



NZ TRANSPORT AGENCY  
WAKA KOTAHI

Roads of national significance

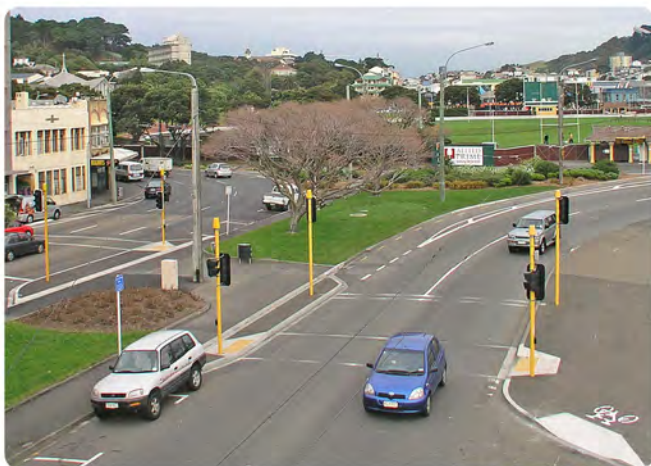


Wellington  
Northern Corridor

Cobham Drive to Buckle Street Transport Improvements

# Community Engagement Summary Report

March 2012



NZ TRANSPORT AGENCY  
WAKA KOTAHI

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NZ Transport Agency

**Wellington Regional Office**

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New Zealand

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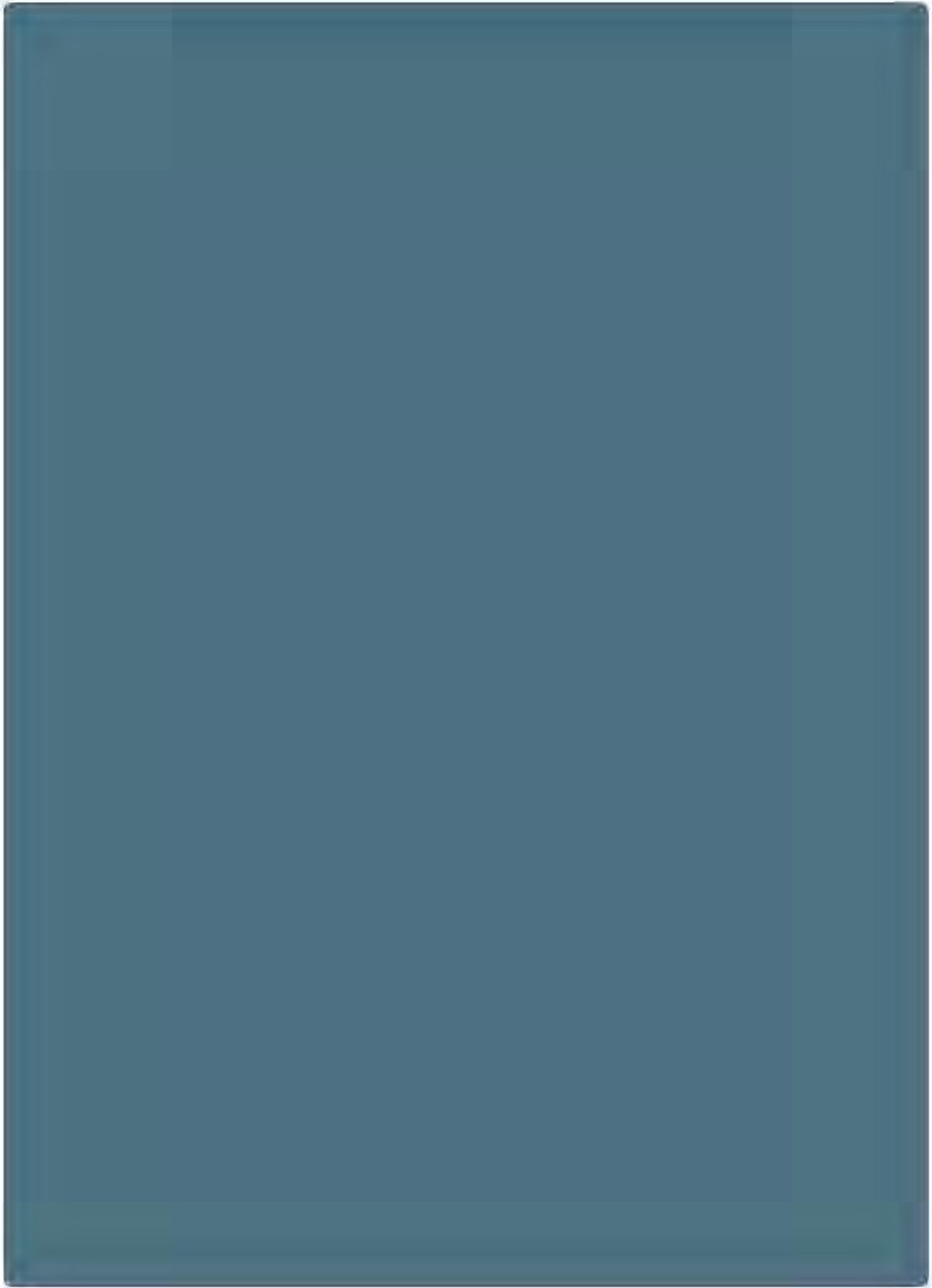
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# EXECUTIVE SUMMARY



# Executive Summary

Since 2008, the NZ Transport Agency (NZTA) has been working with the Wellington City Council (WCC) and the Greater Wellington Regional Council (GWRC) on the “Ngauranga to Wellington Airport Corridor Plan”. This work is part of delivering the Wellington Regional Land Transport Strategy 2010 to 2040.

Finalised in 2008, the Corridor Plan includes a comprehensive package of measures (or “improvements”) to support all forms of transport in Wellington city. The NZTA is responsible for any improvements proposed for State Highway 1 (SH1), including the inner-city section between Cobham Drive and Buckle Street.

The main transport improvements proposed for this particular route involve:

- building a bridge to the north of the Basin Reserve to carry east-west SH1 traffic over Kent Terrace and Cambridge Terrace and link with Buckle Street;
- building a second Mt Victoria Tunnel; and
- widening Ruahine Street and Wellington Road.

In July and August 2011, the NZTA undertook a “community engagement programme”, in which we invited the community to comment on these proposals and their overall effects; and on some design aspects on which we had yet to make final decisions, such as:

- whether we should build a separate pedestrian cyclist facility on the bridge around the Basin Reserve; and
- how pedestrians and cyclists should be separated from other traffic in the second Mt Victoria Tunnel.

Feedback and submissions from the community is to be used to help us make decisions on the above matters, including the location for the bridge, as well as informing the preparation of the Resource Management Act (RMA) applications for the proposals, which are to be submitted in 2013.

This report describes the community engagement programme and summarises the feedback we received.

## What We Engaged On

Prior to engaging with the public, the NZTA had already made a number of decisions about the design aspects of the Cobham Drive to Buckle Street transport improvements. The decisions we had yet to make included:

- the location for a bridge over Kent and Cambridge Terraces, north of the Basin Reserve;
- whether to provide a pedestrian/cyclist path on the bridge around the Basin Reserve; and
- how pedestrians and cyclists should be partially or fully separated from vehicles in the second Mt Victoria Tunnel.

Community engagement is an important part of our decision-making process, and the aims of our programme were to:

- inform the community of our proposals and the reasons for the decisions we’ve already made; and
- gather information from the community that will enable us to:
  - understand the value that stakeholders and the community place on various features of the affected area; and
  - identify issues that could influence the project’s design and implementation.

All the material we used to support the community engagement programme was designed to help achieve these aims.

## The Community Engagement Programme

The community engagement programme for the Cobham Drive to Buckle Street transport improvements ran for eight weeks, from 2 July to 26 August 2011.

We provided the community with information on the proposals through:

- a detailed website ([www.nzta.govt.nz/witi](http://www.nzta.govt.nz/witi)), which included all the related technical reports and a printable version of our freepost feedback form;
- an information centre at the Basin Reserve, which we opened every weekday from 4 July, with late nights on Thursdays;
- a series of open days, stakeholder workshops and meetings;
- a community engagement brochure, which included detailed information on our proposals and a freepost feedback form; and
- a free phone number and email address (offered throughout and for a short time after the community engagement programme).

In Wellington city we promoted awareness of the project via newspapers, radio, billboards and advertisements on the backs of buses. We delivered brochures to more than 70,000 Wellington households, and on 21 July included them in a local newspaper, *The Wellingtonian*, which has a circulation of approximately 70,000.

The closing date for community feedback was 26 August. However, both WCC and GWRC made their final submissions in early October, having been given special deadline exemptions to consider their community feedback.

## Project Feedback

The NZTA received 2,137 submissions directly from the community. WCC and GWRC made individual submissions.

We analysed every comment in every submission, and classified them according to project-specific categories (such as physical location and construction effects). Comments could be classified in more than one category.

The figure below shows the spread of comments according to the project's geographical locations. Most related to improvements around the Basin Reserve and the second Mt Victoria Tunnel.



## Summary of Feedback: Improvements Around the Basin Reserve

Our feedback form included three questions on the location of a bridge to the north of the Basin Reserve. It also asked for feedback on the importance of providing a pedestrian and cyclist facility on the bridge.

We presented two options for the bridge location:

- Option A approximately 20 metres north of the Basin Reserve; and
- Option B approximately 65 metres north of the Basin Reserve.

We asked the community to tell us what they liked or disliked about each bridge option.

Submitters in favour of Option A liked it because of its lower cost compared with Option B and its alignment with Buckle Street. Some expected it to have fewer effects on the residents of Mt Victoria.

Submitters in favour of Option B liked it because it provides a larger separation between the bridge and the edge of the Basin Reserve than Option A. They were typically concerned that having a bridge closer to the Basin Reserve would increase the effects of noise and air pollution, subsequently worsening the atmosphere in the Basin Reserve and making it less attractive as a venue for sporting and cultural events.

Some submitters who valued the Basin Reserve's historic associations liked the way that Option B would enable the former Home of Compassion Crèche building to stay in its original location. However, most concerned about heritage effects generally wanted to avoid any bridge structures near the Basin Reserve.

The New Zealand Historic Places Trust supported this view. Its submission indicated that if we go ahead with a bridge option, Option B would be preferable. The Trust suggested that the former Home of Compassion Crèche building needed to be relocated, no matter which bridge option was chosen.

Almost all the comments on the area under the bridge (for Options A and B) were that it would become "dead space", which would encourage antisocial behaviour, graffiti and crime. There was a clear concern that the area would become a safety and security hazard.

There was widespread support for pedestrian and cyclist facilities on both bridge options, with some submitters describing the idea as "a no brainer". Most who supported it thought it would make walking and cycling around Wellington easier. Some emphasised that this facility would become even more critical when the second Mt Victoria Tunnel is built.

Partway through our community engagement programme, the Architectural Centre<sup>1</sup> proposed an alternative SH1 solution (“Option X”) which included a tunnel in front of the National War Memorial. This option garnered 1500 comments.

The NZTA undertook extensive investigations into the possibility of constructing tunnels around the Basin Reserve. This approach was rejected on the basis of construction feasibility and operational issues, as well as tunnels being much more expensive to build and run. Therefore, we did not seek feedback on any tunnel proposal in this community engagement programme.

## Summary of Feedback: Buckle Street and the Memorial Park Precinct

Both proposals for improvements to the Basin Reserve connected to Buckle Street, which would be realigned and move up to 10 metres to the north.

The majority of submitters (550 comments) supported alternatives to our proposed options and most suggested a tunnel in front of the War Memorial. As previously noted, this engagement did not seek feedback on any tunnel proposal, however it should be noted that both Option A and B are future-proofed so that a tunnel could be built in this area should funding become available.

## Summary of Feedback: a Second Mt Victoria Tunnel

Our feedback form included one specific question on proposals for the second Mt Victoria Tunnel: “What’s important to you when considering whether pedestrians and cyclists should be either partially or fully separated from vehicles in the new Mt Victoria Tunnel?”

Those who commented on this issue:

- consistently supported a full separation of pedestrians and cyclists from motorised traffic;
- felt that this would lead to improved air quality, reduced traffic noise and protection from motor vehicles involved in traffic accidents;
- believed that addressing these concerns would not only benefit people who already walk or cycle through the tunnel but also encourage more people to do so; and
- made several suggestions for full separation, including monitored closed-circuit television coverage and vandal-proof glass.

A secondary issue related to the facility’s design. Submitters particularly concerned about safety thought that pedestrians and cyclists should be physically separated from each other. This theme was also evident in relation to a pedestrian and cyclist facility on a bridge around the Basin Reserve.

## Summary of Feedback: Widen Ruahine Street and Wellington Road

Most of the comments on our proposal to widen Ruahine Street and Wellington Road related to the design of SH1 and its intersections with local roads in the area.

Submitters on this issue, including WCC, hadn’t known about the extent to which we propose widening these roads. Some referred to the Corridor Plan, which signalled that SH1 in this area would be widened to four lanes, not the “up to six” we’re proposing. WCC specifically suggested that the benefits of travel time savings from a six-lane road might be outweighed by other negative effects of a road that wide.

Most comments on this part of the project supported the service lane we propose alongside Ruahine Street and Wellington Road, and its use by pedestrians and cyclists. Almost all comments on the service lane suggested that further work was required to manage parking and vehicle speeds on the lane to minimise conflict between vehicles and other road users. Some questioned the safety of the locations where the service road joins side roads, such as Goa Street and Moxham Avenue.

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<sup>1</sup> The Architectural Centre website, at [architecture.org.nz](http://architecture.org.nz), states that it’s an independent and voluntary organisation of architects, artists, and designers.

Some submitters were concerned about the effect of our road-widening proposals on Hataitai residents. They felt they would increase noise disturbance within Hataitai and were concerned about land acquisition affecting the Badminton Hall, Kilbirnie Park and Hataitai Kindergarten.

In total we received fewer than 80 comments about the effects of our proposals on traffic flow in and around Hataitai. All focused on our proposal to ban right-turns from Taurima Street to SH1 westbound.

Submissions from Kilbirnie School (on Moxham Avenue) and the Hataitai Playcentre (on Hamilton Road) were particularly concerned about this issue. The GWRC submission stressed the importance of ensuring that any signalised control to Goa Street's intersections with SH1 and Moxham Avenue did not impact on the main passenger transport route to Kilbirnie and the eastern suburbs.

## Next Steps

Next we plan to:

- develop our proposals for the transport improvements around the Basin Reserve, and seek the necessary RMA approvals towards the end of 2012 or early 2013; and
- refine our proposals for the second Mt Victoria Tunnel and the widening of Ruahine Street and Wellington Road, and seek RMA approvals from mid-2013 onwards.

The community will have another opportunity to make formal submissions on our applications and detailed proposals once they've been lodged and publicly notified by the relevant consent authority.

Note that before we lodge these applications, we may need to consult the community on some technical matters, such as the proposed mitigation measures. We'll let you know if we do.

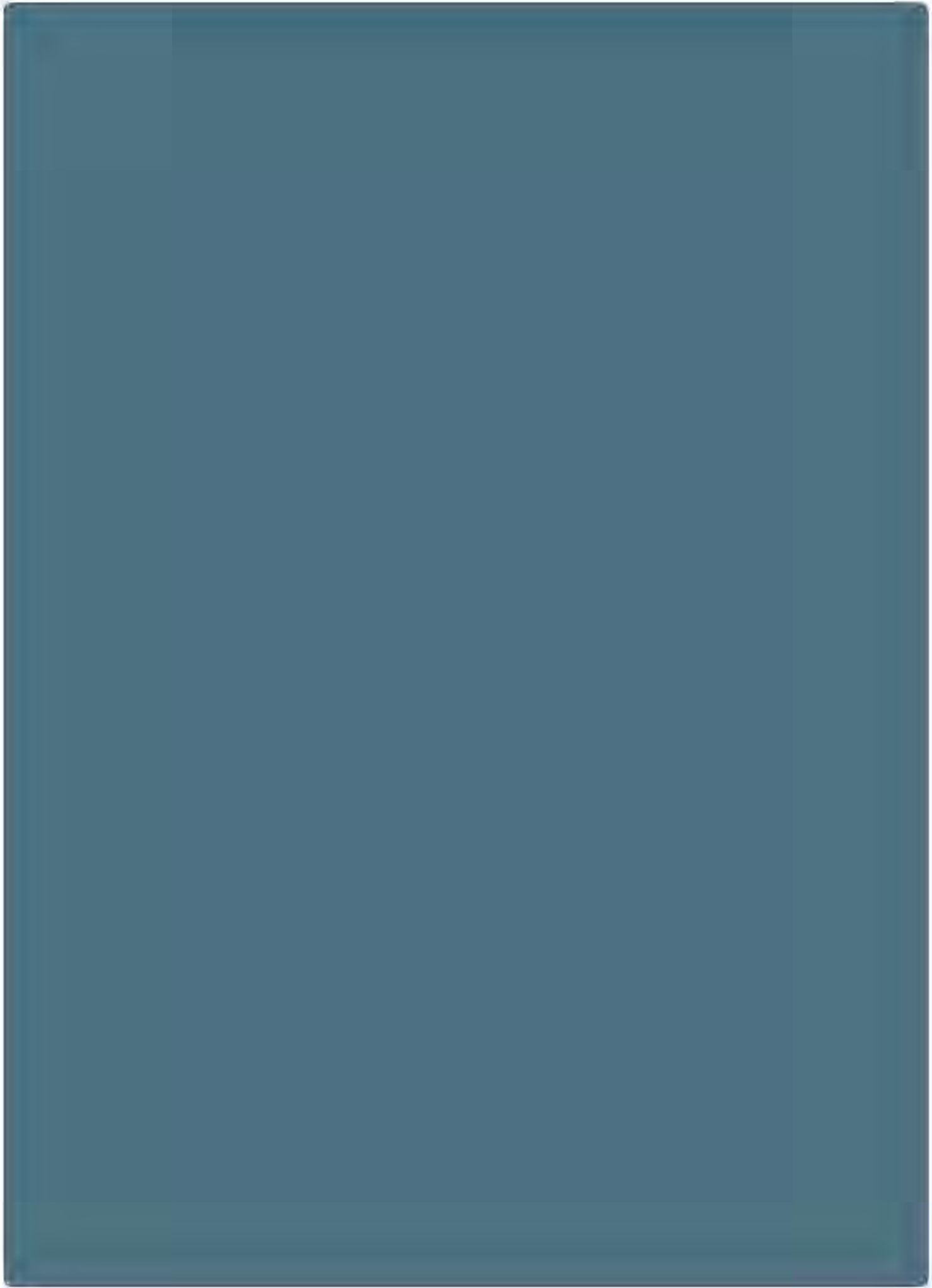
## Thank You

We'd like to thank the community for providing us with feedback; it was clear that some submissions had involved a considerable amount of work.

We're grateful for all the submissions we received and all comments made through the community engagement programme.



# INTRODUCTION



# Introduction

Between 2 July and 26 August 2011, the NZ Transport Agency (NZTA) sought feedback from the community on its proposals for improving State Highway 1 (SH1) between Cobham Drive and Buckle Street in Wellington. This report summarises the community engagement activities we undertook and the feedback we received.

## Project History

A number of studies in the past have identified the need for transport improvements in Wellington, as well as potential options. In October 2008 the Wellington City Council (WCC), the Greater Wellington Regional Council (GWRC) and the NZTA agreed on the “Ngauranga to Wellington Airport Corridor Plan”, which had been developing using three phases of community engagement:

1. As part of the study “scoping” stage, key stakeholders were asked to comment on and add to a list of transportation issues that should be investigated and addressed.
2. Key stakeholders and the wider community were asked to identify what they liked or disliked about a range of potential transport options, and to explain why they held those views. The information gathered was considered in developing a first draft of the Corridor Plan.
3. Key stakeholders and the wider community were asked to provide feedback on the draft Corridor Plan. A report on this feedback was sent to the Regional Land Transport Committee<sup>2</sup>, and the committee considered this and oral submissions before deciding on, and adopting, the final Corridor Plan.

You can read a more detailed summary of the Corridor Plan community engagement process in Appendix A.

The NZTA is now working with WCC and GWRC to implement the Corridor Plan, with each organisation responsible for a different part. This reflects one of the Plan’s goals, which is to create a transport system in which public transport, walking and cycling take priority on specific roads, and other motorised traffic on others.

- WCC is progressively installing bus lanes along the Golden Mile (between Lambton Quay and Courtenay Place) and Wellington’s “passenger transport spine” (which goes from the railway station to the regional hospital in Newtown).
- GWRC has started a “Wellington Public Transport Spine Feasibility Study” which is investigating options for a high-quality public transport system between the railway station and Newtown.
- We are leading the development of improvements to SH1 between Cobham Drive and Buckle Street, with the aim of increasing SH1’s capacity so that it attracts drivers away from roads best suited for walking, cycling and public transport services.

In 2009 these improvements were included in the Government’s “Roads of National Significance” (RoNS) programme<sup>3</sup>. We’re now working to refine their design before we seek the approvals we require to comply with the Resource Management Act (RMA). We will do more work to confirm the impacts of the proposals and our proposed “mitigation measures” (what we will do reduce the impacts) before we apply for these approvals.

## Cobham Drive to Buckle Street Transport Improvements

Between 2 July and 26 August 2011 we sought feedback from the community on our proposals for the Cobham Drive to Buckle Street transport improvements. The main changes involved:

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<sup>2</sup> The Regional Land Transport Committee comprises representatives of territorial authorities (including WCC), GWRC and the NZTA, and five representatives to champion economic development, safety and personal security, public health, access and mobility, and environmental sustainability.

<sup>3</sup> The Roads of National Significance are seven essential state highways that the Government has identified as linked to New Zealand’s economic prosperity. The NZTA is charged with delivering these highway projects within the next 10 years.

- widening SH1 at Wellington Road and Ruahine Street, and making changes to existing intersections;
- providing a new shared-use service lane alongside SH1 between Cobham Drive and Taurima Street;
- building a second SH1 tunnel north of the existing Mt Victoria Tunnel, linking the city with the eastern suburbs;
- building a SH1 bridge to the north of the Basin Reserve, over Kent and Cambridge Terraces; and
- realigning and widening Buckle Street in front of the National War Memorial.

We proposed to implement these in stages, with:

- construction of the Basin Reserve improvements due to start in 2014 or 2015; and
- construction of the second Mt Victoria Tunnel and the main improvements to Wellington Road and Ruahine Street scheduled to start once work has finished on the Kapiti and Transmission Gully sections of the Wellington Northern Corridor RoNS programme.

We decided to seek community feedback on all the improvements because we believe it's important for people to have the full picture of our long-term vision for SH1 in Wellington city.

Information about the proposals is available in our community engagement material, while the technical reports published before the community engagement can be accessed from our offices and website<sup>4</sup>.

## What we asked about

We've already made a number of decisions about the Cobham Drive to Buckle Street transport improvements. The changes we have yet to make decisions on are:

- the location for a bridge over Kent and Cambridge Terraces, north of the Basin Reserve;
- whether to provide a pedestrian/cyclist path on the bridge around the Basin Reserve; and
- how pedestrians and cyclists should be partially or fully separated from vehicles in the second Mt Victoria Tunnel.

Community engagement is an important part of our decision-making process, and vital to the project's next steps. By understanding the community's views on our proposals, we can start to refine the project designs to reduce negative effects and maximise its benefits.

The aims of our community engagement programme were to:

- inform the community of our proposals and the reasons for the decisions we've already made; and
- gather information from the community that will enable us to:
  - understand the value that stakeholders and the community place on various features of the affected area; and
  - identify issues that could influence the project's design and implementation.

All the material we used to support the community engagement programme was designed to help achieve these aims. A community engagement brochure and other materials, as well as the project website, included questions relating to the decisions we have yet to make.

