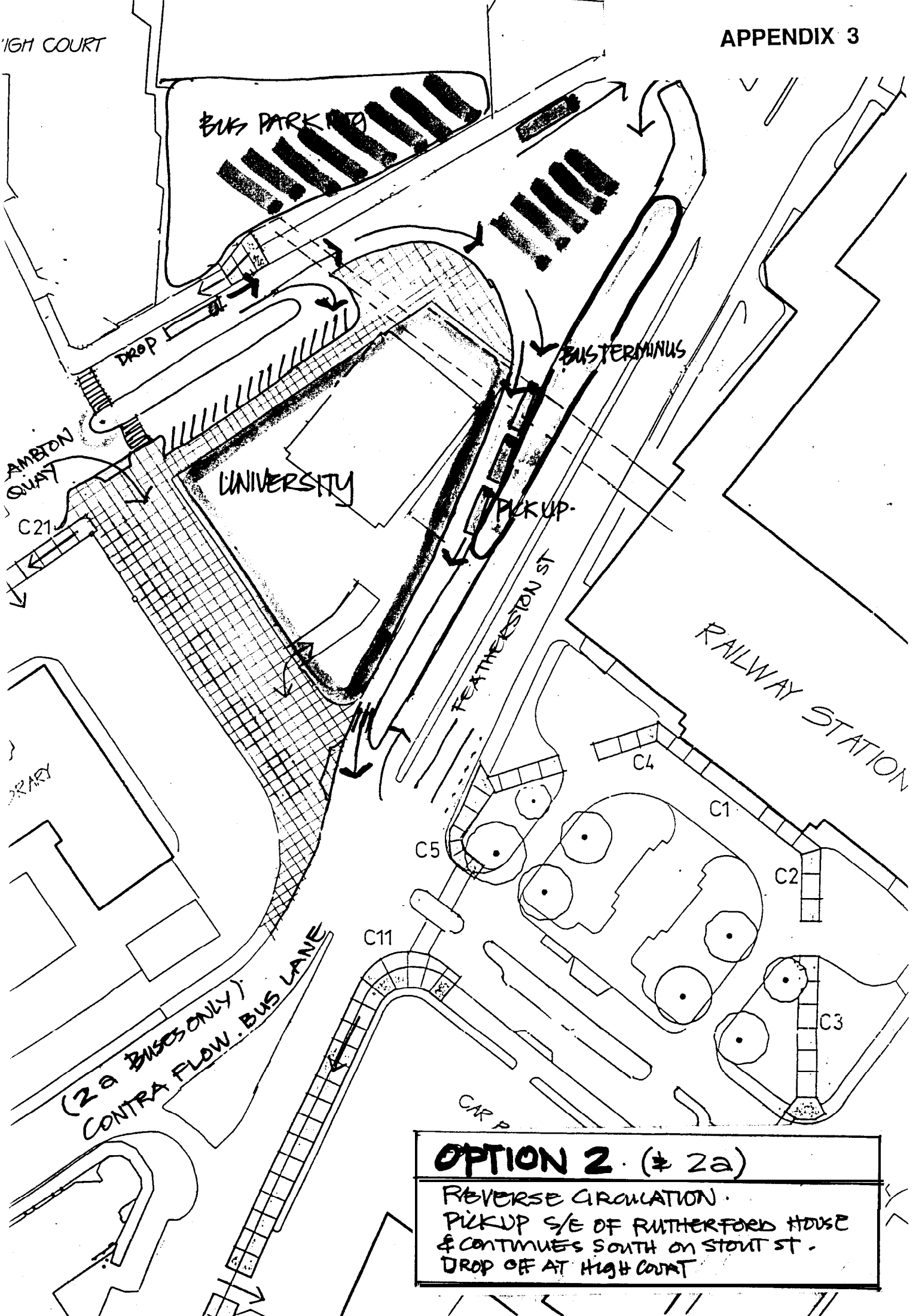
C3

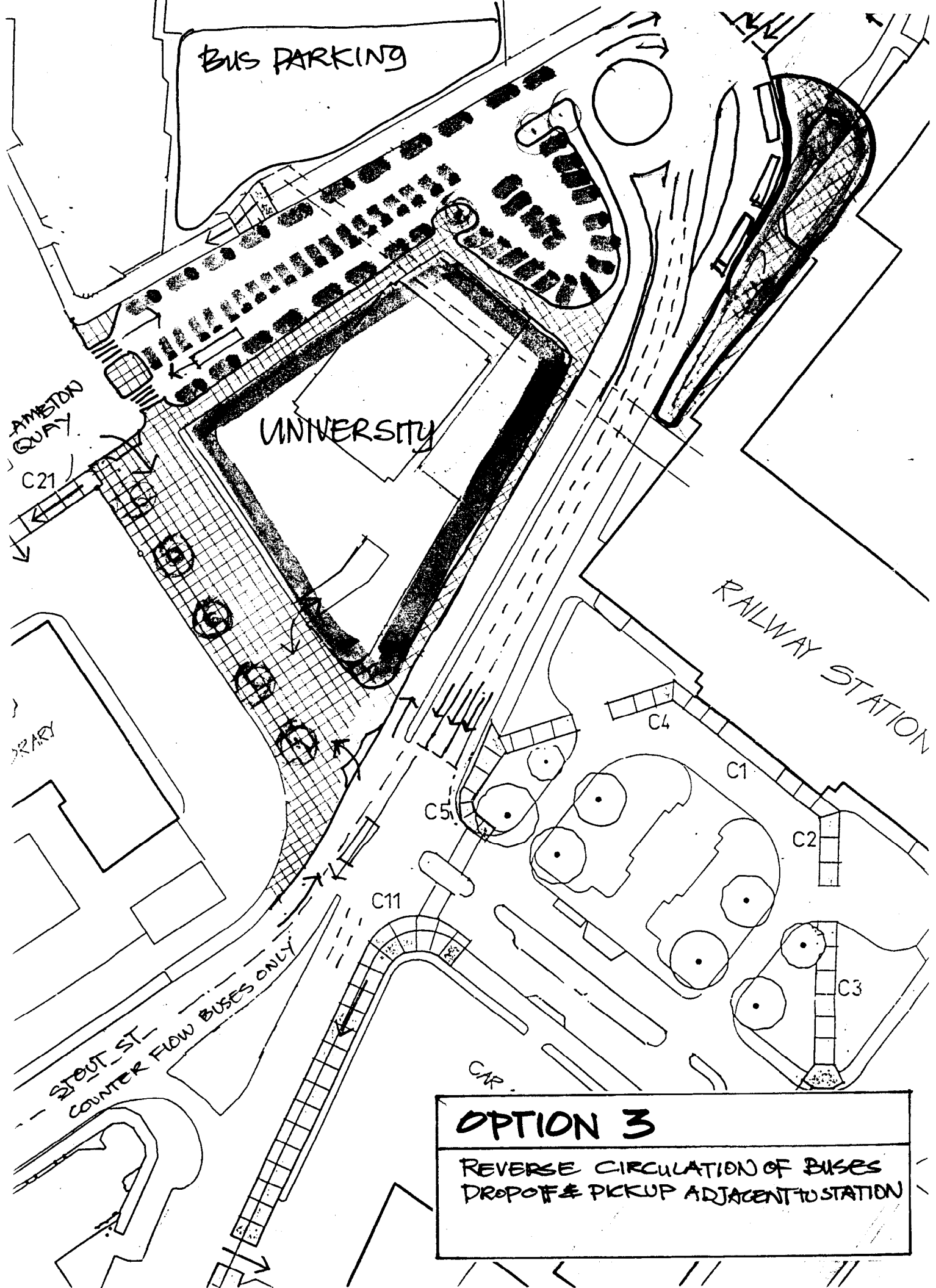
(20 BUSES ONLY)
CONTRA FLOW BUS LANE

CAR P

OPTION 2. (# 2a)

