

Bus Stop Policy and Standards

Adopted – Utilities 2 September 2008

Queenstown Lakes District Council will upgrade and maintain its existing bus stops and associated facilities, and ensure the appropriate provision of new stops and facilities, so that they:

- a) contribute positively to the image of the district;
- b) provide sheltered and safe waiting areas for passengers;
- c) are situated within easy walking distances for passengers;
- d) are supported by safe and convenient access routes to and from the stop;
- e) enable all passengers to get on and off buses quickly and safely; and
- f) enable buses to get into and out of the stops quickly and safely.

That the attached standards be noted for inclusion in the draft Queenstown Lakes District Council Infrastructure Code.

Introduction

In 2007 the Queenstown Lakes District Council adopted the Wakatipu Transportation Strategy. The strategy presents an integrated package of transport measures that has at its centre the delivery of a destination enhancing passenger transport system supported by parking management, travel demand management, and roading improvements.

The development of the passenger transport system encompasses a wide range of elements including traffic management, access to bus stops, bus stop facilities, as well as standards pertaining to the services themselves.

Key Agencies

The bus stop policy, and consequential standards, is intended to guide the improvement of the bus stops within the Queenstown Lakes District. This work will be led by the Queenstown Lakes District Council in its role as Road Controlling Authority for the District's local (non-State Highway) roads. However the bus companies, together with Lakes Environmental Ltd, the Otago Regional Council, the Ministry of Education and the New Zealand Transport Agency all have key roles in the improved provision and operation of bus stops in the District. These responsibilities are highlighted in the document.

The policy and standards do not as yet address the development of transport centres and interchange facilities within the Wakatipu Basin. Under the Wakatipu Transport Strategy, larger transport facilities will need to deal with the large numbers passengers as well as quick and convenient transfers will be installed within the Queenstown town centre and parking and ride facilities.

The Main Stakeholders and Their Needs

In considering the design, provision and management of bus stop facilities within the District it is important to consider the needs of the various stakeholders.

- Existing and potential passengers are the customers of the bus system. They are not a uniform group. If the bus system is to be relevant to and used by the wide range of potential passengers it is important that bus stop facilities are attractive and not limiting as to who can use them.

Of particular relevance is the need to provide safe, functional and accessible waiting areas for people with disabilities, the young and the elderly. The 2005 report of the Human Rights Commission headed "The Accessible Journey" highlighted the need for local authorities to design and maintain bus stops with the disabled in mind. Particular considerations need to include

- ensuring buses can access bus stops (through stop design and enforcement of parking restrictions)
- ensuring appropriate layouts to bus stops so that all people can have an unimpeded in getting on and off buses.
- information facilities that can be used by all people

For some passengers, bus use will be an everyday event, but for others particularly visitors and more casual system users, the bus stops will be their first point of contact with the system and there will be a heightened need for service information.

- Land owners and tenants
The needs of adjoining landowners and their tenants concerning bus stops often revolve around impacts on the accessibility of properties, and perceived changes to amenity when stops and shelters are installed. It is important that reasonable needs for property access are addressed, and that measures to minimise the negative amenity effects (principally noise, rubbish, visual amenity) are incorporated on design and maintenance standards
- Other Road Users: The placement of bus stops will influence road safety. Particular regard needs to be made to the provision of bus manoeuvring areas at either end of the stops, sightlines between approaching traffic and the stops, proximity to intersections and lane widths adjacent to stops.

"Other road users" includes users of the footpaths. The placement and design of street furniture will affect the ease of movement along a footpath occupied by bus stop furniture. Issues are often encountered where space for wheelchairs is not provided, or bus stops are located on busy central area pedestrian routes. Poorly designed facilities can increase the likelihood of crime in and around bus stops.

- Bus Companies: For bus companies, the bus stops will be the front door for their businesses. The stops need to reflect positively on the wider system and be functional - enabling buses and their customers to use the stops safely. Bus stop design will affect the speed and ease with which passengers can get on and off the buses, and the ease with which buses can exit the stops and rejoin the traffic flow.
- The Wider Community: The wider community has interests in a high quality streetscape and a high quality passenger transport system. There will be concerns over visual amenity. The wider community part funds the provision and

maintenance of bus stop facilities and there will always be a concern that the community receives good value in return for public expenditure.