## Report Purpose

The purpose of this report is to summarise our community engagement activities and the feedback we received from the community. It is a record of:

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<sup>4</sup> [www.nzta.govt.nz/projects/wellington-inner-city](http://www.nzta.govt.nz/projects/wellington-inner-city).

- themes that emerged while we reviewed and analysed the submissions we received;
- the NZTA's objectives for community engagement;
- our community engagement activities; and
- the way in which we managed submissions.

The report has been prepared for:

- **the NZTA decision-makers**, who will use the information to help shape the project. Suggestions for changes to the project design, feedback on the anticipated effects, and ideas for improvement will help the project team to develop the designs in more detail; and
- **stakeholders and the community**, to show how we've interpreted the submissions we received. Later reports, prepared as part of the RMA consenting process, will identify how stakeholder issues will or won't be addressed as the designs are developed.

## Structure of this Report

This report has two main parts:

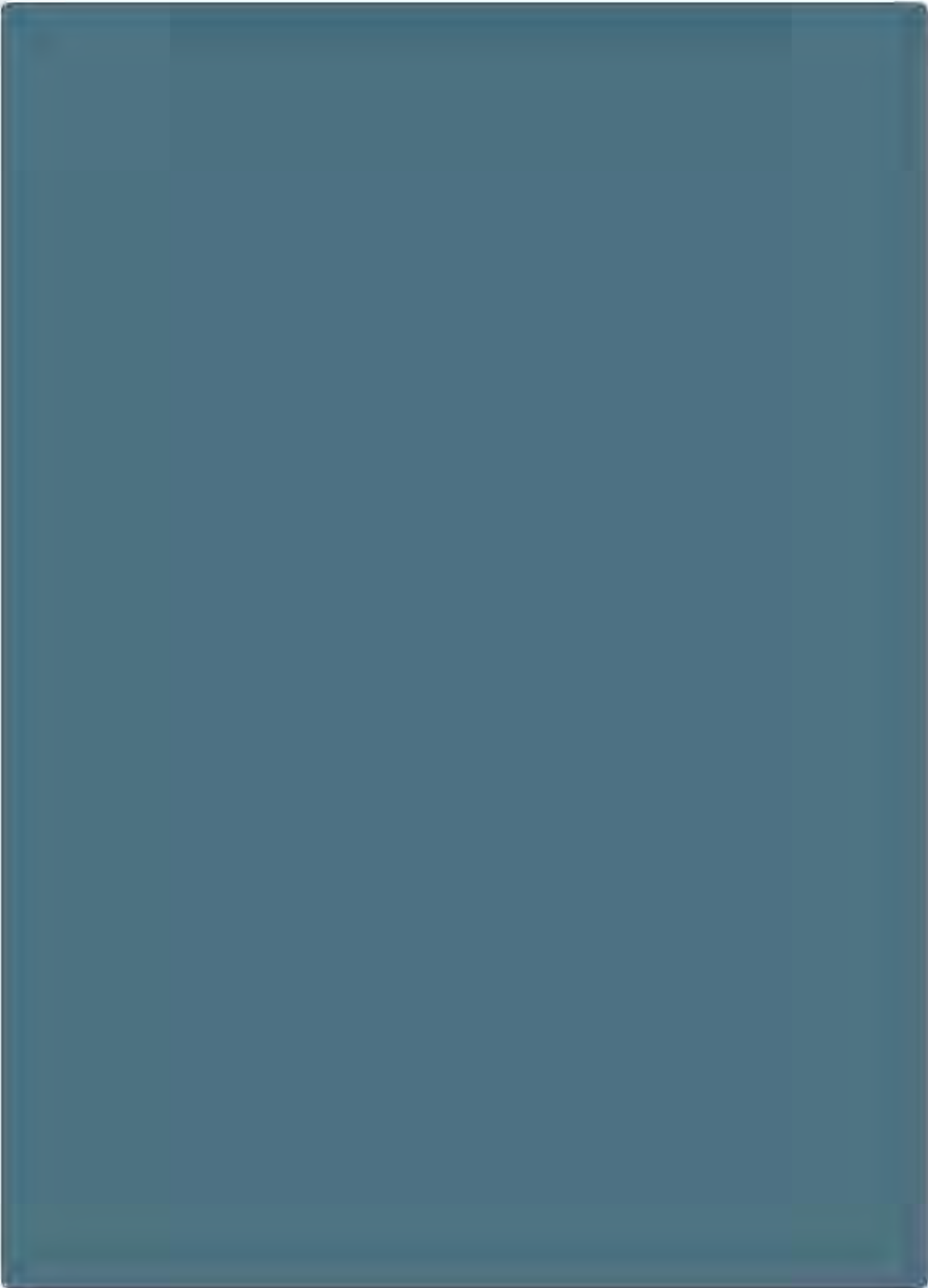
1. Part I summarises the activities that supported the community engagement programme.
2. Part II summarises the feedback we received during the engagement programme, according to geographical locations in the affected area. It also includes feedback on the philosophy and reasons for the Cobham Drive to Buckle Street transport improvements, and feedback on our approach to community engagement.

Each section in Part II identifies the key topics raised and summarises submitters' comments on those topics. We identify some common themes in the comments, but have also tried to present the diversity of comments we received.

The appendices include: lists of stakeholders involved in the community engagement programme; a list of technical reports that provide background and detail to the proposals; copies of some of the community engagement materials; copies of the submissions received from WCC and GWRC; and a summary of previous community engagement.



# PART I – OUR COMMUNITY ENGAGEMENT PROGRAMME



# Introduction to Part I – Our Community Engagement Programme

Part I of this report summarises our community engagement activities. It covers:

- our approach to this community engagement programme;
- our “awareness-raising” activities;
- how we provided information; and
- how we managed submissions.

## Our Approach to This Community Engagement Programme

This chapter describes our approach to this community engagement programme. Following chapters summarise the activities we undertook to provide information to the community and manage information received from the community.

### Overall Approach

Throughout our community engagement programme, we sought to be as clear as possible. We wanted the community to understand our proposals, and we wanted to clearly understand the community’s views on those proposals.

We considered it paramount that the community be fully aware of the project, and raising awareness was a major component and aim of the programme.

We wanted the programme to be available to all members of the community, so we used a range of media. We encouraged the community to interact with us, and accessed and used existing community networks to encourage people to think and talk about the project.

We wanted to give the community plenty of time, so we made the programme eight weeks long. We organised project briefings and community workshops soon after it started, to give people time to digest and reflect on the information before finalising their submissions.

We respect the interests and views of each community member, so our programme focused on finding out “what” people thought rather than “how many” people shared that view. It was important to us to have a good record of the programme too, so we included processes to monitor and manage comments and submissions.

In all our activities and interactions, we also sought to ensure a level of care for those in the community who would experience the project’s negative effects.

## Stakeholders and Community Engagement Parties

We engaged, or sought engagement, with:

- communities living close to the project;
- people or organisations whose land or property might be directly affected by or required for the project;
- business groups;
- iwi;
- schools;
- lobby groups;
- industry groups;

- government departments/agencies;
- emergency services;
- residents' associations;
- sporting groups;
- politicians/constituency members of parliament;
- local government; and
- other interested parties.

Appendix B has a list of the stakeholders with whom we engaged.

## Engaging with People Whose Land or Property Might Be Required

We appointed a Property Relationship Manager to lead the engagement with owners and occupiers of properties that could be required for the project. Before the community engagement programme started, the Property Relationship Manager obtained contact details for owners of the directly affected land and properties. Where possible they phoned property owners or met them in person. Phone conversations and meetings were followed with formal letters advising of the proposal and the expected requirement for property acquisition and the process that would be followed.

Once the programme was underway, the Property Relationship Manager stayed in touch with land owners by phone and through meetings. They were also available to talk to at programme's public open days.

## Stakeholder Briefings and Meetings

We began talking to stakeholder groups interested in our proposals around the Basin Reserve in 2008. We met some to let them know that the project was happening and about the planned timeframes. We held more meetings with stakeholders in late 2009, and from then until early 2011 maintained only limited communication.

In the run-up to the community engagement programme, we re-established contact with 67 of the stakeholders previously contacted, including those who had said they were interested in proposals for the Basin Reserve, the second Mt Victoria Tunnel and/or Ruahine Street and Wellington Road.

We told them about the community engagement programme and asked how they'd like to engage with us. Some said they wanted to receive the same published material as other community members would; others said they'd like to meet with our representatives. A member of the project team was assigned to each of those to give them a single, consistent point of contact.

# Community Engagement Activities and Media

## Raising Awareness

Informing the community of the project and our proposals was one of the aims of this community engagement programme.

It was important that people knew about the project, so that they could look at the proposals and provide feedback. With this in mind we organised an awareness-raising programme using channels ranging from newspaper articles to individual stakeholder briefings. Table 1 summarises the methods we used.

Table 1 – Awareness-Raising Methods

Medium	Timing during Community Engagement Programme		
	Launch	Ongoing	Finishing
Mail-out of NZTA community engagement brochure	Y	Y	
Printed news media	Y	Y	Y
Radio networks	Y	Y	Y
Television report	Y		
Advertising on buses		Y	
Other in-vehicle advertising		Y	
Billboards		Y	
Community noticeboards		Y	
The NZTA website		Y	

Our awareness-raising activities included a high-profile launch followed by promotion during the community engagement period. We intensified our efforts towards the end of this period, mainly as a way of reminding people of the closing date for submissions.

## Website, Email and Phone Line

In preparation for the programme launch and for use throughout the programme, we established and serviced a project website, email address and phone line.

### [www.nzta.govt.nz/witi](http://www.nzta.govt.nz/witi)

The project website is one of our key information tools. It was established before the programme started and is still available and maintained.

The website hosts:

- all project information that has been released;
- technical reports (see Appendix B);
- a timeline showing significant progress completed and future progress expectations; and
- details on how to contact the project team.

### [info@witi.co.nz](mailto:info@witi.co.nz)

We read each email received, and where necessary forward emails to relevant project team members to ensure they are responded to appropriately. The address is still available for enquiries.

### 0508 WITI INFO (0508 9484 4636)

Our free phone service was staffed between 10am and 4pm on Mondays to Fridays throughout the community engagement programme. Outside these hours people could leave messages to which our staff

would respond. The phone number was listed in the community engagement brochure and other printed materials, and on the project website, and was advertised in radio bulletins.

## Launch Activities

The community engagement programme formally began on 2 July 2011. In early June 2011 we gave the media advance notice by sending press releases to all newspapers, radio stations and television companies active in the region.

### Media Launch

On 2 July 2011 we issued a press release and undertook a number of media briefings. The press release was sent to *The Dominion Post* and local newspaper *The Wellingtonian*, other smaller community newspapers in the region, and a number of radio and television broadcasters. Appendix D has a copy of the press release.

### Community Engagement Brochure

In parallel, we sent a 20-page community engagement brochure to every household in Wellington city (approximately 77,000 households), with delivery timed for 2 or 3 July. Appendix E has a copy of the community engagement brochure.

The brochure provided information on:

- the alignment of the project with the Ngauranga to Wellington Airport Corridor Plan;
- our proposals and options;
- the project's likely effects and implications; and
- the project's expected benefits.

The brochure was intended to raise awareness rather than answer every question or cover every detail. It gave enough information for people to decide whether they'd like to know more, and directed them to the website, information centre and public open days. The last page was a feedback form, which could be completed and sent to us free of charge.

Unfortunately, problems with the delivery service meant that not every household received a brochure as intended. When we learned of the problem, we re-sent brochures to some streets.

The community engagement brochure was also inserted as a centre-page pull-out in *The Wellingtonian*, a newspaper delivered to all residential properties in Wellington.

## Media Used Throughout the Programme

Once the programme had been launched on 2 July 2011, links to the project website were posted on the WCC and GWRC websites. Further awareness-raising was undertaken using the forms described below.

### Newspapers

We used *The Dominion Post* and community newspapers to spread the word in the Wellington region. At launch time we sent a press release to local newspapers in Wellington, Porirua and Kapiti Coast, the Hutt Valley and Wairarapa, and provided other press releases during the community engagement programme.

This approach informed those who did not receive brochures of the opportunity to provide feedback on our proposals. We thought this approach was particularly useful for households outside Wellington city.

## Radio Networks

We prepared and booked short advertisements for 11 radio stations chosen to cover a broad demographic and reach a wide audience. The advertisements were timed to coincide with news bulletins. They were designed to reinforce the information provided via other media, as well as advising people who were not yet aware of the community engagement programme.

## Outdoor Billboards

We booked commercial advertising billboards at locations where they would be seen by people nearby or travelling past. We used a large billboard on the corner of Wellington and Hamilton Roads during August 2011, and smaller billboards around the outside of the Basin Reserve during July and August 2011.

## Airport Flyer and Go Wellington Bus Services

Throughout the community engagement programme we placed advertisements on the backs of two of the five buses providing Airport Flyer services between Upper Hutt and Wellington Airport (see Figure 1).

This approach provided multiple viewings at different locations and times along the route. The short message, which directed people to the website, targeted public transport and other road users.

We also posted more targeted and slightly longer advertisements inside buses operating from the Kilbirnie and Porirua bus depots. They were designed to target public transport users directly, as well as extending awareness outside Wellington city.

Figure 1 – Advertisement on the Back of a Bus



## Community Noticeboards

We sent information packs to libraries, community centres and local community groups for use on community noticeboards. The packs included posters (see Figure 2) and other materials such as technical reports and the community engagement brochure. The packs were designed to raise awareness then direct interested people to the project website and information centre.

Figure 2 – Poster Printed at A3 and Intended for Placement on Community Noticeboards



**Cobham Drive to Buckle Street transport improvements**  
**Public engagement**

# The inner-city transport network: improvements for a successful capital city

**Keeping our people moving**



**Have your say about Wellington's inner-city transport improvements between Cobham Drive and Buckle Street.**





The NZ Transport Agency is presenting its proposals on these improvements for public engagement between 2 July and 26 August 2011. If you live in Wellington city you should receive your own copy of the information brochure. This brochure contains details of the proposed improvements and why they are needed for our growing city.

Open Days are an opportunity for you to find out more about the proposals by talking to the technical specialists and to offer your comments to the project team. Your views are important and will help us to develop an improved design for the inner-city transport network.

**We hope you can join us at one of the following sessions:**

Saturday 9 July 2011 – 10am to 4pm RA Vance Stand, Basin Reserve

Saturday 16 July 2011 – 10am to 4pm RA Vance Stand, Basin Reserve

Sunday 17 July 2011 – 10am to 4pm RA Vance Stand, Basin Reserve

**What's proposed**

- A bridge to the north of the Basin Reserve to improve traffic flows and reduce journey times for public transport
- A second Mt Victoria Tunnel
- Widening Ruahine Street and Wellington Road
- A new pedestrian and cycle path between Cobham Drive and the Basin Reserve

**Where to go for more information**

- Visit [www.nzta.govt.nz/witi](http://www.nzta.govt.nz/witi)
- Phone us on **0508 WITI INFO (0508 9484 4636)** between 10am and 4pm Monday to Friday
- Call in to our information centre at the RA Vance stand on the Sussex Street side of the Basin Reserve, which will be open between Monday 4 July and Friday 26 August 2011. Monday-Friday (10am to 3pm) Thursday (3pm to 8pm)
- Join us at one of our open days

***A feedback form is at the back of the brochure and on our website.  
Tell us what you think - we're looking forward to hearing from you.***

If you aren't able to make one of the open days, or you didn't receive your own copy of the brochure, the brochure and all display material is on [www.nzta.govt.nz/witi](http://www.nzta.govt.nz/witi) and at our information centre.

## Flyers

Flyers (see Figure 3) were handed to pedestrians along Lambton Quay on two weekday lunchtimes.

The same flyers were distributed on two Saturday mornings to customers at the two Kilbirnie supermarkets and the Rongotai retail area, and to people using the Hataitai netball courts. They directed people to the project website and information centre.

## Technical Information Reports

Some stakeholders and community members indicated that they wanted a thorough and detailed understanding of the project's technical issues and a background to the project decisions we had already made.

Throughout the community engagement programme we ensured access to all the completed technical work (see Appendix C for a full list of documents), as well as summary information, via the project website and our information centre. Technical reports were also available at Wellington Central Library, the Ruth Gotlieb (Kilbirnie) Library and Miramar Library.

We publicised the fact that additional copies of community engagement information and technical reports were available on request.

Figure 3 – Front of Flyer Handed to Pedestrians on Lambton Quay



## Activities in the Community Engagement Programme

Our experience has shown us that some people find it easier to gather information through conversations, rather than from written material. In some cases, discussing the issues helps them to form a view.

To a certain extent, stakeholders were able to discuss the proposals on our free telephone number. They could also talk to technical specialists at the information centre, three public open days and community workshops.

We hope the community who used these resources found them useful. For us, they provided an opportunity to understand the community's issues and values, and complemented the project team's interpretation of the written submissions.

### Information Centre

An information centre at the Basin Reserve's RA Vance Stand gave stakeholders the opportunity to:

- gather additional information;
- discuss the proposals with members of the project team; and
- access printed copies of all the technical reports.

The centre was staffed by a member of the project team and was open at the following times:

Day	Opening Hours
Monday	10am to 3pm
Tuesday	10am to 3pm
Wednesday	10am to 3pm
Thursday	3pm to 8pm
Friday	10am to 3pm

It included exhibition boards and our technical reports, with the material displayed on the exhibition boards also available on the project website.



## Public Open Days

We opened the information centre for public open days on Saturday 9 July, Saturday 16 July and Sunday 17 July 2011. These gave the community the opportunity to read 48 display panels and / or talk to a member of the project team. The display panels can be viewed on request from the NZTA or on line at:

<http://www.nzta.govt.nz/projects/wellington-inner-city/publications.html>

The open days (provided from 10am to 4pm) enabled the community to discuss the project and our proposals with members of our project team. Held in the first half of the community engagement programme, they provided those interested with at least four weeks for further research before preparing their submissions.

Private space was also set aside at the open days for people to discuss their concerns about property and access requirements with the Properties Relationship Manager.

## Community Workshops

We invited representatives from the stakeholder groups listed in Appendix F to attend two community workshops during the community engagement programme:

- a workshop on Saturday 23 July 2011 focused on proposals for the second Mt Victoria Tunnel and the widening of Ruahine Street and Wellington Road; and
- a workshop on Saturday 30 July 2011 focused on proposals for the western side of Mt Victoria, including the area around the Basin Reserve and along Buckle Street.

Our aim was to provide enough information to the stakeholder groups to enable them to formulate their written submissions. We hoped that attendees would gain a better understanding of:

- the technical assessments from which the project team had developed the designs;
- the reasons for decisions we had already made;
- the trade-offs associated with the project; and
- other stakeholders' views.

As with the public open days, the workshops were planned to allow stakeholder organisations enough time to undertake further research and make their submissions. They provided an ideal opportunity for participants and our representatives to hear each other's ideas first-hand and develop a more in-depth understanding of the local issues and values. Appendix G has information on the workshop agendas and the topics covered.

# Monitoring Engagement and Public Media Coverage

## Monitoring Engagement

We received and recorded written submissions throughout the community engagement programme. We also took and responded to 78 telephone enquiries, and received 36 email enquiries, responding mainly via email but to some via phone calls.

Many of these enquiries were from people with specific information needs, and were passed on to the project's technical teams for a response. Where relevant, stakeholders were directed to or provided with the appropriate documents.

Up to six people a day visited the information centre during its standard opening hours, with some Thursday evening sessions attracting nine or ten visitors. On many days there were no visitors to the information centre.

Attendance numbers at the three special open days were:

- Saturday 9 July 2011                      116 visitors;
- Saturday 16 July 2011                    112 visitors; and
- Sunday 17 July 2011                      92 visitors.

## Monitoring Public Media Coverage

We monitored media coverage of the project during and for a month after the community engagement programme. This monitoring tracked newspapers, radio, television and selected websites.

Most coverage happened during the community engagement programme, dropping away sharply after August 2011. The following is a summary of the coverage received.

### Newspapers

Four Wellington-based newspapers showed an interest in the project: *The Dominion Post*, *The Wellingtonian*, *Capital Times* and *Cook Strait News*. The coverage included descriptive articles, opinion pieces and letters to the editor. The project received the following coverage in these newspapers:

- *The Dominion Post*                      approximately 16 mentions;
- *The Wellingtonian*                      approximately 13 mentions;
- *Capital Times*                              approximately 11 mentions; and
- *Cook Strait News*                        approximately three mentions.

### Radio

Radio coverage was largely restricted to Newstalk ZB, where the project was mentioned in approximately 14 news stories or interviews. In addition, Radio New Zealand and Radio 531<sup>5</sup> both mentioned the project twice.

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<sup>5</sup> A radio station targeted at the main Pacific island cultures in the region (Samoa, Tonga, Niue, Kuki Airani, Fiji, Tokelau, Tuvalu, Solomon Islands).

## Online

Our media coverage monitoring included following discussions of the project on four websites:

- Scoop at [scoop.co.nz](http://scoop.co.nz);
- the Architectural Centre<sup>6</sup> at [architecture.org.nz](http://architecture.org.nz);
- the Save the Basin Reserve campaign at [savethebasin.org.nz](http://savethebasin.org.nz); and
- Eye of the Fish, which focuses on Wellington's urban environment, at [eyeofthefish.org](http://eyeofthefish.org).

These websites were chosen because they were known to cover local Wellington issues or have a particular interest in the project. They published a number of project-related stories:

- Scoop approximately 16 stories;
- the Architectural Centre approximately 14 stories;
- Save the Basin Reserve approximately nine stories; and
- Eye of the Fish approximately eight stories.

## Television

Our monitoring found that the project received very limited television coverage, with only one feature on each of:

- Tonight (One News);
- Good Morning;
- Breakfast; and
- 3News @ 12.

## The Key Issues of the Public Media Coverage

Our monitoring found that the public media covered the project in a range of ways. Some provided information about the project and the community engagement programme, and some analysed the project and provided opinions and suggestions on the proposals. The following three issues had the most coverage.

### Option X

In the third week of the engagement programme, the Architectural Centre released a tunnel concept it referred to as "Option X", and promoted it as an alternative to constructing a bridge. See page 41 for more information on Option X (approximately 29 media stories).

### Mitigation of the Effects on the Basin Reserve

The second most common subject covered by public media was the proposal for visual and audio screening of a bridge from within the Basin Reserve (approximately 19 media stories).

### Effects of a Bridge

The third issue with strong media coverage related to the effects of the proposed bridge to the north of the Basin Reserve. Common discussion points were the visual, urban design and noise effects of the bridge and its effects on the Basin Reserve (11 media features and mentions in many more).

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<sup>6</sup> The Architectural Centre website, at [architecture.org.nz](http://architecture.org.nz), states that it is an independent and voluntary organisation of architects, artists and designers.

# Management of Community Submissions

The community engagement programme was important to us and we wanted to manage every submission with diligence and respect.

With this in mind we developed a “submissions management protocol” to ensure that:

- every submission received was documented and analysed;
- submissions could be retrieved quickly and easily;
- submission themes could be effectively identified and summarised; and
- information from stakeholders could be analysed to prepare a valid and comprehensive submissions summary report.

The protocol gave us, and submitters, confidence in the process’s integrity and the themes subsequently revealed by the submissions.

## Managing Submissions

Written submissions were delivered:

- by post via an NZTA PO Box;
- by hand via a secure box at the information centre;
- by hand via a secure box at public open days;
- by hand at the NZTA office;
- by e-mail; and
- via the NZTA website.

Figure 4 shows how we handled each type of submission. To aid analysis, every submission was entered in a database word for word. Electronic submissions were either copied into the database or, if made via the website, populated automatically. A paper copy of every submission is stored at our offices for future reference.