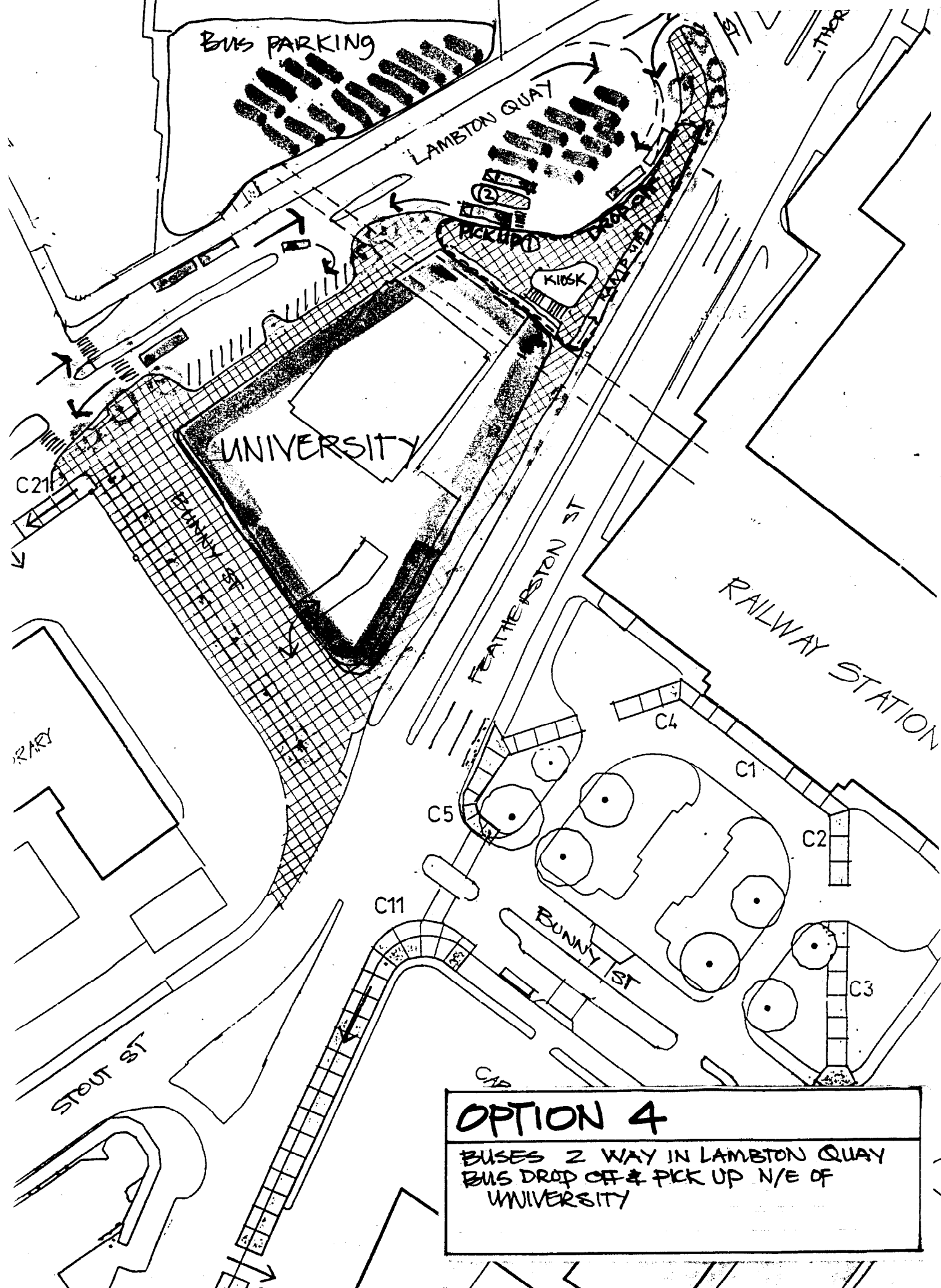
REVERSE CIRCULATION.
PICKUP S/E OF RUTHERFORD HOUSE
& CONTINUES SOUTH ON STOUT ST.
DROP OFF AT HIGH COURT