Standards

Location and design of bus stops

Subdivision applications shall identify the proposed locations and designs of bus stops.

The location of bus stops will be guided by a series of factors. These will include

- the need to maximise the catchment area of the bus stop
- the locations of major trip attractors such as hotels and community facilities
- the topography of the bus route
- the patterns of development
- the desirability of consistency in bus stop spacing
- the need to provide bus stops on locations that offer good personal safety and good road safety
- opportunities to facilitate transfers between services

As a starting point, within the urban areas of the District, bus stops will be located approximately 350-400m apart. With the development of bus routes, shorter spacings between stops in the central area will be considered.

In rural areas, bus stops will be situated near activities that generate bus trips.

Explanation: It is important that subdivision applications show the proposed locations of bus stops to give future landowners and tenants advance notice of the likely installation of bus stops.

The spacing of bus stops will be a trade off between reducing the walk distance to and from the stops (creating pressure to minimise the distance between stops) and reducing the number of times buses need to stop on their journeys (creating pressure to extend the distance between bus stops). A general rule of thumb nationally is a distance of 350-400m between stops.

Even within the District's urban areas the intensity of urban development is not uniform, meaning that bus stop location will often be strongly influenced by location of intersections – Frankton Road is a good example of this where in the past the Marina, Battery Hill, Goldfields and Hensman Road have been the key bus stop locations. As this area grows and intensifies there will be a need to even out the provision of stops at intermediate points).

Within the central area, spacings between stops closer to 200m may be appropriate in order to reduce walk distances for large numbers of people.

Bus Boarders (Kerb Build-outs):

Where bus stops are located between parking bays, consideration will be given to the installation of kerb build-outs.

Explanation: Bus boarders (or kerb build-outs) can assist service reliability and reduce delays by enabling buses to pull out of bus stops and into traffic easier. By placing the bus stop partially in the traffic lane, kerb build-outs can also discourage illegal parking in bus stops. By reducing the length of manoeuvring space required, kerb build-outs can also reduce the impact of bus stops on parking. Regard needs to be given to lane widths, to ensure traffic safety is not compromised.

Bus Bays:

Full width (2.5m) bus bays are not permitted within the District unless

- The bus stop is a terminal or timing point where buses are likely to be standing while not having passenger getting on or off.
- The bus bay is adjacent to a bus priority lane.

Half width bus bays will be provided where it is desirable to provide additional lane width for traffic to pass stopped buses.

Explanation: Full width bus bays located adjacent to general traffic lanes can contribute to service unreliability and delays as buses are prevented by the traffic flow from exiting the bus stops. As with bus boarders, half width bus bays can reduce the amount of kerb space needed to allow buses to get in and out of the stops.

Passenger Waiting Area and Footpath

The passenger waiting area will meet the following standards

- The location of street furniture must provide a minimum functional pathway width between facilities (i.e. between a shelter and light pole) of 1500mm in residential/industrial areas and 2000mm in retail/commercial areas.
- Street furniture will be located at least 600mm from the kerb
- Bus shelters, timetable information, rubbish bins and seating shall be located as close to the head of the bus stop as is practical. Where possible, bus stop shelters shall be located so that further facilities can be installed at a later date should passenger demands warrant this.
- Footpath paving shall provide a firm, flat and well drained surface presenting no hazards to pedestrians. A level surface is desirable but will not always be achievable.
- The head of the bus stop, should not straddle a driveway

The paving material within the bus shelter will match that of the surrounding footpath paving.

Final determination of location of facilities shall be influenced by:

- the need to avoid creating obstacles to boarding and alighting the bus. This must consider the mobility needs of all sections of the community, including wheelchair users
- sightlines between waiting passengers and approaching buses
- the numbers of waiting passengers
- pedestrian desire lines and volumes of pedestrians (along the footpath and into/out of adjacent properties)

- vehicular access (and sightlines) in the vicinity of the stop.

Explanation: It is important that bus stops designed to provide for all passengers that may wish to use the bus, as well as enabling the continued operation of pedestrian flows through the bus stop area.