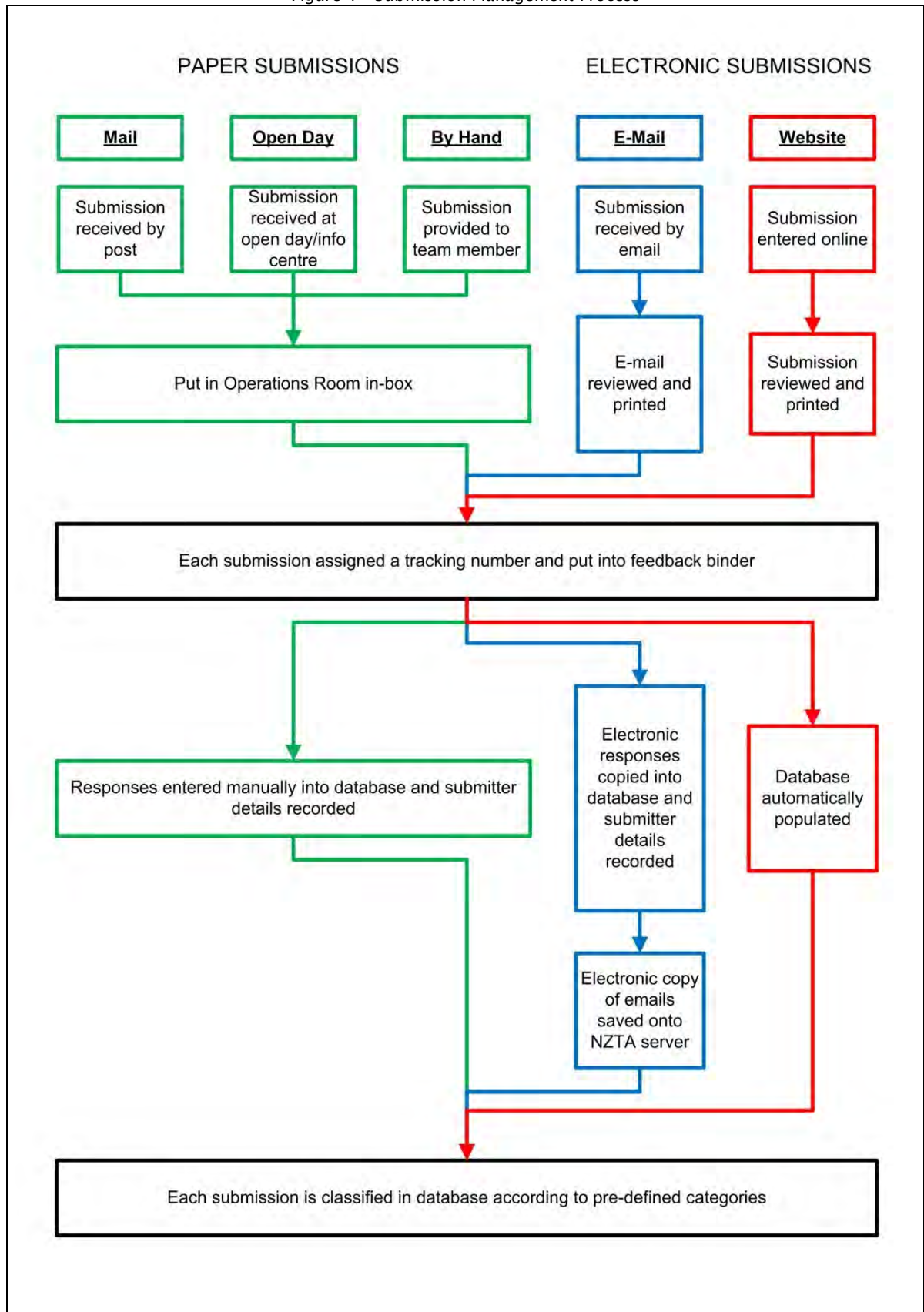
Although we did not accept verbal submissions as part of this community engagement analysis, we kept records of other communications such as:

- formal meetings with stakeholder groups;
- calls to the free phone line; and
- meetings or phone calls with the owners of land and property that may be required for the project.

We received more than half of the submissions at the end of the community engagement period, either in the last week or shortly after the deadline of 26 August 2011. Our policy was that we would consider these late submissions if possible.

Every submission we received was included in the analysis. By prior arrangement, WCC and GWRC were given extended timeframes to prepare their submissions.

Figure 4 – Submission Management Process



## Analysing Submissions

During planning for the community engagement programme, we identified that finding out “what” people thought was more useful than finding out “how many” people shared the same view. All aspects of the programme emphasised that we were not organising a vote, and our submission analysis also followed that approach.

The questions in our feedback forms were designed to generate qualitative feedback (what people thought). Reflecting this, the electronic database for submission recording and analysis was designed for qualitative data and to assist our analysis of that data.

Once a submission had been entered into the database, it was reviewed and analysed by a member of our submissions team. Comments within each submission were classified according to predefined categories developed for this project. The “classification tree” that guided this process was formed from three levels. Level 1 (the least detailed level) had seven categories:

1. Physical location.
2. Social and environmental effects.
3. Construction.
4. Land/Property.
5. Non-car modes of transport.
6. Project design.
7. Project rationale.

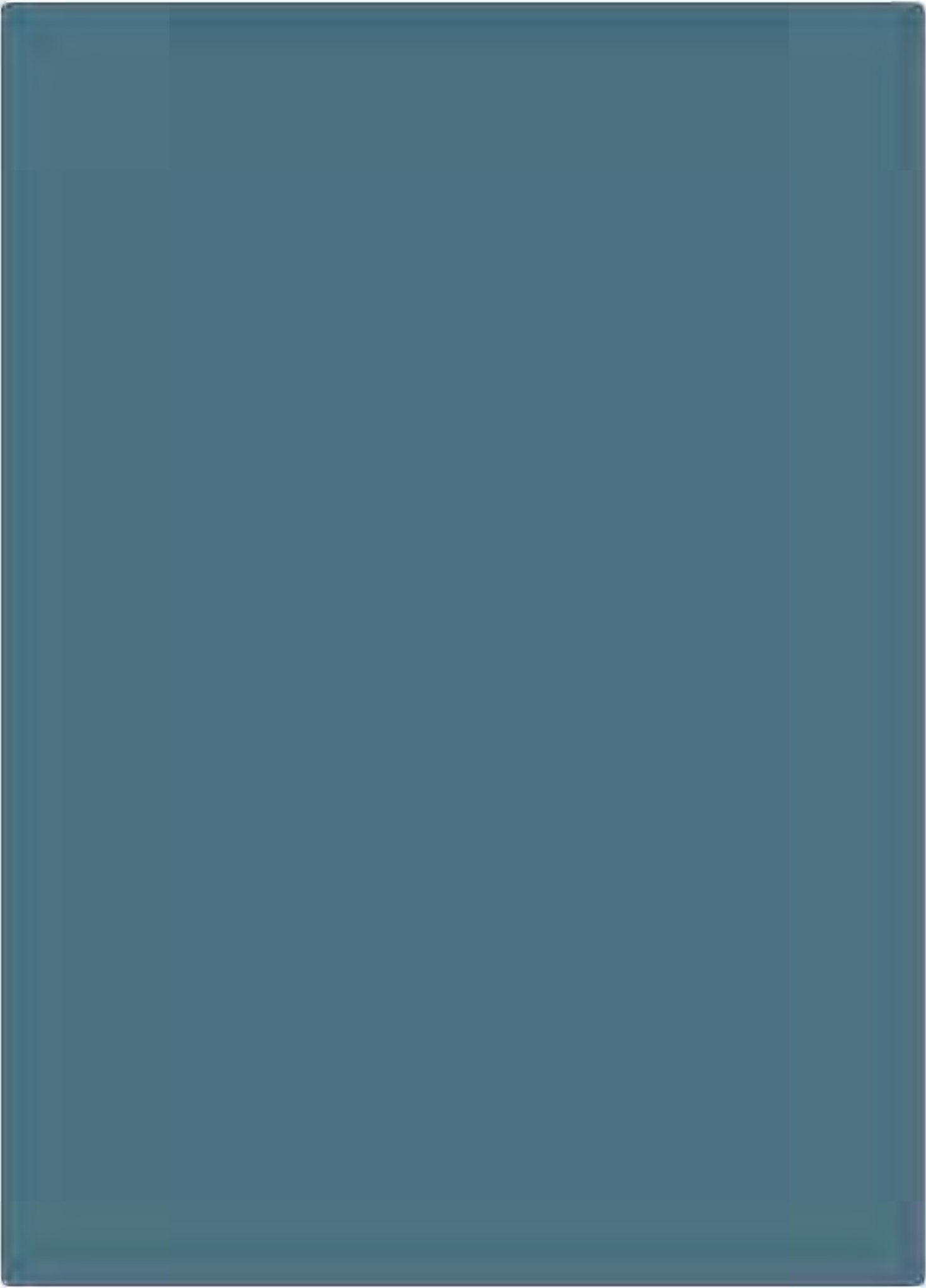
Appendix H has a full copy of the classification tree, showing all the sub-categories. Comments within each submission could be classified in their entirety or in parts. A comment could also be classified under more than one category.

We categorised comments so we could easily extract for analysis those about a particular subject or a particular part of the project. For example, the database enabled the submissions team to pull out all comments related to project design, or all those related to noise effects associated with Ruahine Street.





# PART II – COMMUNITY FEEDBACK



# Introduction to Part II – Community Feedback

In Part II we summarise the feedback we received during our community engagement programme and present the recurring themes in the submissions. The first section provides high-level statistics on the number of submissions and comments we received, the home addresses given by submitters and the parts of the project that generated most comment. Subsequent sections summarise the feedback received on the community engagement programme and the project justification, and feedback on each part of the affected area.

We wanted to find out what people thought about our proposals and the project. This part of the report presents what we heard using direct quotes from the comments received. Extracts from submitter's comments are shaded grey like in the example below.

*Throughout the rest of this report, direct quotes from submissions will be presented in italics, in shaded grey boxes like this.*

## Overall Submission Response

Table 2 shows the total number of submissions received, and the number delivered by post, via the NZTA website and by email. The table shows that more than half came via electronic media.

Table 2 – Submissions Received

Submission Format	Number Received
Hard copy	1,003
Online (via our website)	565
Email	566
<b>Total</b>	<b>2,137</b>

## Submitter Locations

Using the addresses of those who made submissions, we determined the number of submissions from different parts of the city (see Table 3). Figure 5 shows the geographical location of each area.

The areas follow WCC ward boundaries but sometimes include more than one ward. They were selected because people in different parts of the city might have perceived the project in different ways. Some submitters gave no address and others gave no name or address (i.e. were anonymous). These were treated in the same way as any other submission.

Table 3 – Submitter Locations

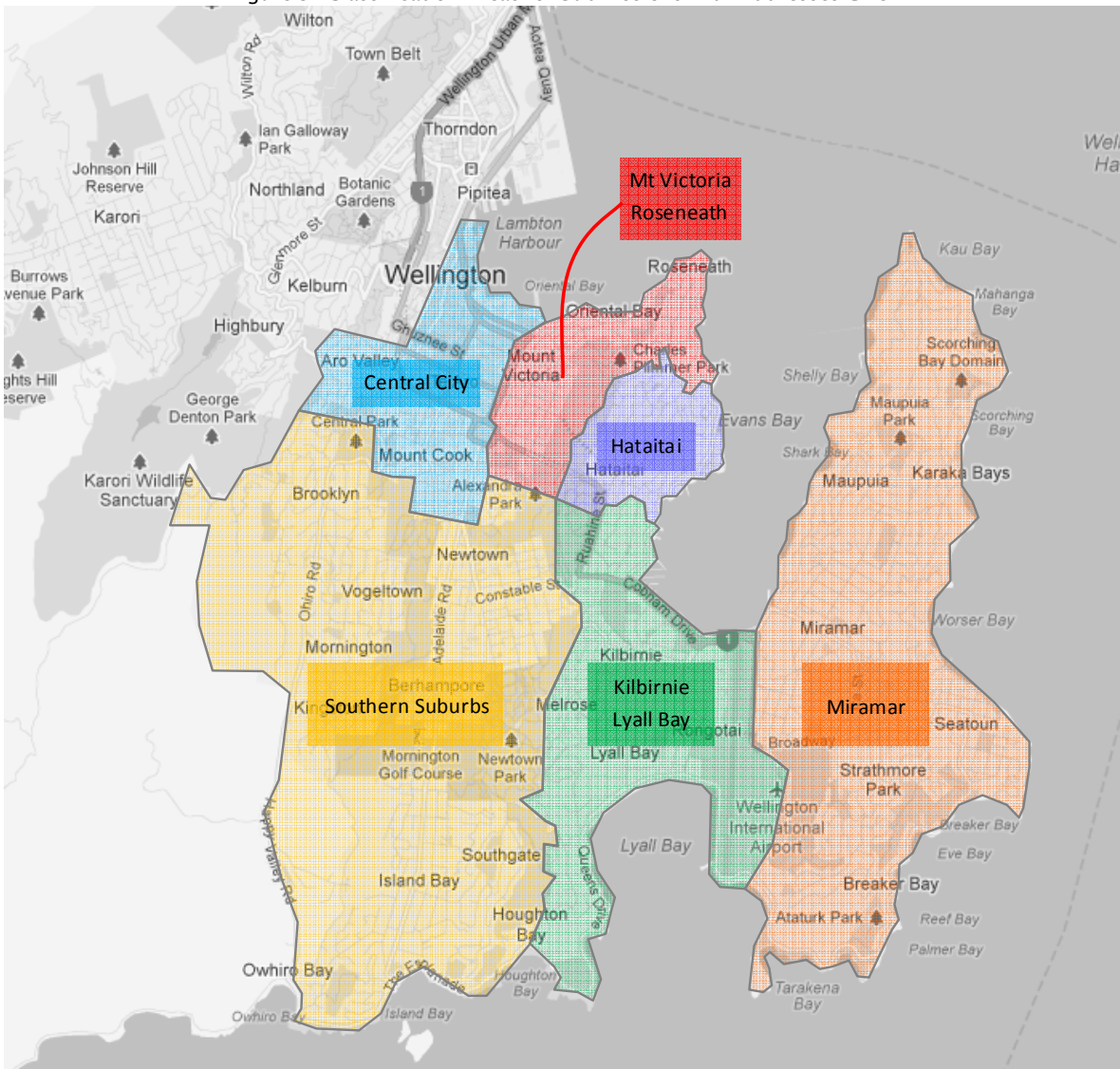
Area	Submissions	Proportion of Submissions (Known Addresses)	Proportion of Population
Other areas of Wellington city	553	34%	0.6%
Southern suburbs	238	15%	0.7%
Central city (Te Aro, Mt Cook, Aro Valley)	197	12%	1.1%
Miramar Peninsula (Miramar, Seatoun, Strathmore)	175	11%	1.0%
Mt Victoria and Roseneath	173	11%	2.2%
Hataitai	113	7%	2.5%
Outside Wellington city	82	5%	
Lyal Bay and Kilbirnie	76	5%	0.8%
Name given but unknown address	300	-	-
Anonymous and unknown address	230	-	-
<b>Total submissions</b>	<b>2,137</b>	<b>100%</b>	<b>-</b>

The table shows that of the submissions received with addresses:

- just over a third were from people living in the northern part of Wellington city (other areas of Wellington city), located farther from the affected area;
- just under half were from locations close to the project (i.e. southern suburbs, central city, Mt Victoria and Hataitai); and
- about 16% were from the eastern suburbs.

The third column of Table 3 shows the number of submissions from each area as a proportion of the population of that area. It shows response rates varied from 0.6% of the population (from other areas of Wellington city) to 2.5% of the population (from Hataitai). The two areas nearest to the project and therefore most likely to be affected by it (either positively or negatively) generated responses from more than 2% of the area population.

Figure 5 –Classification Areas for Submissions with Addresses Given



## Feedback on Specific Parts of the Project

We will be making a number of decisions concerning the design of the project as it is progressed and feedback from the community engagement will form part of our decision-making process. To help with this, the feedback form asked questions (see Figure 6) about specific aspects of the project. Four related

to the area around the Basin Reserve, one was about facilities for pedestrians and cyclists in the second Mt Victoria Tunnel, and another was open for any other comments.

Figure 6 – NZTA Feedback Form



## Let us know what you think

Your feedback is important to us – so please let us know what you think.

Your views will enable us to develop the improvements to SH1, which will in turn help us to shape the required approvals we'll be seeking under the Resource Management Act.

1. What's important to you about where we should locate the bridge around the Basin Reserve?

.....

.....

.....

2. What do you like or dislike about locating the bridge near the Basin Reserve?

.....

.....

.....

3. What do you like or dislike about locating the bridge farther away from the Basin Reserve?

.....

.....

.....

4. How important is it to you that we add a pedestrian and cycling facility to the bridge?

.....

.....

.....

5. What's important to you when considering whether pedestrians and cyclists should be either partially or fully separated from vehicles in the new Mt Victoria Tunnel?

.....

.....

.....

6. We welcome any other comments you'd like to make about the proposed improvements to SH1, including our plans for the second Mt Victoria Tunnel, the widening of Ruahine Street and Wellington Road and the pedestrian and cycling facilities.

.....

.....

**Please return this FreePost form by Friday 26 August 2011.**

Name (please PRINT clearly) .....

Organisation (if applicable) .....

Postal address .....

Email .....

**Your personal information will remain confidential.**

**You may attach other pages if you need more space to write. Thank you for taking the time to provide us with your comments.**



NZ TRANSPORT AGENCY  
WAKA KOTAHU

New Zealand Government

Every comment in every submission was categorised against multiple criteria, including its geographical focus if geography was particular and relevant in the comment. Comments relating to particular geographical parts of the project were tallied, with Figure 7 showing the spread of comments in the

project's geographical parts. The size of each circle indicates the number of comments related to that geographical part. Note the figure represents the number of **comments**, not the number of submissions. (Of the 2,137 submissions, most contained multiple comments.)

Figure 7 shows that most comments associated with particular geographical areas related to the proposed changes around the Basin Reserve, with the second Mt Victoria Tunnel also a popular feedback topic. It is noted that our feedback form particularly sought community feedback on these areas and the comment rate reflects this.

Figure 7 – Representation of Spread of Comments by Geographical Part of the Project



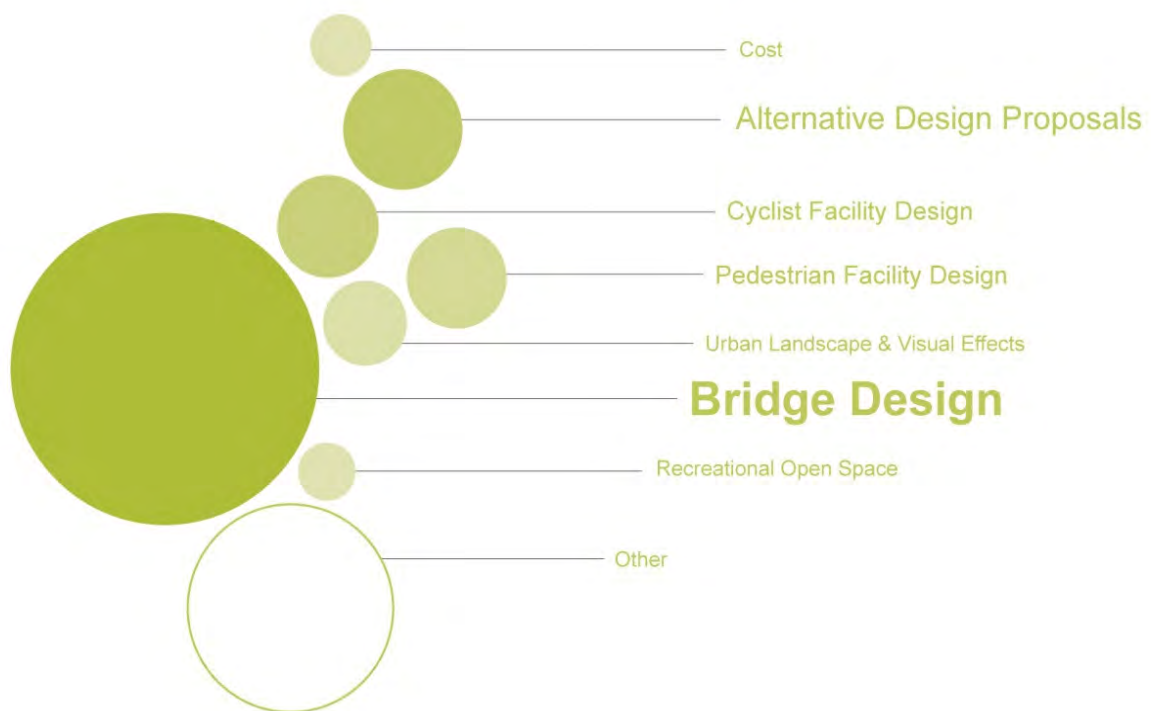
# Feedback on Proposals Around the Basin Reserve

Our community engagement brochure asked three questions on the location of the proposed bridge around the Basin Reserve and one on the provision of pedestrian and cyclist facilities on the bridge:

1. What's important to you about where we should locate the bridge around the Basin Reserve?
2. What do you like or dislike about locating the bridge near the Basin Reserve?
3. What do you like or dislike about locating the bridge farther away from the Basin Reserve?
4. How important is it to you that we add a pedestrian and cycling facility to the bridge?

We received approximately 13,000 comments on the proposed bridge around the Basin Reserve. Of these, about 3,800 discussed the bridge design and/or location, and almost 2,500 related to pedestrian and cyclist facilities. Figure 8 illustrates the spread of comments on each topic. The relative size of the circles indicates the number of comments associated with each topic.

Figure 8 – Representation of Frequently Recurring Topics About Transport Proposals Around the Basin Reserve



Comments were passed the relevant specialist in the project team. We used more than 50 predetermined categories to classify the comments we received. Where we received a small number of comments on a wide range of topics, we've grouped these together in Figure 8 and called them "other".

The rest of this section summarises the themes of the 13,000 comments on our proposed bridge around the Basin Reserve. It uses three distinct sections related to the questions we asked:

- feedback related to the location of the bridge;
- feedback on pedestrian and cyclist facilities on the bridge; and
- feedback on other topics related to proposals around the Basin Reserve.

The topics shown in Figure 8 are described in each of the sections that they relate to. We have also included a summary of other feedback, not directly responding, to the NZTA questions at the end of this section.

## Feedback: Bridge Location

Submitters commenting on the location of a bridge around the Basin Reserve mentioned a range of issues. The topics that most influenced their views were:

- traffic noise, air quality and visual effects;
- effects on the built heritage; and
- the costs of options.

## Feedback on Traffic Noise, Air Quality and Visual Effects

Some submitters believed that the proposed bridge would increase disturbance from traffic noise, result in a deterioration of air quality and/or detrimentally affect the view of and from the Basin Reserve area. More than 1,500 comments related to one or more of these topics. Submitters who mentioned these concerns were generally:

- people who currently use the Basin Reserve;
- residents in nearby houses; and
- pupils and teachers from nearby schools.

### Concerns about the Effects of Traffic Noise, Air and Visual Pollution on Basin Reserve Users

A recurring theme related to the effects of the proposed bridge on cricket games and other events in the Basin Reserve. Most submitters concerned about increased traffic noise and air pollution in the Basin Reserve supported Option B or other route alternatives such as a tunnel.

*The Basin is a world class and renowned facility. Vital to minimise noise, pollution and visual impact on Basin Reserve spectators and users.*

The submission from the Save the Basin Reserve group stated its opposition to any bridge structure close to the Basin Reserve. As well as being concerned about the effects of a bridge on neighbouring residential areas, the group was concerned about the effects on the atmosphere in the Basin Reserve:

*The flyover will worsen the atmosphere of the Basin Reserve in every respect; by increasing the traffic noise across the ground ensuring that vehicle fumes are blown across the pitch in Wellington's prevailing northerly breeze and by imposing a breathtakingly ugly structure close to the boundary.*

Other submitters were concerned that traffic flows or traffic jams on any proposed bridge would result in increased traffic noise and air pollution inside the Basin Reserve.