OPTION 3
 REVERSE CIRCULATION OF BUSES
 DROP OFF & PICKUP ADJACENT TO STATION

311 COURT



OPTION 4
 BUSES 2 WAY IN LAMBTON QUAY
 BUS DROP OFF & PICK UP N/E OF
 UNIVERSITY

PUBLIC TRANSPORT PEDESTRIAN IMPROVEMENTS

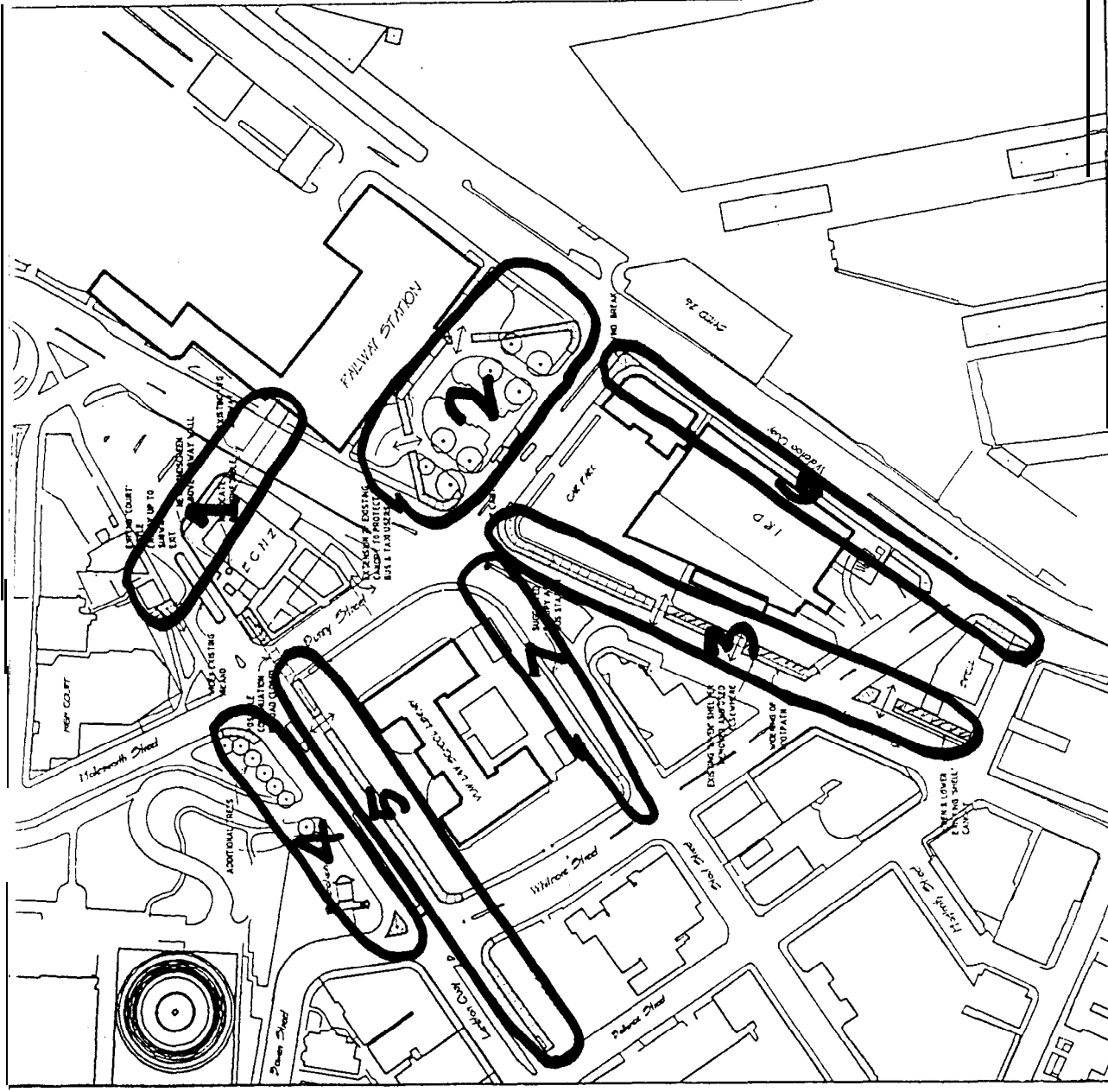
STAGE 1	UNDERPASS	\$ 924,000
STAGE 2	STATION FORECOMET	\$ 1,118,000
STAGE 3	THORNTON QUAY	\$ 1,571,000
STAGE 4	L.R. PARLIAMENT	\$ 227,000
STAGE 5	L.R. LAW SCHOOL	\$ 1,153,000
STAGE 6	WATERLOO QUAY	\$ 517,000
STAGE 7	STOUT/LANSCHALL	\$ 1,153,000
TOTAL		\$ 6,663,000

APPENDIX 6

SCALE: 1:3000	CONTRACT No. N/A
DATE: MARCH 1999	DRAWING No. 99/1500/P1
PRODUCED: P.J.K.	CHECKED:
APPROVED:	