No prohibition to bus stops straddling property accessways is proposed, although any potential safety issues and inconvenience to property owners should be considered. Given the likelihood that passengers will wait for buses at the head of the bus stop, this area should not straddle a driveway.

For aesthetic reasons, the QLDC seeks consistency in the use of paving materials in and around individual bus stop shelters.

Bus stop lengths:

Bus stops must be long enough to enable buses to park parallel and up against the kerb. The following guidelines shall apply:

- Bus stop length needs to cater for the length of the bus (12m) plus appropriate manoeuvring distance.
- Manoeuvring distance shall be 9m at the rear of the bus stop and 5m at the front. These manoeuvring distances can be reduced through the design and location of bus stops (i.e. bus boarders or the location of the stop adjacent to driveway areas and intersections)
- Where possible, bus stops on routes where more than one bus is likely to be stopped at once shall cater for two bus lengths.

Prior to accepting registrations for new commercial services or confirming contracts for new services, the ORC will liaise with the QLDC to ensure bus stop capacity will not be exceeded.

Explanation: The design of bus stops needs to ensure that passengers of all abilities can get on and off bus services easily and safely. It is important that buses can park at bus stops so that both front and rear doors of the vehicle are immediately adjacent to the kerb.

Sufficient manoeuvring space will also reduce the rear sweep of buses over the footpath and buses crossing the centre line when exiting stops.

When considering demands for kerbside space, service design needs to ensure the good utilisation of bus stops, particularly in areas where there is high demand for kerbside parking.

Bus stop signage and markings:

Bus stops will be defined “on the street” as follows:

- Within urban areas bus stops used by services available to the general public will be marked
 - with broken yellow lines to provide a box 2.5m wide by 12m (or additional length as per the bus stop length guideline) and
 - by bus stop signage that complies with MOTSAM requirements.
- With the exception of bus stops adjacent to schools (which will be marked out as above), bus stops used only by school bus services will initially be

defined only by bus stop signage that complies with MOTSAM requirements

- Bus stops located where the road is unsealed and bus stops outside urban areas will initially be defined only by bus stop signage that complies with MOTSAM requirements
- In the above instances, where parking creates problems for buses using bus stops, additional markings will be considered.

Explanation: The council has the option of marking out bus stops with signage and broken yellow lines, or simply installing a bus stop sign. The second option carries with it a “no parking” restriction (no parking within 6m either side of the sign) that is not generally understood by the wider public. Accordingly, the approach where the bus stop “box” is defined by broken yellow lines is preferred where there is a demand for kerbside parking.

Full road markings for bus stops will generally be avoided in rural areas where parking demands are low.

Adjacent kerb-side parking controls

As well as ensuring provision of appropriate kerbside space for buses to manoeuvre in and out of bus stops, parking either side of the bus stop will be managed to avoid if at all possible the location of loading zones at either side of the bus stop.

Explanation: Common experience is that the degree of illegal parking within bus stops is influenced by the types of the adjacent parking, with loading zones being problematic.

Lighting

The Council’s lighting standards as set out in the Southern Light Strategy will be met at bus stops. The Council will, through the bus shelter procurement process, consider the value of lighting within bus shelters.

Explanation: The Southern Light strategy sets out the District’s lighting standards. It would be desirable to supplement street lighting with lighting within shelters although it is acknowledged that this may bring with it high costs for the provision and maintenance of bus stop shelters. This will be explored through the bus stop shelter procurement process.

Pedestrian routes to and from bus stops

In considering the location of new bus stops and the improvement of existing bus stops, the pedestrian routes between the bus stop catchment and the bus stop will be considered. This must be addressed by subdivision applications.

Measures to assist the convenience and safety of pedestrian access and the extent of the “ped shed” will be installed.

In new subdivisions, the design of the road network and walkways will maximise the catchment within a 400m walk distance of the bus stops

Explanation: Access to most bus stops in the District will be by foot. For many people a four hundred metre walk (roughly five minutes) is a reasonable walk distance. The physical catchment of the bus stops will be influenced by the street pattern, the location of the bus stops within the street network, and the presence or otherwise of functional and safe walkways.