Another recurring theme was the visual effects on the Basin Reserve. Figure 9 is an artist's impression of the view of Option A, looking north from within the Basin Reserve. Figure 10 is the same view for Option B<sup>7</sup>. Where the effects of a bridge on the Basin Reserve were an issue for submitters, Option B or an alternative design (such as a tunnel or trench) was generally preferred. Submitters who commented on the visual effects on the Basin Reserve rarely supported Option A.

<sup>7</sup> Both images show a potential new building on Bogart's Corner on land that is vacant following building demolition in December 2011.

Figure 9 – Impression of Option A Looking North from Within the Basin Reserve



Figure 10 – Impression of Option B Looking North from Within the Basin Reserve



The following extracts are representative of comments related to the effects on the view from the Basin Reserve. They show how the comments ranged from negative towards any bridge, to neutral, to positive towards a bridge.

*The effect on the immediate area of the Basin will be negative, the approach to the north end visually ruined. Inside the ground the bridge will negatively affect the experience of events by blocking sunlight and polluting the ground with traffic noise.*

*The vista from the Basin Reserve should be protected as much as possible. If we have to have a bridge, then let's keep it as far away as possible.*

*Although it will alter the landscape I think the bridge is practical & will in no way affect the enjoyment of games at the Basin.*

*I like the bridge close to the park [Basin Reserve]. The design could include an appearance of an entrance to Basin Reserve visible along the length of Kent/Cambridge Tce.*

Coinciding with the early weeks of the community engagement programme, there was some public media focus on a proposal for a new grandstand at the Basin Reserve. The proposal was made by the Basin Reserve Trust, which administers the Basin Reserve and cricket grounds.

It is noted that our community engagement programme did not cover any grandstand option, but we did receive several comments on it.

## Concerns About the Effects of Traffic Noise, Air and Visual Effects on Surrounding Residents

Another concern was that the project would result in additional traffic noise and air pollution, which would affect the health of people living nearby. Submitters from Mt Victoria were among those with concerns about increased traffic noise and air pollution; some of these also commented that the project would encourage higher traffic flows on local roads in Mt Victoria.

*Increased traffic that will be redirected along what were previously suburban streets will increase noise and air pollution in the suburb through cars and their emissions. I am concerned about the health of Mt Victoria, Mt Cook and Hataitai residents and visitors from the increase of noise and air pollution for people walking or living in streets and surrounding areas which will have an increased volume of traffic.*

Comments from residents in the Grandstand Apartments (at 80 Kent Terrace) were particularly concerned about the closeness of the proposed bridge to their building and the potential health effects associated with increased noise and pollution resulting from this bridge.

A submission from the Grandstand Apartments Body Corporate highlighted its support for an alternative design. However, the Body Corporate also suggested that of the two bridge options we proposed, it preferred Option A as it placed the bridge farthest from the apartments. The following five extracts are taken from its submission:

*Health impacts associated with increased air pollution, as a result of:*

- *vehicle emissions from vehicles being discharged at a height in closer proximity to residential windows and balconies,*
- *increased vehicle movements and,*
- *increased vehicles (including heavy vehicles) that are expected to utilise the overpass*

*Air quality protection for the residents of the building as the raising of the road level will greatly increase the levels of emissions and detrimental health effects on the residents.*

*At present the amount of carbon particulate emitted by passing traffic is visible on balconies and inside our homes as a fine black layer of dust which needs regular cleaning. This will only worsen with increased traffic flows from Kent Terrace and from the new overbridge;*

*Construction dust, noise and vibrations will have ongoing, long term impact on the ability to have a normal domestic life in the apartments.*

*Health and amenity impacts on our expected quiet enjoyment of residential living, due to increased noise levels from:*

- *more traffic;*
- *truck braking;*
- *vibration of joints from bridge sections;*
- *bridge traffic echoing and percussion rather than being absorbed into the ground*
- *traffic and pedestrian noise reverberating around the Mt Victoria basin geographical area*

*Significant visual impact of an overpass on current views... Light pollution; bridge lighting at a higher grade bringing increased brightness, vehicle lights closer to our bedrooms and living areas which is difficult to black out, resulting in sub optimal night time sleep conditions.*

Submissions from people living in Mt Victoria and Roseneath indicated their concerns about increased traffic noise and air pollution and the effects of the proposals on their health. Most favoured alternative route proposals or the status quo. While maintaining their concerns, some submitters commented that of the two bridge options we proposed, they would generally be more supportive of Option A than Option B because the Option A bridge would be located farther from their homes and require the acquisition of fewer land parcels than Option B.

The disturbance to the Mt Victoria community during construction was a concern common to Option A and Option B. Of the two bridge options, the comments revealed a perception that the construction effects associated with Option B would be worse than those associated with Option A, because the Option B bridge structure is closer to residential areas.

Some submitters noted that they disliked Option B because it would create a land island, isolating the Grandstand Apartments and surrounding land from the rest of Mt Victoria.

## Feedback on Heritage Effects

The heritage value of the area around the Basin Reserve was a recurring theme. We categorised almost 400 comments on built heritage, archaeology and cultural values. Some comments were from individuals and some from groups such as the New Zealand Historic Places Trust and the Mt Victoria Historical Society.

Most of the submissions commenting on this topic identified specific buildings and structures they considered to be significant, and some widened their comments to note the significance of the connections between these buildings and structures and the importance of the “historic landscape” of the area. The New Zealand Historic Places Trust emphasised that the area’s history should be considered as a whole and “not as a discrete set of heritage features and sites”. The historic features that attracted most comment were the Basin Reserve itself and the former Home of Compassion Crèche building.

### The Basin Reserve

It is known, and reiterated through the submissions, that many Wellingtonians see the Basin Reserve as one of the city’s important historic features. Most of the submissions that referred to this also highlighted its heritage listing by the New Zealand Historic Places Trust. Some comments were concerned that the proposed bridge would negatively affect the Basin Reserve’s heritage qualities.

*I am concerned about the impact on heritage in the Basin Reserve/Mt Victoria area. The Basin Reserve area has been used for sporting events for over 130 years and is registered with the NZ Historic Places Trust. Either of the proposed options for this area will impact heavily on the historic value.*

*... It is undeniable that the flyover option would have a disastrous affect on the heritage values of the Basin Reserve, which after all is one of the oldest cricket grounds in the world with many features of national and regional heritage significance. These features include not just buildings, monuments and sites but also the cultural landscape itself... Whether the bridge is close or further away is neither here or there, any bridge would inevitably have a serious effect. The historic, aesthetic and social values of the ground would be irreversibly degraded...*

The Mt Victoria Historical Society submitted its concern that either proposed bridge option would affect the Basin Reserve heritage area:

*... NZTA fails to adequately explain or take into account the significance of the Basin Reserve as a nationally significant site that has national and international recognition. The Basin Reserve is Wellington’s most iconic public recreation space and significant heritage precinct. The whole area is registered by the NZ Historic Places Trust. Its amenity and landscape values will be lost under the current roading proposals. MVHS opposes any plan for an elevated bridge structure, including both Options A and B...*

The New Zealand Historic Places Trust was also concerned that either bridge option would have a negative effect, but of the two options we proposed stated a preference for Option B over Option A:

*... NZTA has proposed two options (A & B) for a flyover to the north of the Basin Reserve spanning the area from the Mount Victoria Tunnel to Buckle Street. Both flyover options will have negative effects on historic heritage values... On balance, the Heritage Impact Assessment weighs in favour of Option B as a preference. NZHPT prefers the proposed alternative Option B as it will have fewer negative effects on historic heritage values than Option A...*

### The Former Home of Compassion Crèche

All of the submitters who commented on heritage values mentioned the former Home of Compassion Crèche building, and its significance in relation to both Mother Aubert and the Catholic precinct. The community engagement brochure indicated that the building could remain in its current location if Option B were progressed, but would need to be relocated if Option A were constructed. WCC disagreed, stating that:

*In the Council’s view, the former Home of Compassion crèche would need to be relocated under both Options A and B, so the only aspect in which Option B is preferred is that it lessens the impact on the Basin Reserve.*

Other submitters explained why they thought the history of the former Home of Compassion Crèche building was so valuable. This context is helpful to us in understanding the effects of our proposals and working out how we can keep them to a minimum.

*Flyover option A will displace the historic Sisters of Compassion crèche. The crèche was built in 1914 so the Sisters of Compassion could continue the pioneering crèche service begun by Mother Suzanne Aubert (1835-1926). Offering to move it to another location is a piecemeal solution that will remove much its historical context and value.*

*Options A and B both have a major effect on the Home of Compassion Crèche run by Mother Aubert. The Catholic church is currently going through a process which is likely to make her New Zealand's first saint. Option A removes it from its site and Option B retains it onsite but in isolation. Both options create poor outcomes for heritage values of the Crèche, detracting from its meaning. Such an action is also contrary to the ICOMOS convention<sup>8</sup>. I oppose any option that relocates the Crèche building and believe a proposal that avoids relocation or isolation should be adopted.*



*The Home of Compassion building will be very negatively impacted, yet it is one of the few links to the "Catholic" precinct that used to exist on the northern side of Buckle Street. Relocating the building will destroy much of its heritage context.*

The Mt Victoria Historical Society opposed both proposed bridge options owing to the effects on the former crèche building:

*Flyover Options A and B both have a major effect on the Home of Compassion Crèche run by Mother Aubert. Option A removes it from its site and Option B retains it on-site but in isolation. Both options create poor outcomes for heritage values of the Crèche. MVHS opposes any option that relocates the Crèche building and believes a proposal that avoids relocation or isolation should be adopted.*

The New Zealand Historic Places Trust was also concerned that both bridge options would negatively affect the crèche building, but reluctantly accepted that relocation was a mitigation option of last resort. Its submission included an assessment of several relocation options:

*Both flyover options A and B will have highly adverse effects on the heritage values and long term prospects of the Home of Compassion Crèche (former). As a preference NZHPT recommends the road is repositioned to avoid adverse effects on the former Home of Compassion Crèche...However if the decision is made to construct the new road as proposed, as a measure of last resort, relocation options for the building have been discussed. Relocation may mitigate some of the effects of the proposed road and NZHPT is of the opinion that relocation will achieve the best net result overall for both roading option A and B as currently presented. Sympathetic relocation of the building is aimed at retention of the high heritage value of this place and its long term potential as a pilgrimage site associated with its founder, Mother Aubert...*

## Feedback on the Costs of Options

Of the 13,000 comments on proposals for the Basin Reserve area, almost 800 related to the costs of the bridge proposals. About 400 of these referred to the relative costs of Options A and B, with the others generally following one of two themes:

- the project outcomes do not warrant the cost of any transport improvement – none of the options should be progressed; or, more frequently,
- other factors are more important than cost, and more costly options (such as a tunnel) should be progressed instead of a bridge.

Cost was one of the factors submitters used to differentiate between Option A and Option B. On balance, most of the comments we received on this topic did not think any benefits of Option B warranted its cost being \$15 million more than the cost of Option A.

<sup>8</sup> International Council on Monuments and Sites.

Submitters with comments in this category and who preferred Option A usually valued cost savings ahead of social or environmental factors. Submitters with comments in this category and who lived furthest from the project area placed more importance on cost savings. Submitters with comments in this category and who lived close to the project area tended to place more value on other non-cost factors.

*I am ambivalent to the location of the bridge. However, the difference in price between the two options does in my mind give option A an advantage.*

*I dislike the bridge being located in the closer position and believe the extra money should be spent moving it further north. The visual and actual pollution of the close position should be avoided.*

*Must provide both amenity value and aesthetics. Option B, although more expensive, provides these. A bridge too close – Option A, will look cluttered and ‘cheap’ comparatively.*

The role of cost in decision-making was a recurring theme in comments from submitters who felt that an investment should be made in more costly options. They suggested that monetary cost was only one decision-making factor, and that other factors were as or more important when deciding on an option to progress.

*This is a major decision which requires a decision based on a holistic view of value not cost alone.*

*The cost that must be considered is more than money but the environment and how people’s lives are affected by it practically and emotionally.*

This perception of “value to the community” was often used in support of alternatives, with the cost discussed in a number of submissions. The prevailing view was that an alternative would be worth the extra cost if it eliminated some of the negative effects of a bridge.

## Cityscape/Character

We received a number of comments about the potential effects of a bridge on the cityscape or character of the Basin Reserve area. Option A was generally the preferred option among these submitters. The following extracts demonstrate the range of comments received:

*... A bridge close to the Basin Reserve ensures that all the activity remains where it already is – albeit at a higher elevation for east/west traffic. A new structure further away from the Basin compounds the intrusion into the rest of the space around the area.*

*I don’t believe the bridge will impact significantly more than existing tall buildings. This is an urban environment where structures are expected to compromise the landscape.*

*The effect on the streetscape and relationship between people and their surroundings and the atmosphere created is extremely important. A bridge severely disrupts the streetscape and has a negative effect on the atmosphere of city. Cities are about people not cars.*

*Wellington needs to avoid having roads that stand out. Roads are there to serve the city, not define it.*

## Summary of Feedback on Bridge Location

We asked three specific questions about the bridge location. Comments showed that, of the two bridge options, Option A was favoured by submitters concerned about:

- traffic noise and air quality for surrounding residents;
- cost; and
- cityscape and character.

Option B was favoured by submitters concerned about:

- traffic noise and air quality at the Basin Reserve; and
- heritage effects on the Basin Reserve and the former Home of Compassion Crèche building.

## Feedback: Bridge Pedestrian and Cyclist Facilities

Of the 13,000 comments we received on the Basin Reserve area, about 2,900 referred to walking and cycling or the design of pedestrian and cyclist facilities. Most submitters felt that it was extremely important to provide facilities for pedestrians and cyclists on any bridge located north of the Basin Reserve (Option A or Option B or any other bridge option). Additional and more detailed feedback in comments in this category related to the design of the facilities, and some comments included the need for separation between pedestrians and cyclists.

### Pedestrian and Cyclist Facility on the Bridge

The comments we received indicated that the idea of adding a pedestrian and cyclist facility to the bridge was generally very popular. Most comments on pedestrian and cyclist facilities around the Basin Reserve supported a dedicated pedestrian and cycle lane on the bridge, with submitters commenting that it would make walking and cycling around Wellington easier.

*If you do build this bridge then it absolutely must have the ability to carry pedestrians and cyclists.*

*Very important: this is an opportunity to significantly improve cycling/pedestrian routes in the area, a win-win for all types of commuter*

*Very important as cycling and walking to work is now becoming more popular every year. You need to make it part of a planned series of safe cycleways from all the main suburbs.*

The WCC submission shared these sentiments, with comments that:

*Council would not support either flyover option without inclusion of provision for walking and cycling [on the bridge].*

*The Council's preferred option is for the cycleway/walkway to be on the harbour side of the bridge as it provides a more favourable link to the cycle route at either end of the bridge.*

A submission from Cycle Aware Wellington showed its support for a pedestrian and cyclist facility on the bridge:

*The pedestrian and cycling facility is crucial to the bridge fulfilling the aims of the scheme. If a bridge is built, the facility is the only way to achieve a dedicated, direct East West route for pedestrians and cyclists without crossing multiple lanes of traffic... Cycle Aware Wellington surveyed local cyclists in July 2011. Over 96% of respondents said they would prefer a cycling facility on the bridge to the alternative: having to come down to street level and cross the traffic lanes.*

### Pedestrian and Cyclist Facilities at Ground Level

While most of the 2,900 comments in this category supported a pedestrian and cyclist facility on the bridge, some supported keeping pedestrians and cyclists off the bridge and instead providing or improving ground-level pedestrian and cyclist facilities.

*Not important. Adding appropriate pedestrian and cycleways to the park area underneath or otherwise around the Basin is preferable to being on the bridge.*

*It depends really, if there are ample other cycling and pedestrian facilities under or nearby the bridge then I would say no there is no need. However, if those facilities don't exist or are not created then I would say it is very important to add them to the bridge.*

### Cyclist-Only Facility

Another theme of comments in this category was that, while cyclists should be provided for on the bridge, pedestrians should have improved facilities at ground level. The general idea was that cyclists and pedestrians could have different travel needs or destinations and that they should not be automatically grouped together.

*I think it is undesirable to add pedestrian facilities directly onto the bridge, but essential that pedestrian facilities are provided separately under/over/alongside the bridge. I think it is good to provide cycling facilities separate to the pedestrian facilities and it may be economically and aesthetically sensible to provide them as a direct or add-on component to the bridge.*

*I think it is important that cycling facilities should be added to the bridge as it would provide an excellent facility for commuting cyclists to get into the city quickly... I believe that pedestrians travelling to the city should be encouraged to walk along Kent/Cambridge and along the golden mile. This would support the Wellington 2040 concept of a boulevard along Kent/Cambridge. Anything that encourages pedestrians to be in the city is positive and adds to the vitality of the CBD.*

*If there must be a bridge then there should be spaces for pedestrians and cyclists to use it. Pedestrians and cyclists should not have to share the same space. This doesn't work well as cyclists are travelling at speed and pedestrians tend to spread out and impede the passage of cyclists.*

We note that while we didn't ask submitters to indicate how they usually travelled in Wellington, it appeared evident from some comments that the submitters frequently travelled on foot, by bicycle or by car. On this basis, it seems that support for some form of pedestrian/cyclist facility on the bridge was not restricted to submitters who frequently travel by foot or bicycle; but support for facilities with separation between pedestrians and cyclists appeared to be predominantly from submitters that frequently travel by bicycle.

## Feedback: Other Topics

Approximately 300 comments on proposals around the Basin Reserve directly referred to social and community effects. They highlighted submitters' concerns about negative effects on local communities, with recurrent themes being:

- the effects of traffic noise and air pollution on nearby schools;
- access to local schools and other community facilities;
- the use of "dead space" under the bridge;
- "severance" from the city centre;
- bridge architecture; and
- alternative bridge design or route suggestions.

### Concerns About the Effects of Traffic Noise and Air Pollution on Nearby Schools

There are several schools close to the Basin Reserve. Submitters who mentioned the schools were worried that the proposed bridge around the Basin Reserve would result in an increase in the effects of vehicle emissions and noise levels.

The submission from St Mark's Church School expressed concern about the effects of increased noise and pollution on the school and sought assurances that...

*The health, safety and quality of our classroom and playground environments is not compromised during the construction phase or subsequently due to the increased noise and pollutants from the elevated traffic flows near to the school.*

### Concerns About Access to Schools and Community Facilities

Submitters who mentioned nearby schools and churches in the area were also concerned about the effects on or changes to access arrangements. Student safety was a particular focus.

*The safety of the children who attend our school is the most important factor for us in determining where to locate the bridge around the Basin Reserve.*

*There are several primary and secondary schools and a kindergarten in the neighbourhood: Clyde Quay School and Kindergarten, St Mark's preschool and school, Wellington College, Wellington East College*

*and Wellington High, plus Massey University. The areas are earmarked for changes in the roading, and the volume of cars will affect the ability of children of all ages to walk to school or kindy safely and cross these roads. Children do still walk to school in these areas!*

The submitters suggested footbridges to allow pedestrians to cross SH1 at Paterson Street without waiting for traffic. A crossing facility here would enable pedestrians to walk from Mt Victoria or Kent Terrace, and provide for parents who drive their children to and from schools in the area and leave their vehicles in the car parks attached to St Joseph's Church.

## Concerns About “Dead Space” Under the Bridge

A recurring concern raised in comments on the space under the bridge (the undercroft) was that it would become “dead space”, encouraging crime, graffiti and homeless people, and posing a risk to safety or security.

*... bridges create dead spaces beneath them which are unsafe for the public...*

*A flyover anywhere in a central city district can only degrade the surrounding area. These flyovers will completely alter an area which is attracting an increasing number of inner city residents... I have never, either here or overseas, seen an attractive area beneath a city flyover. If it conforms to the norm it will become a taggers' delight, a rubbish collection area and refuge for the homeless.*

*Another important consideration for us is the appearance of the bridge, especially with regards to the pedestrian access. Careful consideration needs to be given to adequate lighting to ensure people's safety when using this at night. Already we are seeing an increase in the amount of tagging and graffiti in the area with the Mount Victoria tunnel closed at night, so we hope that the bridge does not create a space that encourages unsociable behaviour.*

Submitters' suggestions for addressing this “dead space” concern included:

- placing SH1 in a tunnel or trench rather than on a raised bridge structure;
- increasing the height of the bridges to let in more light;
- adequate planting and lighting; and
- designing the undercroft to attract human activity and passive surveillance.

## Concerns About Severance From the City Centre

Submitters also commented that a bridge would act as a barrier and divide the local communities, both visually and physically. They felt that both bridge options would further separate the southern suburbs from the central business district.

*Any bridge or other structure should be located where it provides the most efficient connections for all travellers (not just motorists) as they move across Wellington. It should be as little as possible of a barrier dividing the local neighbourhoods.*

*The Basin Reserve signals the entrance to the southern Wellington suburbs of Newtown, Berhampore, Island Bay, Melrose and many others. Wellington's colonial street pattern has the strong emphasis in that north south direction in this area. The imposition of a large and imposing flyover or bridge north of the Basin Reserve will create a significant visual and physical barrier between the City and the southern suburbs.*

## Bridge Architecture

Comments on bridge architecture generally suggested that good design could help to mitigate any adverse visual effects from a bridge north of the Basin Reserve. Figure 11 is an image from the community engagement material showing what the Option A bridge could look like from ground level below the bridge. The following two examples demonstrate the types of comment we received about bridge architecture:

*Minimise size and bulk of the bridge. Use every available engineering design capability to create a very slender structure.*

*The bridge design would need to be pretty spectacular architecturally – a Wellington ‘icon’ structure if it’s going to be visible from the Basin.*

Figure 11 – Impression of Option A Looking up from the Northern Entrance to the Basin Reserve



## Suggestions for Alternative Designs

The community engagement brochure and other materials only asked for feedback on the two bridge options. However, of the 13,000 comments we received on the improvements around the Basin Reserve, almost 1,500 suggested or referred to alternative design options. The overall themes that came through the comments in this category were:

- do nothing/prioritise funding for public transport or light rail;
- Option X; and
- other tunnel options.

### **Do Not Do Anything/Prioritise Funding For Public Transport or Light Rail**

Submitters who suggested that nothing be done around the Basin Reserve usually expressed concerns about the effects of increased car use and suggested that transport funding be reprioritised towards public transport.