KEY

- NEW CANOPIES
- EXISTING CANOPIES
- VEHICLE CROSSINGS



WELLINGTON RAILWAY STATION BUS - RAIL INTERCHANGE

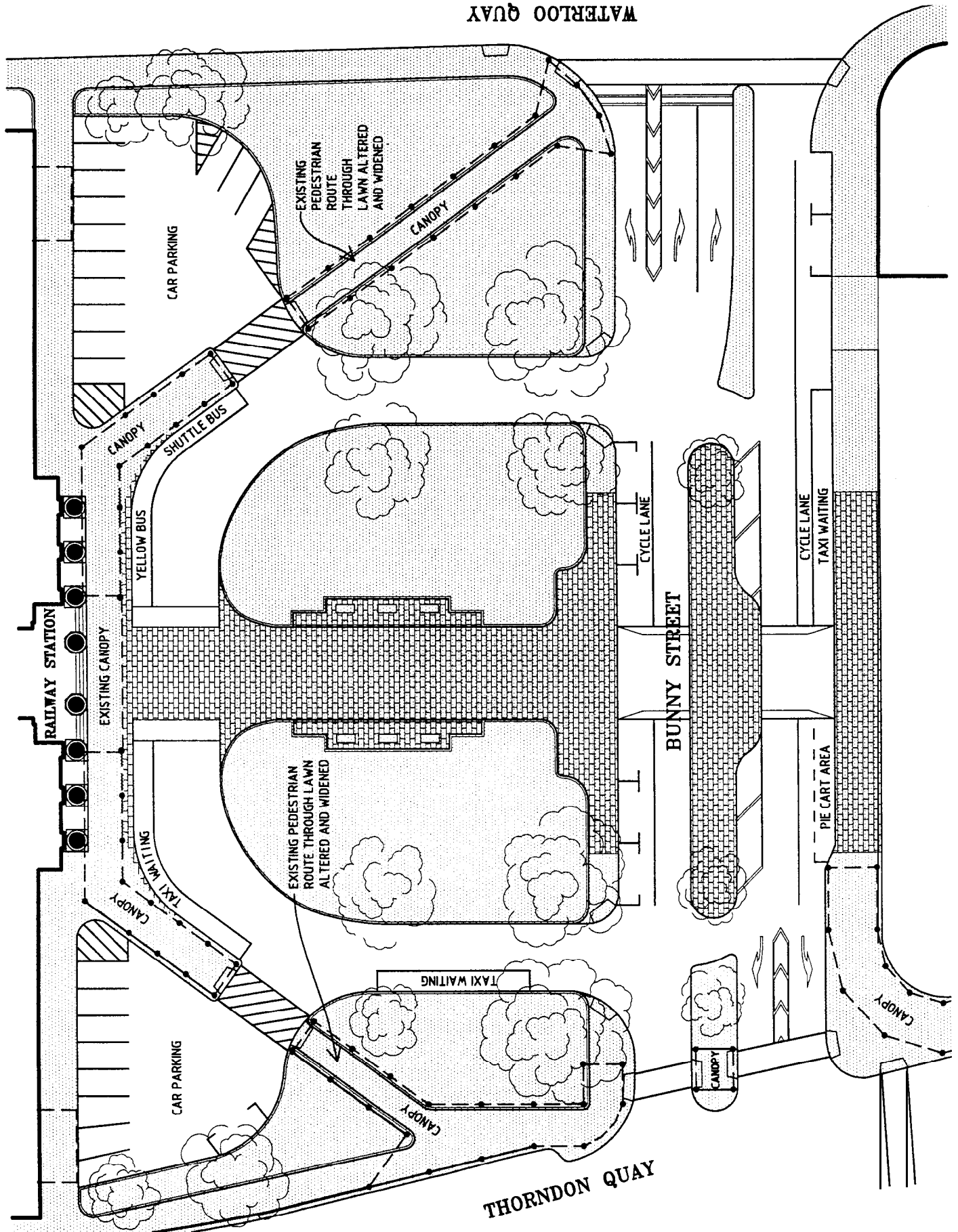
Note: this drawing deals with Canopies and Shelter aspects only