Enforcement of Bus Stop Parking Restrictions

Bus stops restrictions will be made by Council resolution under Queenstown Lakes District Council's Traffic and Parking Bylaw.

Bus stop restrictions will be enforced by Lakes Environmental Ltd on behalf of the QLDC.

Enforcement of bus stop restrictions on bus stops located on State Highways within the District will be undertaken pursuant to delegations from the New Zealand Transport Agency.

Explanation: To be enforceable, bus stop restrictions need to be made by Council resolution pursuant to the Council's Traffic and Parking Bylaw. The Council is responsible for enforcement of bus stop parking restrictions on its road network and the State Highway network within the District. Lakes Environmental Ltd is a Council Controlled Organisation that is empowered to undertake enforcement of the District's bylaws. Lakes Environmental Ltd employs parking officers in both the District's Wakatipu and Wanaka Wards.

Bus stop shelters and seating

Shelter types

The Council is considering the development of two suites of bus stop shelters.

- a) Standard shelter type: A standard shelter suite will be installed. The specifications for the standard shelter are attached.
- b) Premium shelter types: A premium shelter design will be considered for installation on the District's state highways and arterial roads. Decisions on whether to pursue the premium shelter will be made by QLDC through the procurement process.

Subdivision applications shall show the proposed location of bus stop shelters.

Explanation: The design of bus stop shelters will be trade off between issues such as visual amenity, cost and functionality. The Council would like to consider the installation of shelters that are exceptional in reflecting the character of the District to visitors. However, there is recognition that this may be unaffordable if applied to every bus stop in the District. Accordingly a standard bus shelter will be installed at all eligible bus stops except the major arterial routes (including State Highways) into and out of the District. On these arterial routes, a premium style shelter design will be developed for consideration by the QLDC.

As a general rule, QLDC is keen to avoid the proliferation of shelter designs in order to simply maintenance. Within the two basic styles (standard and premium) two shelter types will be developed – wherever possible a four wall design will be installed. On narrow footpaths a cantilever design will be used.

It is important that subdivision applications show the proposed locations of bus stop shelters to give future landowners and tenants notice of the likely installation of such facilities.

Priorities for Shelter Installations

Shelters will be installed in the following order of priorities

1. all in-bound (towards Queenstown and Remarkables Park)
2. Outbound bus stops within urban areas used by services to the Remarkables and Coronet Peak ski fields.

Explanation: The QLDC is seeking to install passenger facilities ahead of passenger demand. The District's growth management strategy envisages the development of Frankton as a town centre that will increasingly become a passenger destination. Outbound stops serving the Remarkables and Coronet Peak Ski fields are also key boarding points in the ski season.

Seating

The Council will provide seating where a bus shelter may be justified but for practical reasons cannot be installed.

Where bus stops are located adjacent to verandas, the council will seek to install seating rather than shelters.

Explanation: There will be instances where bus shelters may not be able to be installed – examples will include areas where there is insufficient space or obstruction to sightlines would result. In the first instance the minor relocation of the bus stop will be considered. However, where this is not practical, seating will be installed.

Maintenance

The following service standards will be applied:

The response times for cleaning and graffiti removal are as follows:

- Routine cleaning – 5 days
- Emergency cleaning – 1 hour
- Graffiti removal – 1 day

Where glass panels are damaged by vandalism, Council will consider the use of more durable panelling (i.e. perforated metal sheeting)

Explanation: It is important that bus stop facilities are well maintained in order to perform their function and to look good. Where glass panels do get smashed or etched, use of more durable panelling will be considered in order to maintain the functionality and visual amenity of the street furniture.

Bus Stop Information

Information to be displayed

The following information shall be provided by the Otago Regional Council at all bus stops used by services available to the general public

- How to use the bus service and how to obtain further information, make complaints
- Timetables and routes of services using for that bus stop
- The wider passenger transport network
- The names and contact details of the Regional Council and the bus companies (including branding) providing services to/from that stop
- Contact details for bus stop maintenance requests

Where a bus stop is served by more than one bus operator, the Otago Regional Council will seek to produce composite timetables.

Explanation: The bus stop is one “entry point” into the passenger transport system for existing and potential passengers. While priority is given to information relevant to the particular bus stop, bus stop information should also provide avenues for obtaining information about the wider system, as well as providing channels for maintenance requests and complaints.