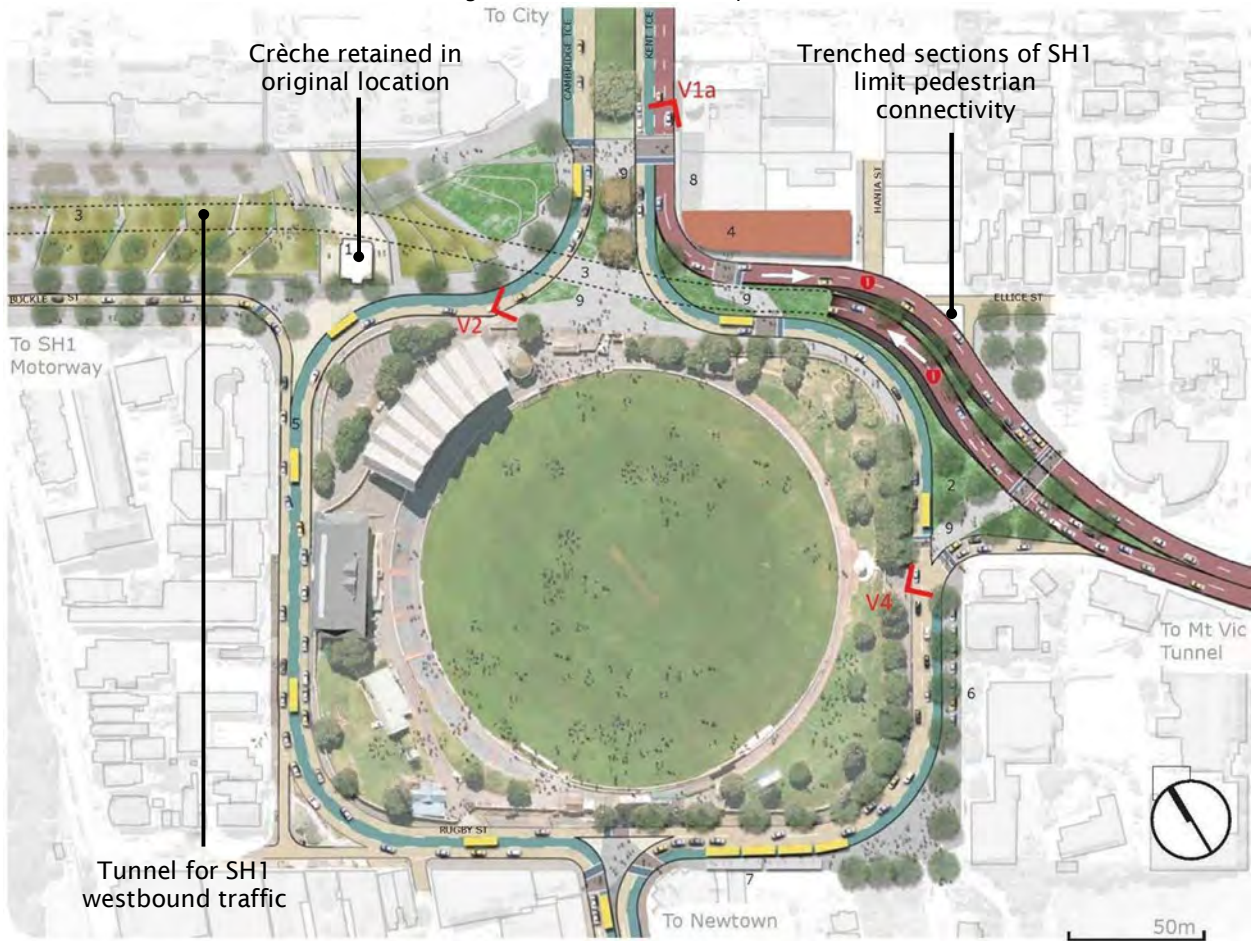
### **Option X/other tunnel options**

Partway through the community engagement programme, the Architectural Centre released an alternative proposal (Option X, see Figure 12), and we received feedback on both this option and other design proposals that included tunnels. Prior to this engagement programme, the NZTA had already undertaken extensive investigation into a tunnel option (see Figure 13: Option F below). However, this option was rejected due to the complexity of building and operating tunnels in the Basin Reserve area (as well as the higher construction cost).

Figure 12 – Aerial View of Option X Prepared by the Architectural Centre



Figure 13 – Aerial View of Option F



# Feedback on Proposals for Buckle Street and the Memorial Park Precinct

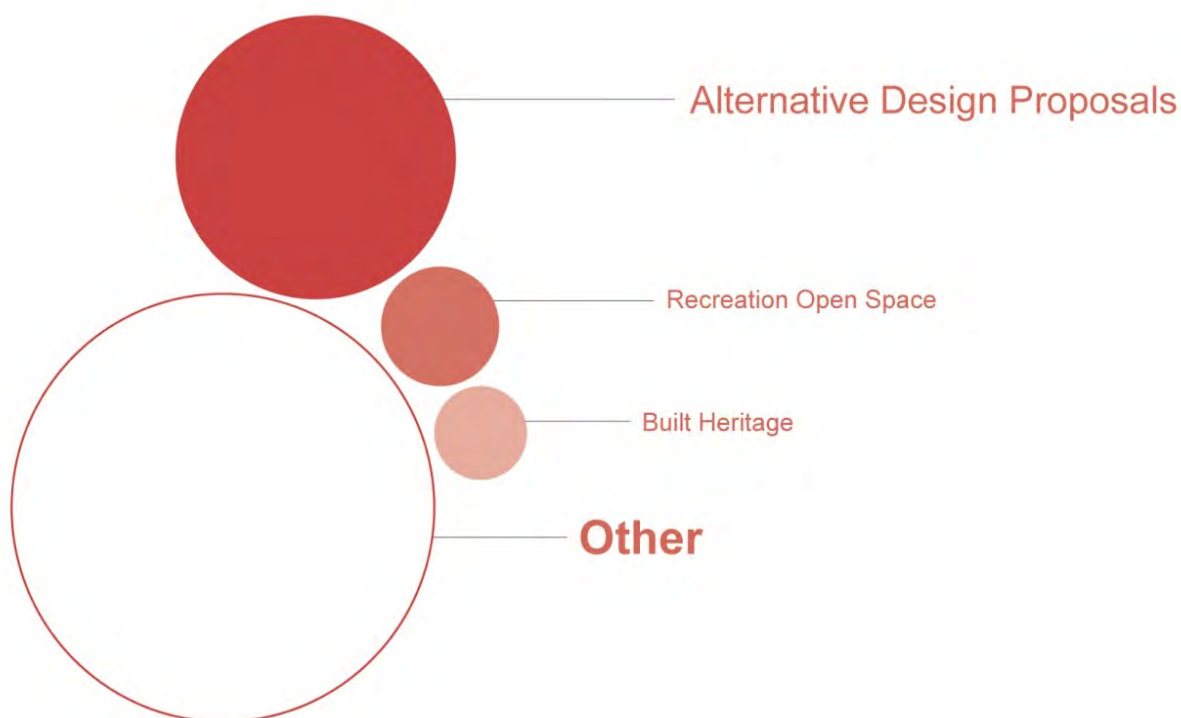
While the community engagement material included information on the Buckle Street and Memorial Park precinct proposals, most of the decisions to be made for the project's next phase relate to areas close to the Basin Reserve and the second Mt Victoria Tunnel. The material focused on providing an update on the status of Buckle Street and the Memorial Park.

We received around 1,300 comments on this part of the project, with feedback on proposals for Buckle Street closely linked to the proposals around the Basin Reserve. Comments generally focused on:

- alternative designs for Buckle Street and the Memorial Park precinct;
- concern about the effects on the Memorial Park precinct (built heritage and recreation open space);
- concerns about road safety and the effects on Mt Cook School; and
- concerns about heritage effects.

The rest of this section is structured to follow these topics. Figure 14 shows the spread of comments relating to each topic. The relative size of the circles indicates the number of comments related to each topic.

Figure 14 – Representation of Frequently Recurring Topics About Transport Proposals in Front of the National War Memorial



We used more than 50 predetermined categories to classify the comments we received (see Appendix H). Where we received a small number of comments on a wide range of topics, we've grouped these together in Figure 14 and called them "Other". The size of the "Other" circle shows that for this part of the project the comments covered a wide range of topics with no particular theme. This was perhaps because there were no specific questions relating to this area. All comments were passed to the relevant specialist in the project team.

## Alternative Designs for Buckle Street and the Memorial Park Precinct

Of the 1,300 comments we received about Buckle Street and the Memorial Park precinct, almost 550 suggested or referred to alternative design proposals for the area. The alternatives included:

- a tunnel under Buckle Street;
- moving Buckle Street farther north;
- an open trench the length of Buckle Street;
- various other tunnel and trench options;
- pedestrian and cyclist overbridges across Buckle Street; and
- providing for eastbound SH1 traffic as well as westbound traffic.

Among the 550 comments, most preferred building a tunnel in front of the War Memorial – including WCC:

*Council's preference is to tunnel the state highway from Buckle Street to the approach of Mount Victoria Tunnel in order to preserve the integrity and heritage of the National War Memorial, the Basin Reserve and Government House.*

GWRC also indicated that had the earlier NZTA option, Option F, proved affordable:

*... it is likely this would have been supported by Greater Wellington...*

*In relation to tunnelling under Memorial Park, Greater Wellington supports future proofing the design of the preferred option to allow for the possibility of a tunnel to be built under Memorial Park in future, should funds become available.*

While this engagement programme did not seek feedback on any tunnelling options, it is important to note that both Options A and B are future-proofed to allow tunnelling under Buckle Street at a later date, should funds become available.

## Feedback: the Effects on the Memorial Park Precinct

A recurring theme in comments on the Buckle Street and Memorial Park precinct was the effect the road at-grade would have on the proposed Memorial Park and the surrounding precinct. Issues raised included:

- the severance of the proposed park from the National War Memorial;
- noise and air pollution associated with SH1 traffic;
- the proposal not ensuring that the War Memorial was given the respect it was due; and
- the loss of opportunity to create a suitable War Memorial atmosphere.

It is important to note once again that feedback was not sought on any tunnel options, however Options A and B are both future-proofed to allow for a tunnel under Buckle Street at a later date, should funds become available.

*What is important to me is that the solution provides a cut and covered (trenched) Buckle Street, which will allow New Zealand to build a Memorial Park that is respectful of the men and women who have given their lives in the service of our nation, and will provide a place for all New Zealanders and visitors from overseas to contemplate that sacrifice in serene surroundings, and a place where other countries will be proud to install their own memorials.*

*The new road cuts right through the middle of the proposed War Memorial precinct. This area has long been the site of our National War Memorial. It became less visited when the National Museum left Buckle Street, but a new lease of life is promised by the proposed Memorial Park, featuring memorials from other countries. Potentially this could be a site of great national significance, and a tourist attraction. Instead it is faced with a motorway right through the heart of it.*



The Royal New Zealand Returned and Services' Association (RNZRSA) commented:

*...The RNZRSA has long supported some form of trenching or cut-and-covered tunnel under Buckle Street to enable an appropriate commemorative as well as reflective space for all New Zealanders and overseas visitors to our National War Memorial. Both proposed Options by the NZTA leave State Highway running through the Park at ground level in much the same way that it does now. The Park is thus completely sliced in two, with the National War Memorial on the south side and the majority of the Park, intended to host other nation's War Memorials marooned on the other side of the 80,000 cars that this road currently carries. While the RNZRSA acknowledges the current economic environment and NZTA's concerns about the expense of a cut-and-covered Buckle Street Option, we argue that paramount consideration be given to the creation of a Memorial Park of national significance for all time. The RNZRSA is concerned that the 90 year history of lost opportunities in relation to the National War Memorial and its environs, largely due to financial expediency, is not repeated...*



A submission from the Wellington Civic Trust commented:

*Both SH 1 and the War Memorial are Crown assets; it is a reasonable citizen expectation that decisions about a matter affecting both would be made in a "joined-up" way, and not as implied here by expecting some transport benefit, whatever benefit cost numbers are used. The War Memorial Park is a policy decision in its own right and one which we believe has wide support. It would also seem to have transport benefits if it were achieved by a tunnel for SH 1...*

## Feedback: the Effects on Mt Cook School

A submission from Mt Cook School expressed concern about the effects of the proposals on its staff, students and school community. The school supported the construction of a covered trench or tunnel in front of the War Memorial and urged us to consider Option X.

*For Mt Cook School if either [NZTA] option goes ahead there will be:*

- *A three lane highway moved 10 metres closer to the school*
- *Increased safety issues for our children crossing either ends of Buckle St (light runners are already a huge problem and it is nothing short of a miracle that one of our children has not been killed or seriously injured at these intersections)*
- *traffic coming off a flyover at 60km/hour and being required to stop for pedestrians at the corner of Tasman and Tory, only a few metres down the road*
- *A school zone that is dominated by a motor way*
- *A Memorial Park in the middle of a highway that goes completely against the original intent of a beautiful reflective space for the nation, the city and the local community*
- *No incentive for children to walk/bike to school as parents will worry about their safety – this also goes against the philosophy of healthy, fit, active young people.*

Figure 15 is a photograph of the intersection of Tasman, Tory and Buckle Streets referred to in the submission from Mt Cook School.

Comments from other submissions on the way the new road would affect Mt Cook School mainly referred to the safety of students, the effects of moving traffic lanes closer to the school, and noise and air pollution.

*I dislike it [the proposal for Buckle Street] because it will bring a busy road much closer to Mt Cook School. This will increase noise and pollution levels at the school, and will exacerbate traffic safety problems that are already bad.*

The submission from Mt Cook Mobilised also discussed the potential effects on pedestrian safety for students if the road were widened and moved closer to Mt Cook School.

*If Buckle St is not trenched, the issue of pedestrian safety at the Tory/Tasman St intersection needs to be addressed. Mt Cook School and parents in Mt Cook have raised this issue. Pedestrians currently fear for their lives with a two lane Buckle St and traffic on Tory and Tasman often driving through red lights (against a green pedestrian cross signal) to turn into Buckle St. We think with three lanes of Buckle St the pedestrian crossing will be more delayed and less safe.*

*Mt Cook Mobilised asks that a pedestrian overpass or footbridge be considered at this intersection, launching from the high ground beside the Mt Cook Police Barracks and landing at the north edge of Memorial Park alongside Tory St. Trenching Buckle St would obviate the need for this work, as well as meet Mt Cook School's other requirements for a quiet and low pollution environment.*

Figure 15 – Photograph of the Tasman/Tory/Buckle Street Intersection Looking South



## Road Safety

Comments in this category considered a tunnel under Buckle Street as a desirable traffic safety option for Mt Cook School students (discussed above). This sentiment was echoed in 450 comments about the use of the Memorial Park precinct. Many submitters noted that Buckle Street, as a road located in the middle of a Memorial Park, will limit the functionality and safety of the park.

*If the road were to cut through the NZ Memorial Park above ground the park would be negatively impacted by traffic noise, aesthetically unpleasant, subject to vehicle emissions and physically separated into two parts. Park users would not be able to use the entire park without having to cross the road which in a park situation could be dangerous for pedestrians.*

## Feedback: Heritage Effects

Almost 150 comments related to heritage effects. The New Zealand Historic Places Trust and the Mt Victoria Historical Society both expressed concerns about our proposed treatment of the built heritage and cultural values of the Buckle Street area. The New Zealand Historic Places Trust recommended:

*... care is taken to incorporate the new roading sensitively into the heritage precinct encompassing Buckle to Taranaki Streets comprising the Mount Cook Police Station (former) Tasman Street Wall, the proposed National War Memorial Park and other important heritage buildings such as the Dominion Museum and National Art Gallery. The area is also of high importance to Maori as it is associated with early settlement with Maori continuing to have an active interest and involvement in the area.*

*29. Although no roading works are proposed in this area given the high significance of this place as a symbol of national identity and Wellington landmark, NZTA should consider the opportunity posed by the relocation of the road to the north for ways to improve access, appreciation and the general setting of this nationally important collection of buildings.*

*30. The roading proposals should not limit future planning for the area including options to underground the SH1 corridor or aspects of site occupation and circulation...*

# Feedback on Proposals for a Second Mt Victoria Tunnel

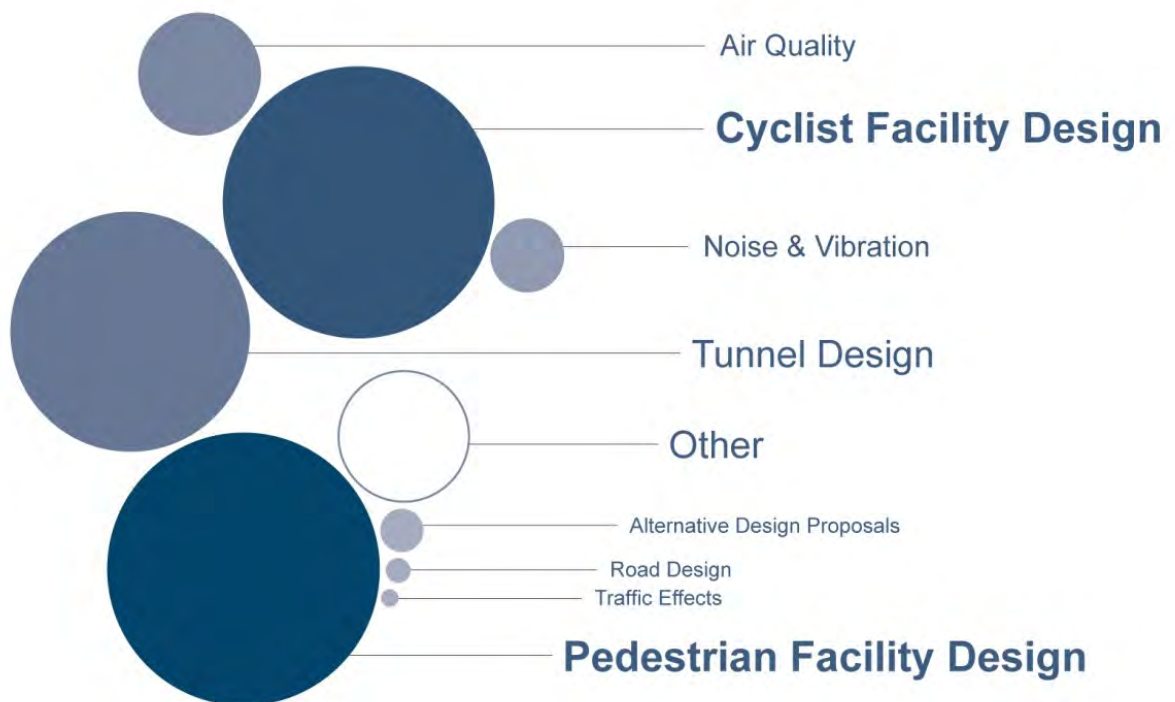
Based on our investigations, we had decided to locate a second Mt Victoria Tunnel on the northern side of the existing tunnel. The community engagement material included one specific question on the second Mt Victoria Tunnel:

- What's important to you when considering whether pedestrians and cyclists should be either partially or fully separated from vehicles in the second Mt Victoria Tunnel?

From the 2,137 submissions, we received 4,600 comments on the second Mt Victoria Tunnel. Of these, about 2,300 directly addressed the design of the pedestrian and cyclist facility within the new tunnel.

Figure 16 shows the spread of comments, highlighting that most were about the design of pedestrian and cyclist facilities in the new tunnel. Comments on this part of the project were relatively focused with very few on other aspects.

Figure 16 –Representation of Frequently Recurring Topics About the Second Mt Victoria Tunnel



The rest of this section is structured as follows:

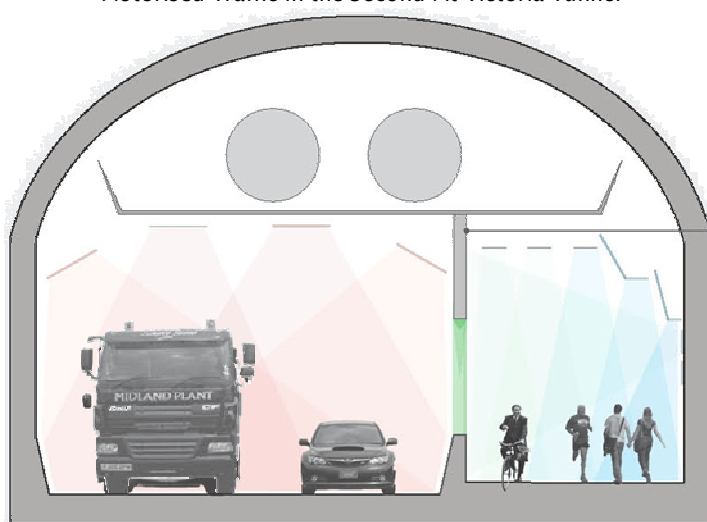
- feedback on the idea of a proposed pedestrian and cyclist facility (including comments on noise and air quality in the tunnel);
- feedback on the design of a pedestrian and cyclist facility (including comments on separation from traffic, safety and cost);
- feedback on other topics such as timing of construction and alternative suggestions; and
- feedback on the design and effects of the tunnel portals (air quality, heritage and pedestrian / cyclist facility design).

## Feedback: Proposed Pedestrian and Cyclist Facility

Almost all the comments about the provision for pedestrians and cyclists in the second tunnel indicated a preference for full separation from the vehicle traffic lanes. The reasons were given as:

- improved air quality for the pedestrians and cyclists;
- protection from noise for the pedestrians and cyclists;
- increased safety; and
- encouragement of more pedestrians and cyclists.

Figure 17 – Image Showing an Option for Fully Separating Pedestrians and Cyclists from Motorised Traffic in the Second Mt Victoria Tunnel



*Must be fully separated. Protection from accidents with motor vehicles goes without saying. Full separation is a must to ensure air quality is not compromised in any way and to minimise noise. It is essential that walking and cycling is made as pleasant an experience as possible.*

*Safety and ease of use. Both the pedestrians and cyclists should be protected from the noise, fumes and dangers of cars. The partial barrier won't protect from fumes and noise.*

*I have been advocating for years for full separation. By giving pedestrians and cyclists a cleaner and safer route you will encourage more people to do it and take pressure off the road for cars. It would greatly improve the link between the city and eastern suburbs.*

## Air Quality in the Second Mt Victoria Tunnel

We received about 500 comments about air quality in the second Mt Victoria Tunnel and the potential effects on health. Some said that the air quality in the existing tunnel was seen as a deterrent to people walking and cycling. In most comments on this topic, air quality was one of the main reasons for supporting full separation between pedestrians/cyclists and vehicle traffic.

*Regional Public Health (RPH) support a separate ventilation system for the pedestrian and cyclist facility. They consider this the best way to ensure appropriate air quality for pedestrians and cyclists. The Hataitai Residents' Association (HRA) also has a strong preference for full separation. They are concerned about the health risk of vehicle fumes for pedestrians in particular:*

*...A big reason for the partition is to prevent exhaust fumes and particulate matter polluting the air of pedestrians, who can spend several minutes walking through the tunnel on a routine basis. Concentrated diesel and petrol exhaust are known health hazards, and can impact long term on people's health...*

## Noise in the Second Mt Victoria Tunnel

According to approximately 500 comments, the noise from vehicles in the Mt Victoria Tunnel is one of the main effects that need to be addressed in the second tunnel. A number identified the unique tradition in the existing tunnel of vehicles “tooting” their horns as they drive through.

Noise was one of the main reasons given in support of full separation between pedestrians/cyclists and vehicle traffic. A number of comments highlighted that noise in the existing tunnel makes walking and cycling through it unpleasant. Submitters commenting on the issue considered that walking and cycling would increase if the issue of noise within the tunnel were addressed.

*... noise pollution is unpleasant when the tunnel is busy or anyone toots their horn.*

*The worst part about the old tunnel is not the fumes, but the traffic noise caused by dopey motorists who sound their horns incessantly through the tunnel...*

*Noise=stress=a kind of pollution...*

*In my view fully separated. Noise and pollution levels mean I won't walk through the current tunnel and often just bus from Hataitai to Mt Vic.*

*Regional Public Health (RPH) works with the Wellington region District Health Boards and recommends that pedestrians and cyclists are fully separated and that noise mitigation is included in the design as excessive traffic noise can cause hearing damage.*

## Feedback: Design of Tunnel Pedestrian and Cyclist Facility

Submitters also commented on the design of the pedestrian and cyclist facility in the tunnel. Two main themes became clear:

- the safety of pedestrians and cyclists; and
- the desire for separation between pedestrians and cyclists, as well as from motor vehicles.

The primary safety concern was that vehicles could crash into pedestrians and cyclists. A number of comments highlighted this as the reason for supporting full separation. Comments provided a number of alternative designs, such as:

*Having a raised pedestrian/cyclist pathway (similar to existing tunnel) improves subjective feeling of safety, as vehicle accidents happen below zone of impact.*

*I don't mind as long as a car-cyclist or car-pedestrian collision is not possible even in the event of driver, cyclist or pedestrian losing control.*

The separation of pedestrians from cyclists was seen as a way of enabling cyclists to travel at speed without increasing the risk of collisions with pedestrians. Also discussed were the required width of the pedestrian and cyclist facility and the direction of cyclists' and pedestrians' travel.