**ABSOLUTELY
POSITIVELY
WELLINGTON**

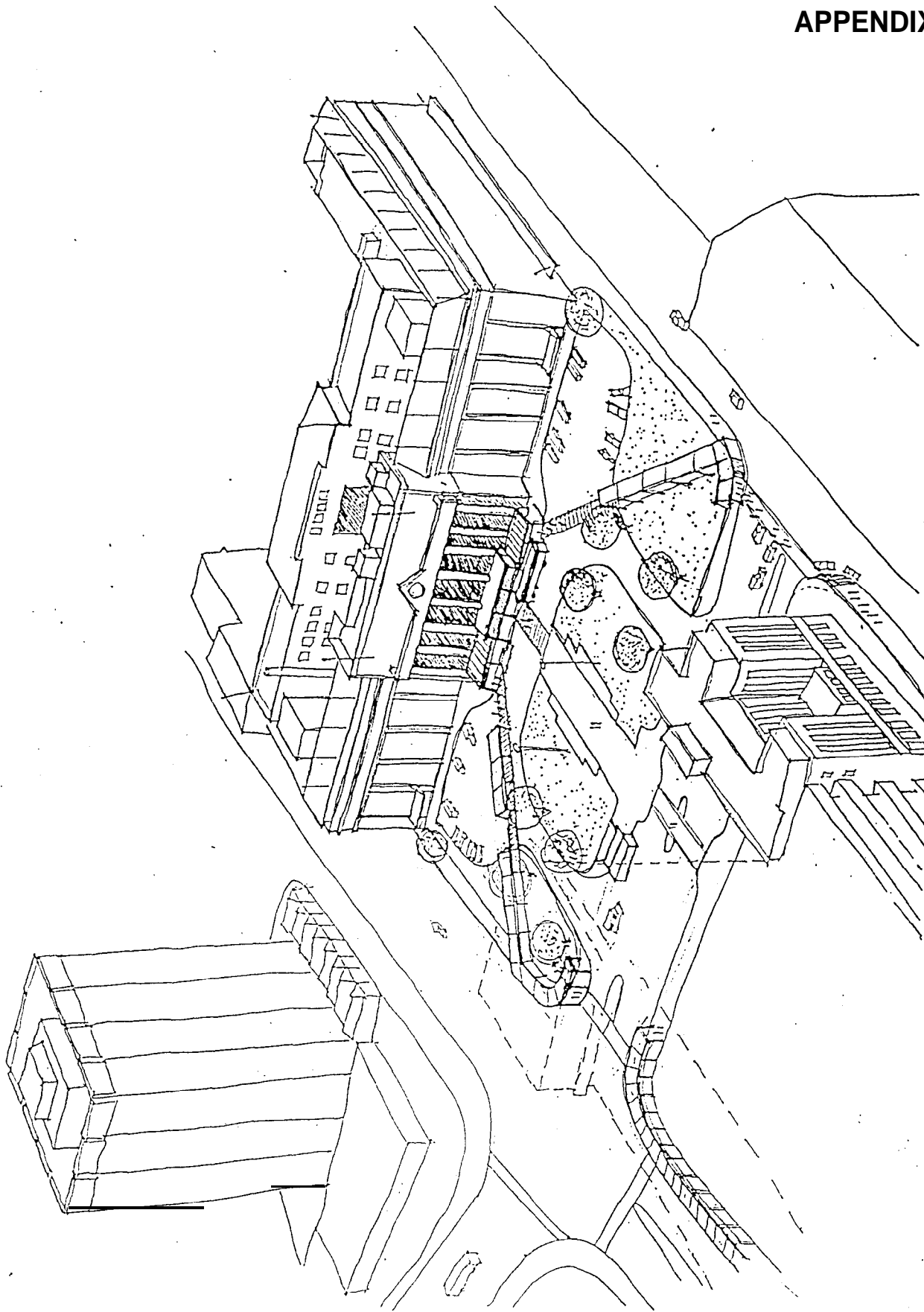
CHIEF ARCHITECT
CITY DESIGN

Turpin Pireola
Wellington City Council

WATERLOO QUAY

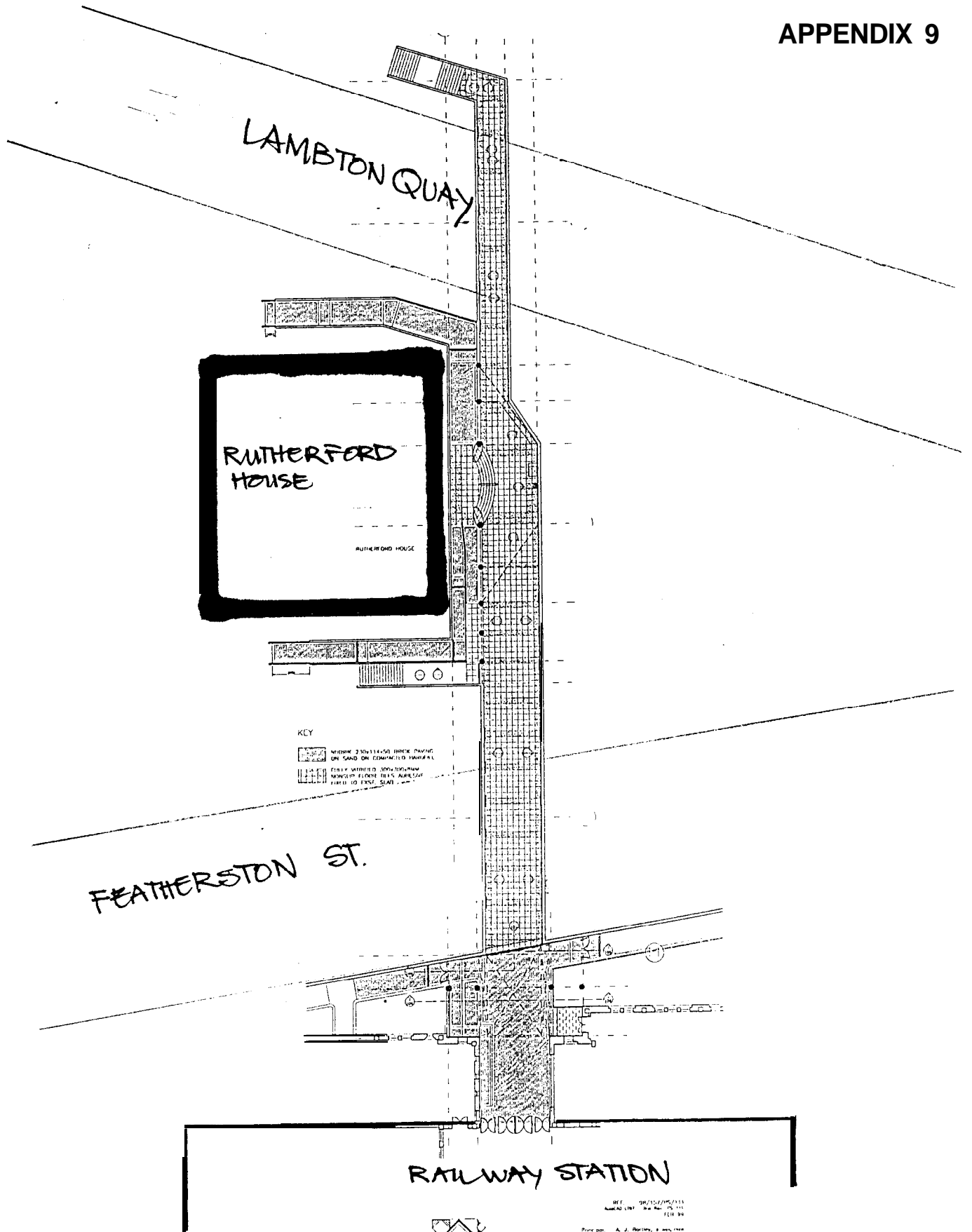


RAIL TO CITY PEDESTRIAN ROUTE ENHANCEMENTS
CITY DESIGN W.C.C. AUGUST 1999 DRAWING No. 99.1500 (FOR RUSSELL BLACK)



CONTRACTOR TO VERIFY DIMENSIONS ON SITE BEFORE CONSTRUCTION OR FABRICATION

ABSOLUTELY POSIT/VELY WELLINGTON Tumeke Pōneke Wellington City Council	CITYWORKS CHIEF ARCHITECT	SCALE: NTS	CONTRACT No.:
		DATE: MARCH 99	N/A
		PRODUCED: MJ	DRAWING No.:
		CHECKED:	99/1500/P3
		APPROVED:	



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PROPOSED PLAN,
FLOOR FINISHES 1:200



BUS-RAIL INTERCHANGE: WELLINGTON RAILWAY STATION
PROPOSED UPGRADING FOR WELLINGTON CITY COUNCIL