No bus stop information will be provided at bus stops used only by Ministry of Education services. Information on school bus services is available to school children through their schools.

The preference for composite timetables is based on providing easy to understand information on services regardless of the service provider to passengers, as well as reducing the clutter caused by individual timetables for each bus service.

At this stage there are no proposals for the installation of a real time passenger information system in the Otago Region. Given that such a system would rely on vehicle location systems installed on buses, it is assumed that such an initiative would be led by the Otago Regional Council.

Information Panels

Bus service information and advertising is to be displayed only within information panels provided by the council and must, as its primary purpose, meet at least one of the following criteria:

- a) promotes use of passenger transport or
- b) provides information on how to use the passenger transport system
- c) provides information on passenger transport services that use the stop.

The QLDC will supply, and maintain information panels sufficient for the display of bus stop information at every bus stop (excluding stops used only by school buses) in the District.

The information panels are to be durable to vandalism, and weather, and have a graffiti resistant material. The panels will be of a design that can be

attached to existing posts, either square or round, and also attached to a flat surface or wall.

The desired size of the standard information panel module is 2 x A4 pages (594mm x 210mm). This will allow for the display of information relating to bus travel. A clear polycarbonate cover sheet, or something similar, shall allow users to read the information within.

QLDC will install larger panels at bus stops where the number of services and the amount of information warrants. Where there is sufficient room within the panels, QLDC will use the space to inform the community of public events accessible by bus.

Explanation: The Council does not support the use of its street furniture for advertising because of the potential for this to detract from the visual amenity of the District.

The supply and maintenance of information panels fits with the QLDC's role for the supply and maintenance of other bus stop infrastructure including bus shelters and rubbish bins.

Rubbish bins

Rubbish bins will be provided at all inbound (services travelling towards Queenstown town centre) bus stops and where required on outbound stops.

Explanation: The provision of rubbish bins at stops where people will generally be waiting for buses will contribute to the tidiness of bus stops

System Branding

Bus stop facilities shall provide for the installation of system branding through placement of logos and by-lines in bus stop information and/or placement of decals on facilities. Any branding must be incidental to the function of the street furniture.

The design of premier bus shelters shall seek to incorporate the agreed image for the passenger transport system agreed to be the New Zealand Transport Agency, Otago Regional Council and Queenstown Lakes District Council.

Explanation: The branding of the passenger transport system will be a key part of the system image.

Consultation

The improvement of the bus systems relies on strong cooperation between the key agencies involved in providing elements of the system, and good consultation with stakeholders.

Decisions on the locations of new bus stops and information panels will be made in consultation with the ORC, the bus companies and adjoining landowners and tenants and, where necessary the wider community. The

consultation over bus stop location will comply with the Local Government Act requirements for resolutions made pursuant to the District's bylaws.

Consultation over detailed proposals for the locations of bus stop shelters will be compliant with Section 339 of the Local Government Act 1974.

Where bus stops and bus stop facilities are proposed on the District's State Highways, permission will be sought from the New Zealand Transport Agency.

No consultation is deemed necessary in respect of any other bus stop facilities.

Explanation: Statutory requirements exist in relation to introduction of parking restrictions for bus stops and for the location of bus shelters. In other respects the purpose of the consultation is to achieve good levels of coordination between the different agencies responsible for the delivery for the bus system.

Implementation

Implementation of this policy and standards will be undertaken principally through QLDC expenditure on roading, bus stops and bus stop facilities. This will be programmed through the council's long term council community plan and annual plans.

Where actions are sought from landowners, requirements will need to be incorporated into the Council's Infrastructure Code, which is presently being developed.

Attachment: Specification for Standard Bus Stop Shelter

INTRODUCTION¹

Within the Queenstown Lakes District Council's (QLDC) transportation strategies a central theme of development work has been the establishment of a passenger transport system that, for many people wanting to get around the District, will provide a competitive alternative to the single occupant car.

It is envisaged by QLDC that buses will provide the majority of the passenger transport services in the District. As part of the new strategy to make the bus system more attractive to potential passengers, QLDC wishes to obtain a preferred Tenderer for the supply of quality "standard" shelters to be provided at on-street boarding/alighting locations.