*Pedestrians and cyclists should not have to share space with each other or cars. All are travelling at different speeds and pedestrians tend to spread out and impede the passage of cyclists if they try to share space. Cars usually fail to allow cyclists enough room. A separate space for each is the only way to ensure safety...*

*If possible, it is desirable to make provision for cyclists who are all going the same way. Your illustration of the new tunnel shows them going both ways in a narrow area and mixing them with defenceless pedestrians!*

*... make sure cycle lane is two bikes wide in each direction. Or have electronic arrows and reverse middle pedestrian/cycle lane with rush hour traffic.*

*... Do not mix pedestrians and cyclists on the same pathways, the difference in speed etc is dangerous. If they have to use a common space, paint a cycle lane on to it.*

The submission from Cycle Aware Wellington supported separating pedestrians and cyclists as a means of avoiding conflict between them. It suggested a number of ways that this could be achieved:

*The tunnel will be the busiest section of the proposed new pedestrian and cycle routes. As such, it would have the most conflict among users, particularly at peak time and particularly between walkers and faster cyclists. Please consider providing dedicated, separated facilities for pedestrians and cyclists here. The width of the path would support separation with cyclists one side and pedestrians the other side of a central rail. The height of the path could even provide for a lightweight upper deck for pedestrians above cyclists or vice versa.*

## Separation by Windows or a Glass Wall

Our community engagement material included options for separating pedestrians and cyclists from the road carriageway. Submitters generally shared our view that windows or a glass wall were a good idea because they would improve the atmosphere for pedestrians and cyclists and increase their personal safety and security. Almost none of the submissions directly compared the merits of a glass wall and smaller, glass windows. Issues raised in relation to windows or a glass wall are demonstrated in the comments below:

*... Main disadvantage of full separation is safety from other pedestrians and cyclists. Would need many windows, these would be an attraction for Graffiti 'artists'!*

*... Need glass to improve safety for females. However glass needs to be vandal proof.*

*I see no reason for pedestrians and cyclists to have any visual contact with the vehicles and vice-versa. A complete separated access way with good ventilation and lighting. There are enough distractions for vehicle drivers without adding windows to look through.*

*I don't know whether the window idea is a good one as who is going to stop if they possibly see something etc. Either a full glass partition (see the noise barriers by Auckland's St Mary's Bay) or none at all apart from the prerequisite concrete barrier.*

## Safety and Personal Security in the Second Mt Victoria Tunnel

We received almost 1,000 comments about the safety and personal security of pedestrians and cyclists in the second Mt Victoria Tunnel. Submitters generally mentioned:

- the personal security of pedestrians and cyclists in the tunnel; and
- the protection of pedestrians and cyclists from motor vehicle crashes (discussed above).

They were equally concerned about safety and personal security. Comments indicated that the idea of separation via windows or a glass wall was a way of addressing feelings of personal security among pedestrians and cyclists by maintaining a visual link between these users and other road users.

*The safety of pedestrians/cyclists in terms of attack: if it doesn't feel safe no one will use it.*

*Full separation is preferred with total consideration of CPTED [crime prevention through environmental design] principles in the design.*

*They should be separated in such a way that a pedestrian walking through the tunnel does not feel nervous, i.e. she is walking in a very well lit area, in full view of cars passing but protected from the exhaust fumes.*

*Pedestrians and cyclists should be integrated and should be located safely away from cars but cars should be able to clearly see pedestrians for security as a tunnel is a channel and people could become trapped by unsavoury characters.*

*Fully separated from smoke and noise, but with a Perspex window as to allow motorists to look into the pedestrian/cycleway – so muggings, assaults, etc are not more likely.*

Interest groups were clearly concerned about the issue of personal security for pedestrians and cyclists in the second Mt Victoria Tunnel (and in the existing tunnel). The main themes of their comments were:

- full separation mitigates the risk of crashes between vehicles and pedestrians/cyclists;
- the visual link between vehicles and pedestrians/cyclists is important to maintain a sense of security; and
- other security measures should also be incorporated in the tunnel design.

For example, the Hataitai Residents' Association stated that:

*... A single walkway, no matter how well lit, if blocked off by a solid wall would not offer a safe environment for use during quiet times of the day or night... Visibility to the traffic gives the feeling of safety and is a strong disincentive to crime... Residents ask for strong lighting and closed circuit cameras to further reduce the risk of crime.*

The New Zealand Automobile Association (AA) also noted its interest:

*... In supporting the second tunnel we strongly believe that pedestrian and cycle ways should be individually separated and raised to give a sense of security with appropriate structures such as the wall option separating the vehicles and these users...*

Cycle Aware Wellington supported a wall with windows or a glass wall:

*... A wall with windows would keep the visual connection with tunnel. CCTV cameras and grade separation would also improve safety and personal security.*

Living Streets Aotearoa commented that:

*Overall we favour full separation of pedestrians from all vehicles, as this will improve walkability and protect walkers from noise and emissions. The current tunnel environment is neither attractive nor healthy. We believe that any perceived safety concerns can be overcome through the use of mechanisms such as CCTV [closed-circuit television], safe locations/panic buttons, separation from vehicles, etc.*

## Cost of the Pedestrian and Cyclist Facility

We received fewer than 40 comments on the cost difference between a full barrier and a partial barrier between vehicles and pedestrians/cyclists. Where cost was a concern, a partial barrier was seen as being sufficient. However, there were also comments that the benefits of a full barrier outweighed any additional cost relative to the partial barrier cost.

*Lowest cost. Partial ok, provided good ventilation from fumes is given to pedestrians.*

*Safety and health of pedestrians and cyclists should outweigh additional costs involved in full separation.*

## Feedback: Other Topics

A small number of comments related to aspects of the second Mt Victoria Tunnel, including the timing of the tunnel's construction, alternatives to a second Mt Victoria Tunnel, and the rationale behind a second tunnel.

### Timing of Construction

About 40 comments referred to the timing of construction of the second Mt Victoria Tunnel. Two themes emerged: a sense of "get on with it"; and the sequencing of project works.

Some comments highlighted that the possibility of a second Mt Victoria Tunnel had been discussed for several decades, and a number asserted that the second tunnel was overdue.

*The second tunnel through Mt Victoria is a no brainer. The pilot tunnel was put through in the 1960s. It is time to get on and build it.*

*We need a second Mt Vic tunnel NOW.*

*Upset that the second tunnel will not be completed until Transmission Gully completed.*

Some comments made suggestions on sequencing the second tunnel work within the schedule of works for the whole project. Some submitters who supported the second tunnel suggested that construction be moved forward in the schedule:

*The second tunnel and widening of Ruahine/Wellington Road would have a much greater impact than this bridge.*

Others commented that the effects of the works proposed around the Basin Reserve should be more fully evaluated before any decision on building a second tunnel was finally made.

*Whatever solution is decided for Basin Reserve traffic, no commitment need be made to the second Mt Victoria Tunnel or to the major upgrading of Ruahine St and Wellington Rd until the effects of improved traffic flows at the Basin Reserve are evaluated.*

In its submission, WCC commented on the process to which it had agreed as part of the Ngauranga to Wellington Airport Corridor Plan.

*A second Mt Victoria tunnel and associated road widening of Ruahine St and Wellington Road was proposed in the Ngauranga to Airport Corridor Plan as a project that may happen beyond 10 years. It was agreed that a decision whether to proceed or not would follow a feasibility study and scheme assessment process and consideration of the environment as it then is [i.e. beyond 2018].*

GWRC stated in its submission that:

*Greater Wellington supports the duplication of the Mt Victoria Tunnel in the longer term to ensure safe and effective traffic movement along this route.*

## Alternatives

We received about 120 comments on alternatives to the proposed second tunnel. Instead of showing a strong preference for any particular alternative design, they suggested a range of alternatives, including:

- that there not be a second tunnel (this often appeared to be because of not wanting to generate more traffic or cost, or because current traffic levels don't justify the need);
- a new tunnel for only pedestrians and cyclists;
- investigating alternative ways of using the current tunnel (or tunnels), such as running light rail through an existing tunnel or managing the tunnel to provide a complementary tidal traffic flow (i.e. peak-hour traffic flow directions); and
- alternative locations for the second tunnel, such as underneath the existing tunnel, from the end of Pirie or Ellice Streets, and south of the existing tunnel.

## Feedback: Second Mt Victoria Tunnel Portals

Our community engagement material did not include specific questions on the portals of the second Mt Victoria Tunnel. However, we received a number of comments on these areas.

Figure 18 – Aerial Image of the Proposed Mt Victoria Tunnel Portals



### Western Portal and Paterson Street

The approximately 400 comments we received on the western portal and Paterson Street related to built heritage in the area, access issues to Wellington East Girls' College and realigning the second Mt Victoria Tunnel western portal.

#### Built Heritage

Comments noted that Paterson Street contains a number of old houses that form the boundary of the historic Mt Victoria suburb. About 60 discussed the loss of these houses and the resultant loss of their historic and cultural value. Two buildings were singled out as having particular value:

- 7 Paterson Street, built for William Waring Taylor and formerly used as the Catholic Presbytery; and
- 19 Paterson Street, Ettrick House, a building listed as Category II by the New Zealand Historic Places Trust.

Most submissions that mentioned these houses opposed the demolition or relocation of these buildings.

*The plans for a second Mt Victoria tunnel include the demolition of practically the entirety of Paterson Street, which will destroy an important heritage area. The removal of the 19th Century houses will decrease the amenity value of the area and remove an important part of Wellington's social history. The plans for mitigation presented by the Agency are laughably inadequate.*

*The plans for a second Mt Victoria Tunnel include the demolition of the entirety of Paterson Street. The project will destroy an important heritage area and result in the loss of 7 Paterson Street, which has been nominated by the Mt Victoria Historical Society as a historic place with the NZHPT [New Zealand Historic Places Trust].*

The New Zealand Historic Places Trust discussed two of the Paterson Street buildings:

*...The establishment of a new tunnel to the north of the existing Mt Victoria Tunnel will necessitate the removal of Paterson Street and the row of character houses which line the street. This will also necessitate the relocation or demolition of registered Category II historic place Ettrick House and the Former Catholic Presbytery which has been nominated for registration...*

The New Zealand Historic Places Trust's preference was for the proposed second tunnel to be repositioned – and if not, that as a last resort both Ettrick House and the former Catholic Presbytery be relocated. The

Trust provided a detailed assessment of options for relocating these buildings to maintain some relationship with the Mt Victoria Character Area.

The Mt Victoria Historical Society also commented on the loss of the historic housing in Mt Victoria:

*... Construction of another Mt Victoria Tunnel would result in the loss of the original housing on the southern boundary of the historically significant suburb of Mt Victoria... These properties add to the diversity of Mount Victoria's built heritage and the urban form. The MVHS opposes any roading proposal that demolishes or relocates these buildings.*

WCC supported the proposed alignment for the second Mt Victoria Tunnel and recognised the need to relocate these two historic buildings within the Mt Victoria heritage area, noting that Ettrick House has been relocated previously.

### Access to Wellington East Girls' College

Wellington East Girls' College is accessed from the corner of Paterson and Austin Streets. Several comments discussed how the second Mt Victoria Tunnel portal as proposed would affect access to the school.

*Currently your plans show that access to Wellington East Girls' College is reduced from two one-way streets to one one-way street. This current access is inadequate. You have made an attempt to improve the arrival and departure of students to Wellington College and St Mark's so why have you done the opposite for the 1,000 students going to the school up the hill?*

*Wellington East College: It seems as though the only way to the college will be via Austin Street entrance not via the pathway beside the tunnel. This will make it not so easy for girls who get off the bus below the college and others who walked to college...*

### Realignment of Second Mt Victoria Tunnel Western Portal

Some submitters suggested a variation to our proposed second tunnel alignment – locating the tunnel's western portal closer to Brougham Street, rather than at Austin Street as is currently proposed. Some comments noted that the second tunnel's effects on the Mt Victoria area and its residents could be reduced if the western portal were moved lower and further westward.

*...So that the portal for the second tunnel can be started closer to Brougham Street than Austin Street thereby reducing the impact of traffic noise for residents in Ellice Street. This modification to the entrance of the second tunnel would allow location of the second tunnel closer to the existing tunnel thus minimising traffic noise in this area.*

*I will only support a second tunnel if the portal entrance is lowered in elevation and starts at the Brougham Street intersection rather than bringing new traffic all the way up to Austin Street. This modification to the current proposal will go a long way towards removing resistance from Mt Victoria residents to increased traffic noise to residents in Ellice Street and would allow a landscaped park between both tunnels and residents in Mt Victoria and would be consistent with the design parameters provided for Thorndon residents next to the motorway further north.*

### Eastern Portal and Taurima Street

On the eastern side of Mt Victoria, our proposals will provide only for a left turn from SH1 eastbound (towards the airport) into Taurima Street, with left turns from Taurima Street prevented. In addition, motorists would no longer be able to turn right from Taurima Street towards Mt Victoria Tunnel and SH1 westbound.

Approximately 36 comments directly addressed Taurima Street, focusing on:

- the traffic effects, including the redistribution of traffic within Hataitai and along Moxham Avenue;
- the provision for pedestrians and cyclists between the tunnel and the proposed pedestrian and cyclist facility along the eastern side of Ruahine Street; and
- the loss of land currently used for Hataitai Kindergarten and the Town Belt.

## Traffic Effects

Approximately 15 of the 36 comments related to the access effects of the proposed banned turns, in particular that:

- preventing right turns from Taurima Street to SH1 westbound would be inconvenient for Hataitai residents; and
- the proposal to ban right turns from Taurima Street to SH1 westbound would improve the safety of the current intersection.

Interestingly, a number of submitters noted both the safety improvement and the inconvenience of the proposal.

*The right turn from Taurima St is very important and should be retained if possible – else need to clarify alternative route.*

*The current feed from Taurima St into the tunnel is terrible, with those unfamiliar with the ‘merge’ waiting for ages for both coming and going traffic to clear before turning right into the tunnel. It’s a scary intersection.*

*Don’t like not having access to the tunnel direct from Hataitai north. Will have to loop around or continue to use route through Roseneath to Courtenay Place.*

WCC supported the decision to remove the right turn from Taurima Street to SH1 westbound. It commented that the turning movement is:

*... unsafe, causes congestion, and allows rat running by people attempting to avoid queues on Ruahine Street...*

A submission from the Green Party generally argued that the project was not needed and funds should be invested in other forms of transport. As part of this, the Green Party commented that the proposal to ban right turns from Taurima Street to SH1 westbound would have traffic effects:

*Cutting off access from the Hataitai shops will prove to be inconvenient and unpopular with Hataitai residents who will have to queue up at Goa St to get into town [by car].*

Some also commented on changes to the intersection of SH1 and Goa Street, with concerns that these intersection changes would have “knock-on” effects on Hataitai village, Moxham Avenue and Hamilton Road. This issue is linked to changes on Ruahine Street and Wellington Road, and is addressed in the next section.

## Provision for Pedestrians and Cyclists

Some comments related to the continuation of pedestrian and cyclist facilities between the proposed Ruahine Street facility and facilities in the second tunnel. Most noted the need to provide a good Taurima Street crossing point for those using the pedestrian and cyclist facilities.

*Please add a cycle/pedestrian bridge over Taurima St to link the new path through the tunnel with the new path along Ruahine St. Otherwise I can see this crossing becoming a black-spot with traffic doing 60kph (whatever the speed limit officially is) coming off the tunnel road onto Taurima St and commuters etc trying to cross the road. A bridge would connect up the new paths and make the whole thing flow really nicely. At the very least please add a crossing here.*

*On the Hataitai side of the tunnel the bike lane veers off down Taurima Street and cyclists would have to stop to cross a lane of traffic. Instead of this the bike lane could continue with the road coming out of the tunnel to meet up with the cycle path on Ruahine Street directly. Another option would be putting a zebra crossing on Taurima Street closer to Ruahine Street, thus guaranteeing that cyclists would not have to wait for too long to cross.*

## Town Belt and Hataitai Kindergarten

A number of submitters noted with concern that the proposal for around Taurima Street (related to the eastern portal of the second Mt Victoria Tunnel) would require the acquisition of some adjacent Town Belt land, including the land where the Hataitai Kindergarten is located. This issue is also linked to changes on Ruahine Street and Wellington Road, and is addressed in the following section.

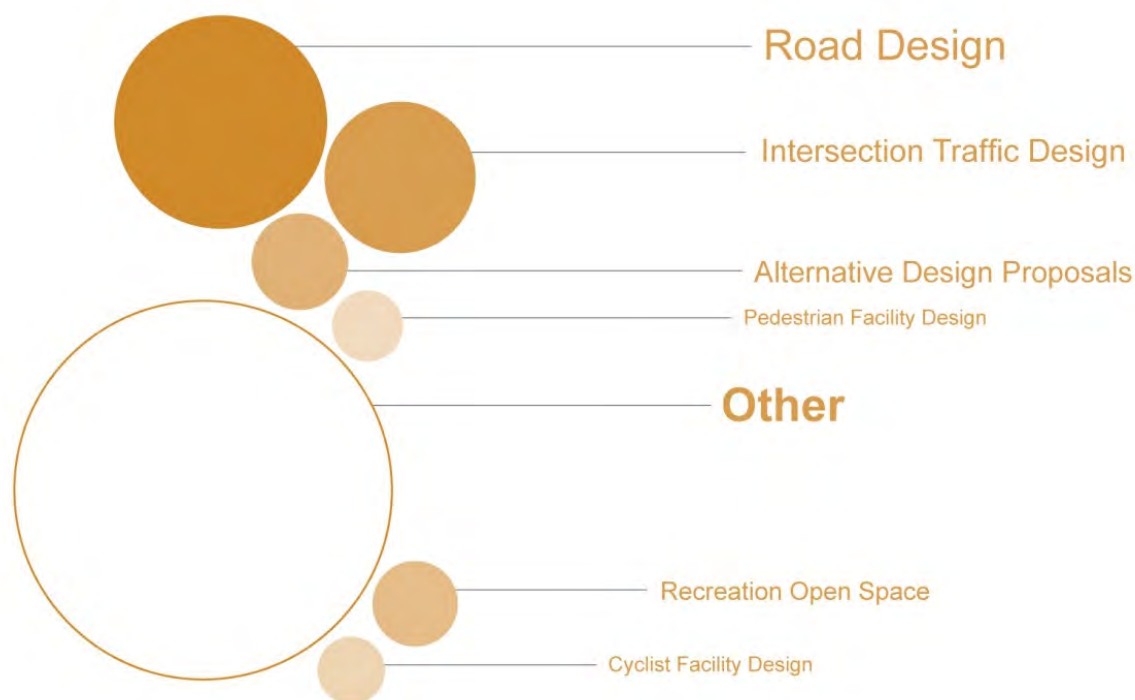
# Feedback on Proposals for Ruahine Street and Wellington Road

We have investigated various options for widening Ruahine Street and Wellington Road, and included proposals for this area in the community engagement materials. The feedback form did not ask a question specific to this area, but some submitters provided feedback in answer to the following prompt:

- We welcome any other comments you'd like to make about the proposed improvements to SH1, including our plans for the second Mt Victoria Tunnel, the widening of Ruahine Street and Wellington Road and the pedestrian and cycling facilities.

We received about 1,900 comments in relation to our proposals for Ruahine Street and Wellington Road. Figure 19 shows the spread of comments received for each of the main topics. The relative size of the circles indicates the number of comments related to each topic.

Figure 19 – Representation of Frequently Recurring Topics About Proposals for Ruahine Street and Wellington Road



We used more than 50 predetermined categories to classify the comments we received (see Appendix H). Where we received a small number of comments on a wide range of topics, we've grouped these together in Figure 19 and called them "Other". The size of the "Other" circle shows that for this part of the project the comments covered a wide range of topics without a strong theme. This was perhaps because there were no specific questions relating to this area.

This section summarises the feedback received on the widening of Ruahine Street and Wellington Road in relation to the:

- road design;
- intersection design;
- timing and effects of construction (included as other in Figure 19);
- pedestrian and cyclist facility design;

- effects on nearby properties and land (included as other in Figure 19);
- effects on Hataitai from changes in traffic flow (included as other in Figure 19); and
- effects on the Town Belt (Recreation-Open Space).

## Feedback: Proposed Road Widening

We received approximately 240 comments about the roading design for Ruahine Street and about 150 comments about the roading design for Wellington Road. Key areas of interest for those who provided feedback were:

- traffic effects;
- the width of the proposed road;
- visual effects;
- speed; and
- alternatives.

Several submitters commented on the effects of the widening proposals on traffic flows along Ruahine Street and Wellington Road. They generally supported the proposals as they were seen as improving traffic flow.

*It's very important to increase the capacity of Ruahine and Wellington Road as well otherwise congestion is simply shunted further east.*

However, most comments expressed concern and surprise over the proposed widths of Ruahine Street and Wellington Road. The reasons for their uneasiness included:

- the extent of the land required;
- the induced traffic;
- the location of a large road in a suburban area; and
- the number of lanes mentioned in the Ngauranga to Wellington Airport Corridor Plan.

*Ngauranga to Airport says to undertake a feasibility study for four-laning Ruahine St and Wellington Rd, proceeding beyond that only if it is appropriate after a scheme assessment.*

*I live in Hataitai. I have viewed the Ruahine St plans and I still don't see why such a huge widening is necessary. It's widened from both sides and demolishing many buildings: is this going to be a 10 lane highway?!*

The WCC submission noted that:

*While it has various impacts which will need to be considered, the option of widening Ruahine Street to the west (which would require the compulsory acquisition of Town Belt land) is considered on balance to be less damaging to widening into the residential area to the east.*

WCC also questioned the need to widen Ruahine Street and Wellington Road to the extent we proposed. It suggested that the benefits of travel time savings provided by the six-lane road might be outweighed by the negative effects of such a road on:

- travel on foot and by bicycle;
- urban form;
- access to Hataitai Park;
- local amenity; and
- the Town Belt.

About 20 comments related to the proposals' visual effects, with a view that the widened roads would have negative effects on neighbouring green spaces. The Hataitai Residents' Association suggested that this could be mitigated through planting:

*The design images in the proposal show mature trees and extensive planted areas. The residents of Hataitai know that the after effects of roading projects can be visual pollution. We request lots of planting to be done at early stages (where possible) to mitigate the visual impact of the road.*

Our proposal included reducing the speed limit on Ruahine Street to 60 kilometres per hour (from the current 70 kilometres per hour). Opinions on this issue were evenly divided. Some submitters argued that it would reduce traffic flow benefits, while others supported the change, largely for safety reasons. Regional Public Health commented:

*Making walking and cycling safer and more accessible through lower speed limits benefits the children, the elderly, the disabled and the transport disadvantaged who often have no choice but to use active modes. The road speed should be consistent with the speed at the bridge, the tunnel and Wellington Road. We believe different speed limits in the tunnel and surrounding streets is confusing to motorists.*

Some of the comments questioning the necessity of road widening along Ruahine Street and Wellington Road suggested alternatives. A common suggestion was that public transport infrastructure (particularly light rail and buses) be incorporated within the design.

*In the future some form of rail link (light or mono) would be desirable to the airport (as well as the wider road). My suggestion would be to put the land aside now in the corridor between the tunnel and the airport. Perhaps as a wider median strip to which a raised rail line could be added later.*

## Feedback: Proposed Intersection Changes

Of the comments related to our proposals for Ruahine Street and Wellington Road, almost 200 referred to intersection design. Interestingly, only around half were from submitters living in the eastern suburbs (assumed to be those who would use the intersections most often). The remainder might have been motorists who drive through them en-route to the airport and/or sports facilities in Hataitai Park.

We received comments on each of the three main intersections in the proposals for Ruahine Street and Wellington Road. Two themes emerged:

- support for safety improvements at the intersections; and
- for traffic flow reasons, opposition to signal controls at these intersections.

Comments on the effects of signalisation at these intersections came from people living on both the east and west sides of Mt Victoria. However, there were markedly more comments on the safety of the intersections from those living east of Mt Victoria (e.g. in Hataitai), who we might assume use the intersections on a day-to-day basis.

A number of alternative designs were suggested for each of the intersections. We expand on these below.

### Goa Street/Ruahine Street

The comments we received on this topic indicated that the key issues for the Goa/Ruahine Streets intersection were safety, traffic flow along Ruahine Street, and access to the sports facilities at Hataitai Park.

*The entrance to Hataitai Park will become a bottleneck on weekends. Why not build an underpass through to Goa St, so Hataitai Park traffic emerges at Moxham Ave? This removes one intersection from the new highway. Alternatively, have you considered a new entrance to the park from Alexandra Road?*

*I do wonder whether adding a roundabout to the Goa Street intersection would be better for traffic flow rather than adding another set of lights.*

*I like how there will be a controlled intersection going into and out of Hataitai Park because it is horrible trying to safely get in and out of there.*

The Hataitai Residents' Association commented that safety improvements at the Goa/Ruahine Streets intersection were required immediately and that we should implement such changes even before any other works. It indicated that its members were divided on the preferred form of these improvements, with some favouring roundabouts and others considering bridges to reduce the risk of crashes without interrupting traffic flow on Ruahine Street.

## Ruahine Street/Wellington Road

Comments related to the Ruahine Street/Wellington Road intersection largely focused on safety and traffic flow. Some questioned the need for a connection towards Constable Street, noting that without this connection an intersection would not be required.

*With regard to the intersection of Ruahine St and Wellington Rd I say simply get rid of it. It is a hazard at the moment, tricky to negotiate from any direction and as planned will simply be another bottle neck.*

*I also like the proposal for a signalised intersection at the Hataitai park entrance on Ruahine St and another at the Wellington Rd/Ruahine St corner. I feel both these intersections are very dangerous in their present state, Ruahine-Wellington should be multilevel – flyover/subway. The amount of traffic at these intersections will severely disrupt through flow of traffic particularly at weekends.*

## Hamilton Road/Kilbirnie Crescent/Wellington Road

Several comments addressed the intersection of Wellington Road with Hamilton Road and Kilbirnie Crescent, with issues relating to the difficulty of turning movements (as it is a busy intersection) and pedestrian access across the intersection.

*At present the Wellington Rd/Hamilton Rd intersection is unduly congested. This is partly because of too few lanes, and because right turners from Kilbirnie Cres towards the harbour bring through-traffic to a halt. I hope that you will be widening the road sufficiently for a separate right-turning lane (it is hard to tell from the diagram) and also having a right-turning arrow. I do note the free left turn lane from Hamilton Rd to Wellington Rd, which will be a distinct improvement on the present lane shared by through traffic AND left/right turners.*

*Pedestrian over bridges. These offer safe alternatives for pedestrians to cross major roads, and there are current concerns over pedestrians facing aggressive drivers who sometimes barely give way (near misses) at the Kilbirnie Crescent/Hamilton Road intersection. A pedestrian over bridge at Kilbirnie Crescent and Hamilton Rd would facilitate crossing on this hazardous intersection while facilitating more traffic flow. (Hataitai Residents' Association)*

A submission from Hataitai Playcentre (located on Hamilton Road) emphasised the issue of pedestrian safety at this intersection. It commented that the proposed changes to the intersection would make it less safe and more difficult to walk with children to facilities such as the Kilbirnie Library, Wellington Regional Aquatic Centre, Kilbirnie Recreation Centre and Kilbirnie Park. Overall, the Playcentre submission indicated opposition to the project.

## Feedback: Construction Timing and Effects

We received more than 50 comments on the timing of works for Ruahine Street and Wellington Road.

- Some submitters believed that the widening of these roads should be prioritised ahead of other sections of the project.
- Some believed that improvements, particularly at the intersections of Wellington Road and Ruahine Street and Goa Street and Ruahine Street, should be prioritised, with safety reasons often being the justification.

*Second tunnel – definitely! Widening of Ruahine Street/Wellington Road. Overall – it's a shame about the long timeframe. This could not happen soon enough in my opinion.*

*The second Mt Victoria Tunnel and Ruahine St/Wellington Rd widening should be completed before Transmission Gully. Please don't wait 10 more years.*

*Lastly PLEASE can you sort out the intersection at Wellington Rd and Ruahine St – it is the worst intersection in the City. It's dangerous for cars, cyclists and no pedestrian in their right mind dare try crossing there. I gather the plan is to have traffic lights, can this please be done urgently and independently of whether we have flyovers, tunnels or not.*

*I see on your website that NO improvements at the Ruahine St/Wellington Rd intersection are scheduled to take place before the completion of the Kapiti Expressway and Transmission Gully, which I guess means it's years or decades away. So I guess there will be some users of this intersection in the coming years who won't live to see the benefits of any improvements.*

*As a critical safety issue: Please install traffic signals at Ruahine/Goa St immediately.*

As well as the timing of construction, submitters commented on the potential construction effects on noise and air quality.

*The widening of Ruahine Street and Wellington Road should only go ahead if NZTA work with the WCC AND the homeowners who live along Ruahine/Wellington Roads. Soundproofing for houses impacted by the increased traffic (and the construction noise) should be paid for BY NZTA as part of the project. If NZTA are making the noise (due either to construction or by enabling more traffic), they should pay to reduce impact to residents.*

*The ongoing road works over such a large area would have long term effects on the residents, including an unacceptable level of noise, ground movement, dirt and dust for an entirely residential neighbourhood over a long period of time.*

## Feedback: Proposed Pedestrian and Cycle Facility

We received about 270 comments on the pedestrian and cycling facility proposed along Ruahine Street and Wellington Road. Almost all supported the facility, but some queried how the facility might function. The general feeling is well summarised in this comment from Cycle Aware Wellington:

*The proposed service lane along Ruahine Street gives an opportunity to provide safe dedicated paths for pedestrians and cyclists – but the proposal does not yet provide these.*

Comments in Cycle Aware Wellington's submission related to the facility's detailed design. They were echoed by a number of other submitters and are discussed in detail in the remainder of this section.

Comments from a number of submitters (including WCC) also noted that cyclists, pedestrians and cars do not always co-exist happily. Some suggested ways that the facility design could aid the different modes.

*Pedestrians need exclusive facilities – including along Wellington Rd/Ruahine St, where the "dedicated pedestrian and cycling facility" seems to be a service lane for vehicles accessing properties in those streets and Walmer St, replacing the existing dedicated pedestrian facility.*

*I am very excited about the new cycle/pedestrian path ("service lane") along Ruahine Street and Wellington Road, but am VERY concerned that this path will be shared with vehicles. I realise there are properties along this route, but I think it is EXTREMELY important that pedestrians and cyclists are separated from cars. I am very concerned about the safety of cyclists and pedestrians on a path which they see as designated to them, but along which cars will occasionally come. As the 'service lane' is to be 6 metres wide, could half of it be a car lane (ONLY to be used by those whose property is located along this route) and the other half be for pedestrians and cyclists ONLY?!!*

Submitters also questioned how the pedestrian and cyclist facility would work when crossing intersections such as that with Goa Street.

*At the Hataitai end of the Mt Vic Tunnel there is a lack of continuity of the pedestrian footpath/cycleway for those who journey along Ruahine St. In my opinion this should be continuous.*

*[We need] a safe, efficient way to cross Taurima St, such as a bridge, a safe, efficient way to cross the streets joining the upgraded road, such as Goa St.*

Some comments expressed concerns that the pedestrian and cyclist facility would be misused by motorists, with some suggesting it would be used as a short-cut for cars or for inappropriate parking.

*We are concerned that unless parking is restricted service lanes may be seen as extra parking spaces for visiting Kilbirnie Park users.*

Some comments suggested alternatives to the proposed pedestrian and cyclist facility. One was that the pedestrian and cyclist facility route should follow Moxham Avenue, instead of Ruahine Street and Wellington Road, for trips between Kilbirnie Crescent and Mt Victoria Tunnel. Another suggested that a parallel pedestrian and cyclist facility would also be needed along the other side of Ruahine Street and Wellington Road (i.e. provision on both sides of the road).

*Regarding cycling facilities on Wellington Rd and Ruahine St, I don't think there is much point. I used to cycle to town from the Eastern suburbs and rode along Moxham Ave as there isn't much up and down hill this route. Better to make improvements along there as cyclists won't want to go all the way up the steep Wellington Rd only to lose the height gained by going down Ruahine St (and then have to go up again).*

*There needs to be a pedestrian and cyclist link on the western side between Wellington Road and Goa St, Newtown and Hataitai Park.*

## Feedback: Effects on Nearby Properties and Land

We received about 330 comments on how our proposals for Ruahine Street and Wellington Road would affect the surrounding community, covering topics from air quality to community severance. The comments have been organised into two groups:

- direct effects of the road changes on nearby property and land; and
- effects related to perceived changes in travel behaviour patterns in Hataitai, which are covered in the next section.

### Land and Property Acquisition

Our proposed improvements for Ruahine Street and Wellington Road require us to acquire approximately 25 private properties. We received comments concerned about the effects of these acquisitions when people's homes are involved, and also effects on the neighbours who will remain.

Comments in this category covered:

- the effects on residents having to leave their acquired properties;
- how the ongoing acquisition process could leave homeowners uncertain about their financial security and living arrangements for a number of years.

Some comments (notably some from residents in the area) indicated that any effects of property acquisition would be more manageable if the acquisition process were faster and more certain.

*We do not agree with the widening of Ruahine St and Wellington Rd to four lanes as it would cause the destruction or removal of many homes with resulting social upheaval and cost to families.*

*For the next several years until NZTA makes a final decision, all of our lives are in limbo.*

*We are significant stakeholders in the development of Wellington Road. We support the proposed plan even though... [our property] would be demolished. The change would considerably improve the access to the nation's capital. We urge that a final decision is made quickly to remove the present uncertainty about our future. The indecisions concerning that section of road have already caused significant "planning blight".*

The submission from Regional Public Health, which is part of the Hutt Valley District Health Board, included concern about the effects of the project on those who would have to leave their homes.

*RPH is particularly concerned about the impacts of road changes on households that will be displaced. RPH recommends that NZTA ensure residents are adequately compensated not just for the physical cost*

*of their properties but also for the significant associated costs including the impacts of stress. Stress has a significant impact on individuals and in this case on the community's health.*

In its submission WCC agreed in principle with the need to increase the traffic capacity of Ruahine Street and Wellington Road, but questioned the extent of the proposed widening. It considered that the widening proposals would have significant effects and that the uncertainty associated with the long timeframe for their implementation could be extremely stressful for the owners and occupiers of property that would need to be acquired. WCC suggested that:

*... mechanisms should be put in place immediately to assist owners who wish to sell in the interim, and reduce the impact of uncertainty relating to the timing of the projects. People should not have to wait until the completion of any Notice of Requirement process before being able to sell, move on and get on with their lives. Council considers that it would not be fair for owners to have their lives and their ability to sell put on hold. Council also wants to ensure that extended uncertainty does not lead to urban blight and properties being run down, especially given the route's significance as an entrance to the city.*

## Loss of Community Facilities

Our proposals for Ruahine Street and Wellington Road included acquiring three community facilities in the area:

- the Badminton Hall;
- land from Kilbirnie Park; and
- Hataitai Kindergarten.

These facilities were the subject of about 70 comments.

Most of those in relation to the Badminton Hall expressed concern that it would be lost. Some noted that it would be difficult to find an appropriate and affordable replacement property, with the most commonly suggested alternative being that the hall be moved to remaining Hataitai Park land.

Comments about the acquisition of land from Kilbirnie Park expressed concern about its effects on the park as a sports facility. One or two submitters suggested that it would be better to acquire land from that currently used for housing on the northern side of Wellington Road, but most comments made no alternative suggestions and/or generally opposed the project.

*Taking 15m off Kilbirnie Park is almost sinful. Wellington is not blessed with wide open spaces and Kilbirnie Park is one of Wellington's premier sports grounds which we can ill afford to lose.*

Poneke Football Club and Cricket Wellington expressed concerns about acquiring land from Kilbirnie Park. Each noted that the loss of this land would reduce its ability to use Kilbirnie Park for organised sports. Poneke Football Club's submission demonstrates the type of comment received:

*The WCC has slowly been eating away at the perimeter of Kilbirnie Park for a number of years now with the Aquatic Centre, the Hydrotherapy Pool and now the proposed motorway. While each of these projects on their own justifies the need to take green open space away from the community the combined effect is a much smaller and less usable piece of green flat land in our city which is severely short of green open spaces already.*

Hataitai Kindergarten is located on Town Belt land that we propose acquiring for the second Mt Victoria Tunnel. Comments on this subject stressed the facility's importance for Hataitai.

*I am also concerned that there is an early childhood centre that will need to be relocated due to the roading changes. There is a real need for this service in its current location to meet the needs of the local community.*

*If the Hataitai Kindergarten is to be relocated, perhaps the "Hataitai Bowling Club" complex (which is privately owned) and is being used for other purposes at present – could be purchased by the Wellington City Council, or the Government and use the existing clubrooms for community, etc, the petanque club could stay as they are and the bowling green could have a new kindergarten built on this space.*

## Effects on Properties Adjacent to Ruahine Street and Wellington Road

The widening proposals for Ruahine Street and Wellington Road will change the environment for properties near those roads.

With houses removed, a different set of properties will be located next to Ruahine Street and Wellington Road, and the roads will be larger and wider than before. About 40 comments expressed concerns about a loss of amenity and drops in the value of properties affected in this way.

Amenity concerns often linked to increased noise and decreased air quality, but also covered safety and access.

Air quality concerns largely related to a perceived increase in traffic fumes. Some comments noted that a decrease in air quality could have implications for health.

*We have significant concerns for the health of our member families and those in the wider community due to an increase of traffic should the road widening proceed: Increased air pollution – linked to premature death, sickness and hospitalisation...*

*St Patrick's College. It is so wrong to shift the road into the school. 600 kids sucking in more fumes 5 days a week. The road should move away from the school.*

Comments also indicated a general concern about increased noise levels and their effects on health and quality of life. A small number referred to a perception that existing residents would be required to provide noise insulation for their properties at their own cost.

*We have constant vibrations and movements of our house from buses and vehicles travelling on Ruahine St and Moxham Ave. Additional traffic on both roads will compound the problem.  
Noise reduction through acoustic walls along Ruahine St and Wellington Rd are required to reduce the noise impact on residents.*

*The widening of Ruahine Street and Wellington Road should only go ahead if NZTA work with the WCC AND the homeowners who live along Ruahine/Wellington Roads. Soundproofing for houses impacted by the increased traffic (and the construction noise) should be paid for by NZTA as part of the project.*

*We could be mandated to install sound-proofing or fencing when undertaking renovations due to increased road noise and pollution.*

Our proposal included creating a green space between the realigned Wellington Road and properties to the south. We received comments from several of the residents whose properties will back on to this proposed green space, expressing concern that their personal security might be negatively affected by living next to this type of green space open to the public.

*My section will be located alongside the proposed new green belt and thus the effect of widening of Ruahine Street and Wellington Rd will have a significantly negative impact on the life, health and wellbeing of my family. I have two children who are either attending or will soon be attending Kilbirnie School and will continue their education in the local area. I am very concerned about the increased vulnerability of having a section backing on to the proposed new green belt.*

The proposal also affects access for some properties that will remain after the road widening and the development of the shared service lane along Ruahine Street and Wellington Road. We received fewer than 10 comments specifically addressing this change; some requested that the service lane design consider safe access for cars, visitor parking and access for emergency vehicles.

*Any new arrangement must allow sufficient width in the lane to maintain the current number of parks available for residents and visitors. Another possible option is for the project to include funding to add off street parking on residents' property where this is practical.*

*Simple and easy access for emergency service vehicles is another important issue that must be considered.*

## Severance

Ruahine Street and Wellington Road physically define the western and southern edges of Hataitai. We received comments suggesting that the proposed road widening could further isolate Hataitai from its neighbouring suburbs and the facilities in those suburbs.

*The closing off of Moxham Avenue to the South increases the sense of Hataitai being land-locked by the surrounding road.*

*Split community Hataitai and Kilbirnie are currently very well connected, easy-walking access communities encouraging non-car travel to school, playcentre, kindy, pool, library, shops, Kilbirnie Park etc. Your plan will reduce walkability and increase road usage!*

WCC highlighted a concern about severance through its experience of consistently receiving feedback from the community that:

*6 or 7 lanes of traffic are experienced as a barrier between the CBD and the waterfront, in spite of the frequent signalised pedestrian crossings and over-bridges. The proposed layout of Ruahine Street creates a similar width barrier to a major recreational space. This would be exacerbated by the higher speed of traffic on Ruahine St, and the more limited number of crossing points.*

## Feedback: Effects on Hataitai from Traffic Flow Changes

Our proposal included changes that will ban motorists turning right from Taurima Street to SH1 westbound when heading towards Wellington's city centre. Motorists wishing to drive from Hataitai towards the city centre would instead need to drive via Moxham Avenue and Goa Street, or Hamilton Road. This section discusses the effects of travel pattern changes on the community.

We received fewer than 80 comments on this issue, mainly concerned:

- that the changes to allowable turning movements would result in a lot of additional traffic diverting past residential properties, and facilities such as Kilbirnie School (in Hataitai) and Hataitai Playcentre; and
- about the effect of this diverted traffic on passenger transport routes along Moxham Avenue.

### Diverted Traffic

The comments on changes to traffic routes in Hataitai related to three main topics:

1. The inconvenience for residents and visitors to Hataitai.

*City bound traffic from Hataitai will now have to travel 450m south to Goa St then back north adding nearly 1km to the journey of residents/users. This extra travelling will negatively affect visitors and customers to the village.*

2. Traffic queues caused by the new signalised intersections of Goa Street with Moxham Avenue and Ruahine Street.

*My biggest concern is the Hataitai side of the tunnel. I strongly object to the plan that calls for all Hataitai traffic to exit via Goa Street. This street is only about 10 car lengths long so in the mornings traffic will back up both ways in Moxham Ave disrupting buses and traffic trying to get to the schools and kindergartens in the area. I don't believe that the planners have any idea how busy this area is in the mornings.*

*It will be important that the traffic impacts on Moxham Avenue, as a result of the proposed intersection changes, are considered in relation to their impact on this key public transport corridor serving Hataitai and the eastern suburbs. Enhancements such as bus priority lanes along Moxham Avenue and other key streets may be required alongside the Ruahine Street/Wellington Road improvements [GWRC].*

3. Traffic rerouting via residential roads such as Hamilton Road, Ariki Road and Roseneath Terrace and the effects on the amenity of these roads.

*I live in Hataitai and am concerned that [in the proposals] there is no exit from Hataitai except by*

*Kilbirnie Park. I am very worried that there will be a huge traffic increase on my road Ariki Rd, which is narrow, filled with parked cars and quiet at the moment. This would greatly impact on my society as my front door is at the road level and my quality of life not to mention my property value.*

## Effects on Kilbirnie School

We received submissions from a number of people associated with Kilbirnie School, with comments indicating unease about increased traffic on Moxham Avenue. Road safety for children appeared to be the key issue, especially around entrances to the school, and was reflected in comments from Kilbirnie School and the Hataitai Residents' Association.

*I don't want Moxham Avenue to become a main thoroughfare, especially when it is outside my children's school (Kilbirnie School). I'm concerned that traffic will become very heavy, (especially in the mornings at peak hour) and school drop-off and pickups will be even more difficult than at present. Perhaps you could include a school drop off zone, with a time limit for parking to make it safer to drop off kids?*

*We are concerned that if the school crossing is removed due to the proximity of the proposed traffic lights, caregivers will cross the road immediately outside our school gate, not bothering to walk any extra distance to the traffic lights (which may be in the wrong direction for their car). (Kilbirnie School)*

*Hamilton Road is a narrow, windy and steep road with a high level of residential parking on each side of the road that further narrows the carriageway. There are a number of blind corners and existing areas with restricted visibility, and with the higher number of cars that will use the road following your proposed changes the safety of our children is significantly compromised.*

## Public Transport

Moxham Avenue is currently the main thoroughfare for buses travelling from the eastern suburbs to the Wellington city centre. Ten comments suggested that changing traffic flows in Moxham Avenue, owing to diverted traffic, might negatively affect this key public transport route.

*You write that it would "potentially reduce delays for buses travelling between the bus tunnel and Kilbirnie". We find this very hard to believe given that Moxham Ave the main bus route will have increased traffic queuing at traffic lights at Goa St.*

On this issue, GWRC commented that:

*It will be important that the traffic impacts on Moxham Avenue, as a result of the proposed intersection changes, are considered in relation to their impact on this key public transport corridor serving Hataitai and the eastern suburbs. Enhancements such as bus priority lanes along Moxham Avenue and other key streets may be required alongside the Ruahine Street/Wellington Road improvements.*

## Feedback: Effects on the Town Belt

Our proposals for Ruahine Street and Wellington Road involved acquiring about 1.6 hectares of Town Belt land. This was a key concern in approximately 150 of the comments we received.

### Loss of Town Belt

Most comments on our acquisition of Town Belt land (west of Ruahine Street) expressed unease at its loss for a roading project. Despite this, none of the comments suggested that land on the eastern side, currently used for housing, should be used in its place. A more common alternative suggested was for no widening to occur.

A small number of comments accepted the concept of a widened Ruahine Street and argued that taking the Town Belt land was more appropriate, and preferable, to taking houses on the opposite side of Ruahine Street.

*Our home looks across to the town belt and we – like so many other Wellingtonians and visitors that we meet – regularly access the town belt for walks and recreation. The town belt differentiates Wellington and supplements and nurtures the flora and fauna that we all get to enjoy daily.*

*Widening the road requires unacceptable infringements in to the town belt, which was already reduced when the existing street was constructed. Widening the street towards Moxham Avenue would have an unacceptable negative impact on residents of that street and the wider Hataitai community.*

*Please don't encroach on the Town Belt. The Town Belt is a highly valuable and special feature of Wellington and picking away at it devalues it and gives the message that it is ok to convert it to other uses. If this conversion is authorised, we will no doubt see other applications approved to reduce the Town Belt.*

*I think there is plenty of town belt to go around... you should be more concerned about people losing properties.*

*I am not concerned by removal of Green belt land on Ruahine St – this area is already compromised by being next to such a busy road so will not be a great loss.*

Submissions from Friends of the Wellington Town Belt and Action for Environment opposed our proposed acquisition of Town Belt land. Their comments noted the Town Belt's history and value to Wellington's population. They were concerned about any erosion of the amenity of this area. Action for Environment stated that:

*Since its reservation by the founders of Wellington in 1839 as land reserved for public enjoyment and "not to be built on" over one third of the land has been lost. Mostly taken by the Crown without compensation to the people of Wellington. With a growing population of apartment dwellers in central Wellington the Town Belt's remaining open space will be increasingly needed and valued.*

Some comments suggested alternatives to our proposals. For example:

*I strongly disagree with the widening of this street. I consider that a motorway can still be constructed without the need to take land in the Town Belt. The potential to destroy some age old magnificent trees that include Pohutukawa and Gum Trees is unacceptable. It is my considered opinion that a motorway one on top of the other with at least two lanes flowing in each direction could successfully be constructed. This would eliminate the need to absorb land on Kilbirnie Park and Saint Patrick's. It would enable merging lanes to and from Hataitai Park to be constructed rather than the erection of Traffic Lights.*

Some comments related to the process by which Town Belt land could be acquired. Several questioned whether this could happen, both from a legal perspective and with regard to local government policy.