In proposing designs for Queenstown, the tenderer will need to consider the range of on-street bus stop locations, the criteria relating to the facilities and the general principals of use such as;

- the functionality of the infrastructure, for all sections of the community;
- the ongoing maintenance and upkeep of the infrastructure and;
- the appearance of the infrastructure in the context of the wider streetscape and landscape.

Listed below are the design criteria, which need to be considered within any proposed design.

SHELTER DESIGN CRITERIA

Shelters

The Tenderer shall familiarise them self with the Queenstown Lakes District to ensure that the shelter submitted is in keeping with the Regions aesthetics.

Two designs should be submitted comprising of a standard four-sided shelter and a three-sided cantilever style for use on narrow sites.

A footing design shall also be submitted to show the extents required for construction purposes.

The construction material and colour of the shelters shall fit within the aesthetics of the Queenstown Environment. In the first instant the construction material of the side panels of the shelter shall be transparent, eg glass or plastic. However, these side panels should offer the potential to be

¹ Excerpt from QLDC "Invitation to submit expressions of interest for the supply of bus shelters", July 2008.

retrofit with permanent material, such as steel mesh. The Tenderer may submit colour options for the shelter if they wish.

All dimensions and material make up shall be supplied by the tenderer.

The shelters should allow for access and egress of a wheel chair.

No advertising material shall be displayed on the shelters.

Lighting

The supply of lighting for the shelters shall also be provided. Both mains powered and solar powered lighting options shall be supplied. In all circumstances recommended lighting codes and categories will comply with AS/NZS 1158, Part 3 Pedestrian Category Lighting (AS/NZS 1158.3.1:2005). Category P lighting will have a zero upward wasted light output.

Leaners

These can be by either attachment to the shelter, plant or surface mounted. The style of leaner shall tie in with the design of the shelter and the surrounding environment. Additional options that the Tenderer may wish to consider include:

- Graffiti guard
- Skateboard deterrent

Ski Racks

The ski rack shall be of modular design to ensure that connection to all shelters can be accommodated for. This includes shelters that are supplied as detailed above, can then be retrofitted following installation.

The ski racks shall be designed to allow for the safe storage and handling and should have the capacity to hold a minimum of 5 pairs of skis. The location of the ski racks shall be positioned to allow for easy positioning and access. The final position of thus will be determined by the Tenderer.

Footing and fixing design

The shelters should be of a design that they can be easily installed, maintained and removed. This will require the design of a footing that is simply to install and can be removed if redundant or made good with minimal material left in the ground. The shelter should have a fixing to the footings, which can be easily installed by the Council's contractor and when required provide for the removal of the shelter as a whole for reuse or replacement.

The shelter footing shall include ducting for cabling to assist the future installation of lighting and real time information. Consideration shall be given to installation of piping for water to assist cleaning of shelters.

Standards

The designs should be accordance with relevant standards for material and construction methods used and these should be clearly stated in any design submission.

Consideration of supply in the design of the shelter

When submitting a design, consideration should be given to the need for a short delivery time. As these will be standard shelters used on a majority of routes it will be important that when required the shelter is available as quickly as possible.

In any submission there should be a statement concerning the delivery time associated with the shelter concerned. This delivery time should be based on the “turn around” of a single number order from date that order is received to delivery.

Acknowledgements

In developing this policy and standards, guidance has been obtained from the following:

- Auckland City Council Bus Stop Policy and Guidelines, 1995
(<http://www.aucklandcity.govt.nz/auckland/transport/buses/otherways.asp#busstop>)
- Christchurch City Council Bus Stop Location Policy, December 1999
(<http://www.ccc.govt.nz/Policy/BusStopLocation.asp>), and
- Manukau City Council Bus Stop and Shelter Policy and Guidelines, September 2004
(http://www.manukau.govt.nz/uploadedFiles/manukaugovtnz/Transport/Passenger_Transport/draft_bus_policy_04.pdf)

Reference

The Accessible Journey: Report of the Inquiry into Accessible Public Land Transport, Human Rights Commission, September 2005