*The Town Belt is a gift to the people of Wellington in perpetuity – it was not given to the Wellington City Council or to the Government. Up to 50% of Town Belt land has already been eroded by development. It is a unique gift to the people of Wellington, held in trust by the Council for the people of Wellington. I believe it is illegal and undemocratic for such land to be allowed to be taken from the Town Belt for roading purposes without a full mandate from the people of Wellington.*

## Compensating for Loss of Town Belt

Some comments questioned how compensation might be given in return for the Town Belt land acquisition and change in use. However, most submitters who particularly valued Town Belt land indicated that it would not be possible to compensate for the changes:

*Wellington's town belt is a very special element of this city. The operative words in green space are "Green" and "Space". Yes it's there and there's nothing on it except grass and trees but that doesn't mean it's waiting for a road to be put there. And like Michael Jackson's face altering a bit here and a bit there and before you know it you have spoiled the special beauty of the place.*

WCC considered that:

*8.2. While it has various impacts which will need to be considered, the option of widening Ruahine Street to the west (which would require the compulsory acquisition of Town Belt land) is considered on balance to be less damaging to widening into the residential area to the east.*

*8.3. The Council is concerned that the benefits from the widening of Ruahine Street to the extent proposed in time savings for vehicular traffic may be outweighed by unnecessary negative impacts...*

A smaller number of comments made practical suggestions for compensating for the loss of the Town Belt land. A land swap was suggested as possible compensation if appropriate land were found.

*I'm extremely concerned about the use of Town Belt land. However, there may be pragmatic options to mitigate the impacts. One option is to do a "land swap", legally adding the land acquired by NZTA along Wellington Road to the Town Belt designation. Another option could be for NZTA to improve the quality of the remaining Town Belt land, for example by paying for pest plants to be controlled in the Town Belt above the Mount Vic Tunnel and adjacent to Ruahine Street.*

Comments indicated some public perception that our proposal of green space alongside Wellington Road (linking the Town Belt to Kilbirnie Park) was intended as compensation for acquiring the Town Belt land. They often indicated that this would be inappropriate.

*We are totally against cutting into the Town Belt at Ruahine St. Not only does it take away some recreational facilities but the proposal to replace it by removing a whole block of houses bordering upper Wellington St is disrupting people's lives for no real gain – where do you propose they should go?*

*To be demolishing these homes not just to make way for a necessary road (if that were the case) but just to make green space as compensation for other green space taken around the corner is unconscionable.*

However, some comments were supportive of a green space linking the Town Belt and Kilbirnie Park, noting that it could enhance Wellington Road.

*The idea of linking the green belt with Kilbirnie park is excellent.*

*It is good to provide some visionary "compensation" by providing a green link to Kilbirnie Park.*

## Access to the Town Belt

Another theme among submissions related to the effects of our proposals on pedestrian access to the Town Belt. Two opposing opinions were evident:

- that widening Ruahine Street would create a physical and perceived barrier between Hataitai and Hataitai Park; and
- that the addition of a signalised intersection at Goa Street would provide a safer link between Hataitai and the Town Belt and make it easier to access Hataitai Park.

*Lights at the two intersections would improve safety and allow better pedestrian access in to Hataitai Park and Town Belt.*

*I also have concerns about Wellington Road/Ruahine St proposals, both visually, and as a barrier to access the town belt and sporting facilities there in Hataitai.*

*A widening of Ruahine Street will further cut Hataitai Park off from the Kilbirnie/Hataitai communities – making it simply inaccessible on foot.*

Regional Public Health indicated its support for the view that signalling the Goa/Ruahine Streets intersection would provide better access to the Town Belt.

# Feedback on Project-Wide Issues and Justification

During the community engagement programme we received more than 800 comments on project-wide issues – including how the project aligned with the Ngauranga to Wellington Airport Corridor Plan and how the project was justified in terms of economics, strategy and environmental sustainability.

## Feedback: Alignment with the Corridor Plan

Many submitters were clear that this project and its proposals sit within a wider project and context. Of the 33 comments that referred to the Ngauranga to Wellington Airport Corridor Plan, there was a general message that the proposals were not fulfilling or complementing the Plan's multimodal nature. The comments included suggestions that other parts of the Plan be prioritised ahead of roading improvements.

*The Ngauranga to Airport Corridor Plan required that public transport be prioritised for investment, yet the flyover and related transport changes produce benefits almost exclusively for private cars.*

*It is unfortunate that NZTA has unilaterally changed the agreed NZTA/WCC/GWRC N2A plan in a number of significant ways, altering its balance in favour of road construction: a) N2A says the Basin changes are "to improve passenger transport, walking and cycling by separating north-south flows from east-west traffic; and implement complementary bus priority measures on Kent Tce, Cambridge Tce and Adelaide Rd." The current proposal is to increase road capacity significantly, with possible side-effects for the other users that N2A mentions, but perhaps more likely is that this increase in roading capacity and therefore speed will erode patronage of passenger transport, undermining its viability.*

*This plan completely misses the emphasis in the Ngauranga-airport plan on providing a public transport corridor. That should be the first priority, alongside excellent walking and cycling provision for the more localised journeys that are taken along and across the corridor.*

Nonetheless, GWRC commented:

*NZTA's Cobham Drive to Buckle Street transport improvements proposal is consistent with the strategic framework of the corridor plan. Greater Wellington would emphasise the importance of the timing of projects within the corridor plan, with the Basin improvements implemented first, and the wider improvements implemented later alongside the public transport spine improvements.*

## Feedback: Economic Justification

Submitters who expressed interest in the economic justification for the project most commonly raised issues associated with:

- project assumptions; and
- the Benefit to Cost Ratio (BCR).

Around 200 of the comments we received questioned the project assumptions or motivation. They expressed disagreement with the extent to which:

- further residential development could be accommodated in the southern and eastern suburbs; and
- goods are moved between the eastern suburbs and the rest of the North Island by road.

These views were usually linked to assertions that additional travel demand could be accommodated using public transport.

*We don't need this development at all. Be brave and scrap it. Wellington's congestion is trivial and will not get worse as the land beyond Mt Victoria is limited. I much prefer the prospect of better public transport, surely the way of the future. We don't need a bridge or a second tunnel. Upgrade the current tunnel.*

*Over scaled proposal for a low growth city with static traffic levels. Eastern suburbs do not contain any major employment or industry. Airport isn't a freight hub. Peak congestion is driven by commuters who can be accommodated on an improved PT [public transport] system at a fraction of the cost of these roading proposals.*

Those questioning the economic justification felt that the BCR for the Wellington Northern Corridor between Cobham Drive and Buckle Street (i.e. within Wellington city) was not sufficiently high to warrant progressing the project.

## Feedback: Strategic Traffic Effects

Of the 800 comments on project justification, almost 500 related to the proposal's effects on traffic patterns. Views on this topic were split, with some submitters supporting the project because they believed it would improve traffic flows, and slightly more than 400 comments expressing a view that the current traffic congestion levels were not a problem and questioning whether the project would instead create new traffic problems.

### Opposition Because of Induced Traffic Flows

About 400 comments, many from submitters who opposed the project, were that the proposal would encourage motorists to make more trips and encourage more people to drive. In their view this invalidated the proposals, because in future traffic congestion would re-emerge. Such comments were usually linked to suggestions for investment in public and active transport as a way to prevent traffic growth.

*While undoubtedly at certain times, the existing roads around the Basin Reserve are congested, it must be borne in mind that there are two ways of overcoming the capacity problem. The obvious one, but not the best, is to increase the capacity in some way. The other, which has not even been considered by the NZTA, is that demand must be reduced. Widespread overseas experience has shown that increasing capacity often creates demand for more. This is known as induced demand.*

*Any changes will move the equilibrium. i.e. an enhancement in roading will move more traffic onto the improved road and its feeder roads until the system reaches a level of congestion that enough people find unsatisfactory. So enhancing roading more than public transport will mean more people travel by car and fewer by public transport, but the levels of inconvenience to car users will not be greatly reduced. In the meantime public transport will suffer loss of patronage and will decline.*

### Belief the Project will Move Traffic Congestion

Most of the 400 comments on the strategic traffic effects also suggested that the proposal would simply move congestion and therefore prove ineffective. These submitters argued that by fixing one bottleneck, the congestion would be shifted to another point along the route.

*I also feel that the strategy of building roads to fix bottlenecks is short sighted and can never succeed. The Karo Drive bypass has only moved congestion further down the road to the Basin, the flyover will only fix congestion for a small distance before there is a new bottleneck.*

## Feedback: Proposals' Environmental Sustainability

We received 70 comments that the negative environmental effects of private vehicle use are a reason to avoid building new roads or increasing road capacity. Submitters often referred to climate change, greenhouse gases and sustainability as part of their arguments. They also commonly believed that new roads would encourage a greater dependence on cars for transport.

*Firstly, the bridge is a terrible idea, as it is unsightly and only contributes to the growing problems relating to car dependence such as congestion, pollution and rising oil prices. This proposal should be scrapped and new sustainable transport initiatives should be developed to provide Wellington with a transport plan that prepares the city for a future without car dependence.*

*The proposal will increase CO2 emissions and hence contribute to climate change. This will also make it more difficult for New Zealand to meet its obligations under the Kyoto Protocol and the Emissions Trading Scheme. We are already at or beyond the period known as "Peak Oil", after which the cost of oil is expected to steadily rise, making private vehicle use increasingly unaffordable.*

## Suggestions for Funding Public Transport, Walking and Cycling

Most of the 800 comments questioning the project's justification were linked to comments supportive of diverting funds currently allocated for SH1 improvements to public transport, walking and cycling improvements. Most believed that the costs to government associated with these forms of transport would be less than the cost of developing road infrastructure. Some (fewer than 100) questioned any spending given that the nation has recently been in a recession and the efforts needed for rebuilding Christchurch.

Submitters who favoured improvements for walking and cycling often valued health and social benefits highly and linked these benefits with an overall reduction in the use of private cars.

*Walking and cycling are going to be increasingly important to the health and well-being of Wellington residents. Studies have shown that if infrastructure is built to make cycling and walking safer then the uptake is huge, congestion is reduced, cycling accidents are reduced per capita and there are positive flow-on effects for the health system.*

Submissions, including comments related to environmental sustainability, were also frequently linked to suggestions that public transport funding be prioritised.

*Wellington is a public transport city. It is the only city in New Zealand where people of all parts of the community regularly catch buses and trains into the city each day. Let's build on this and grow our reputation as a leader in public transport solutions.*

One submitter made an innovative suggestion for promoting public transport use during the construction of the second Mt Victoria Tunnel:

*... throw millions more into cheap but not free existing bus transport for the entire duration of the tunnel building project for eastern suburbs, to radically alter people's use of public transport on that side of the city. Basically make the use of public transport so attractive that not using it is financially foolish.*

*RPH [Regional Public Health] supports the traffic signals at the intersection of Goa Street and Ruahine Street and north of the Wellington Road intersection to support safe crossing and easy access to and from Hataitai Park. Access to open space is important for population health. Open spaces provide opportunities for a wide range of social interactions and pursuits that support community health and wellbeing. They allow people to interact with their natural environment and provide habitats for wildlife.*

# Submissions from Wellington City and Greater Wellington Regional Councils

WCC and GWRC made detailed submissions on our proposals for transport improvements between Cobham Drive and Buckle Street (see Appendix I). We have included comments from these submissions in the preceding sections, according to topic and project area. This section provides a brief summary of each submission.

## Summary of the Wellington City Council Submission

The WCC submission notes that the need for the improvements to SH1 was discussed in the 2008 Ngauranga to Wellington Airport Corridor Plan and the 2010 Regional Land Transport Strategy. It further notes that this Plan was developed in partnership by NZTA, WCC and GWRC, and that all three parties subsequently adopted it following extensive consultation.

The submission outlines WCC's preference for a westbound tunnel for SH1 from Paterson Street to Buckle Street north of the Basin Reserve, rather than either of the proposed bridge options. This is because WCC considers that, compared with any bridge option, a tunnel will better preserve the integrity and heritage of the National War Memorial, the Basin Reserve and Government House. The submission states that if a bridge option is eventually selected, Option A (a bridge close to the Basin Reserve) is considered preferable to Option B, but that the effects of either bridge would require significant mitigation.

WCC recommends that NZTA raise the priority level of the second Mount Victoria Tunnel so that construction would start immediately after improvements are made to the transport network around the Basin Reserve.

The submission also explains that WCC is concerned that the benefits of widening Ruahine Street and Wellington Road to six or seven lanes (rather than four lanes as indicated in the Corridor Plan) are not sufficient to justify the negative aspects of this proposal.

## Summary of the Greater Wellington Regional Council Submission

GWRC's submission is generally supportive of the proposals within the "Cobham Drive to Buckle Street transport improvements" and it considers they are consistent with the Ngauranga to Wellington Airport Corridor Plan.

The submission indicates that GWRC was likely to have supported a tunnel option (similar to or a variation of Option F) had it proved affordable. Of our two options for providing a bridge around the Basin Reserve, GWRC prefers Option A because it:

- aligns with the existing street grid pattern;
- has a smaller footprint; and
- has a lesser impact on property.

GWRC's submission urges us to future proof the detailed design of the preferred bridge option to allow for the provision of a tunnel under Memorial Park should funds for this become available.

GWRC is extremely supportive of a pedestrian and cyclist facility on the bridge proposed for north of the Basin Reserve and favours full separation (by a wall with windows) between pedestrians/cyclists and general traffic in a second Mt Victoria Tunnel.

# Feedback on the Community Engagement Programme

We received and classified 39 comments on community engagement and this community engagement programme. They are important to us and we are concerned that submitters commenting on this topic were frequently dissatisfied with the process. Those expressing dissatisfaction often believed that the:

- proposals had been discussed in the public arena for too long and action was overdue;
- NZTA had ignored previous community engagement feedback when developing transport options for the area; and
- engagement process was not genuine.

## Previous Community Engagement

This community engagement programme focused on SH1 improvements between Cobham Drive and Buckle Street, work that is just one phase in a large collection of related projects.

There have been three phases of community engagement on those projects within the past five years. The Ngauranga to Wellington Airport Strategy Study, undertaken between 2006 and 2008, included two phases of consultation with stakeholders and the public. Following this there was consultation related to the draft Ngauranga to Wellington Airport Corridor Plan. Appendix A has a summary of the previous community engagement.

## Feedback: Integrity of Community Engagement

Of the 39 comments we received on the community engagement programme itself, most were concerned about its integrity. Some submitters would have liked the opportunity to provide feedback on a greater number of options, including those that had been previously discounted (e.g. a tunnel), and some would have liked the community to have had the final choice between options.

*I feel that these “questions” are trivial and do not get to the real issue. The fact that you are asking them strongly indicates that this so-called “public engagement” is simply your way of being able to say “we consulted”.*

*... “deciding on a bridge [flyover]” before the public has had a chance to provide input on whether the non-market benefits of other options warrant the claimed higher costs, has reduced the process to a farce.*

## Positive Feedback

We also received positive feedback on our community engagement programme and the material we provided. Key themes were that the information received was clear, and that people appreciated the chance to have their thoughts considered.

*I think the options have been well considered and the consultation professionally executed.*

*I am grateful that we have the opportunity to have a say about the future of our beautiful city.*

*Carry on the good work.*

## Feedback: Questioning the Need for Community Engagement

Some submitters referred to aspects of the project, in particular the second Mt Victoria Tunnel, having been considered for more than 40 years. They indicated that they felt there had been too much consultation and it was now time to start construction.

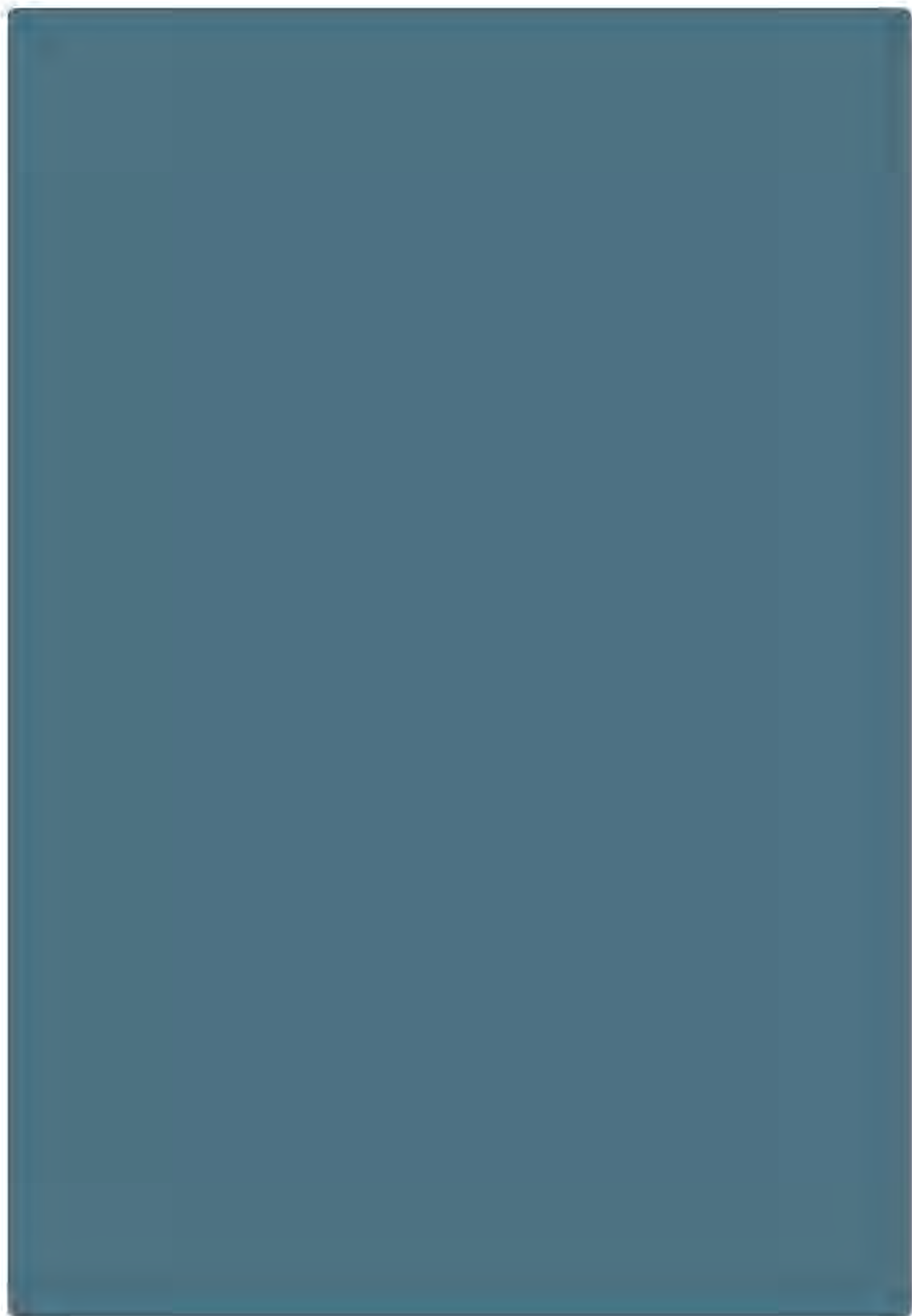
*Don't consult forever. Make a decision and get on with it. The "bypass" delays must not be repeated.*

*Waste of time and money. Get the job done. Stop the years of consulting and start work.*



# **Appendix A**

## **Summary of Previous Community Engagement**



## **Ngauranga to Wellington Airport Strategy Study (Phases I & II)**

The Ngauranga to Wellington Airport Strategy Study was jointly led by the NZTA, WCC and GWRC. During the first phase of consultation, approximately April to May 2006, 67 key stakeholders were asked to submit their ideas on the issues that should be considered as part of the study. They were asked whether they thought there were other issues that should be taken into consideration.

Seventeen of the organisations invited to participate in the consultation provided feedback. The themes identified from this consultation were:

- improved access to the airport;
- improvements for walking and cycling around the city;
- protection of heritage and urban form; and
- support for public transport, particularly light rail with a route through the city to the airport a popular topic.

The second phase of consultation (December 2007 to February 2008) focused on engagement with the public. A consultation document was prepared which:

- provided the background to the study;
- described specific transportation issues; and
- presented a range of possible transport measures which could be introduced over the next 30 years.

The document included a questionnaire in which submitters could give their views on options for the corridor. The document and questionnaire were available to pick up from various publicly accessible locations and from NZTA offices.

This consultation received more than 4,600 submissions including those from key stakeholder organisations. The feedback was on specific ideas raised in the NZTA brochure such as:

- light rail;
- improvements to traffic management;
- grade separation around the Basin Reserve; and
- tunnel duplication; and improvements to Wellington Road and Ruahine Street.

Submitters could generally see the transportation benefit associated with the options however they often raised concerns around cost, effect on local communities and questioned whether the problems could be better solved with public transport options. A general concern raised was that the majority of the proposed solutions were 'roading focused' and did not make enough consideration of improvements to other transportation modes. Reports summarising the two phases of consultation are available on the GWRC's website<sup>1</sup>.

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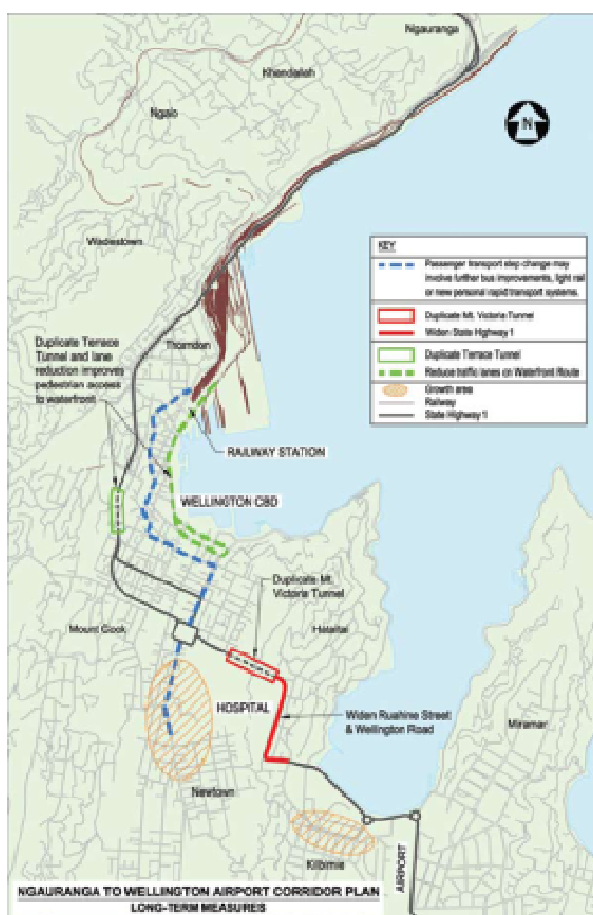
<sup>1</sup> Ngauranga to Airport Strategic Study, Phase 1 Consultation Report, July 2006 & Ngauranga To Airport Strategic Study, Phase 2 Consultation Report, April 2008  
<http://www.gw.govt.nz/ngauranga-to-wellington-airport/>

## Draft Ngauranga to Wellington Airport Corridor Plan

In mid-2008 the draft Ngauranga to Wellington Airport Corridor Plan was released for consultation by the GWRC. The plan was contained in a booklet that included a feedback form for submissions. The draft plan proposed staging and timing for projects and, in response to earlier consultation, included a passenger transport spine in the programme for later assessment. The draft Ngauranga to Wellington Airport Corridor Plan was sent to interested organisations and people that had made submissions to previous consultation during the strategy study. Copies of the consultation materials were also made available at various public locations. A dedicated website was created and a series of public open days were held at various locations around the region.

For the draft Ngauranga to Wellington Corridor Plan consultation, just over 550 submissions were received from various organisations and individuals, with the majority of submissions originating in Wellington city. The key themes in submitters' comments were overall support of the plan, the inclusion of a passenger transport spine, the pace of implementation, and the detail of projects proposed.

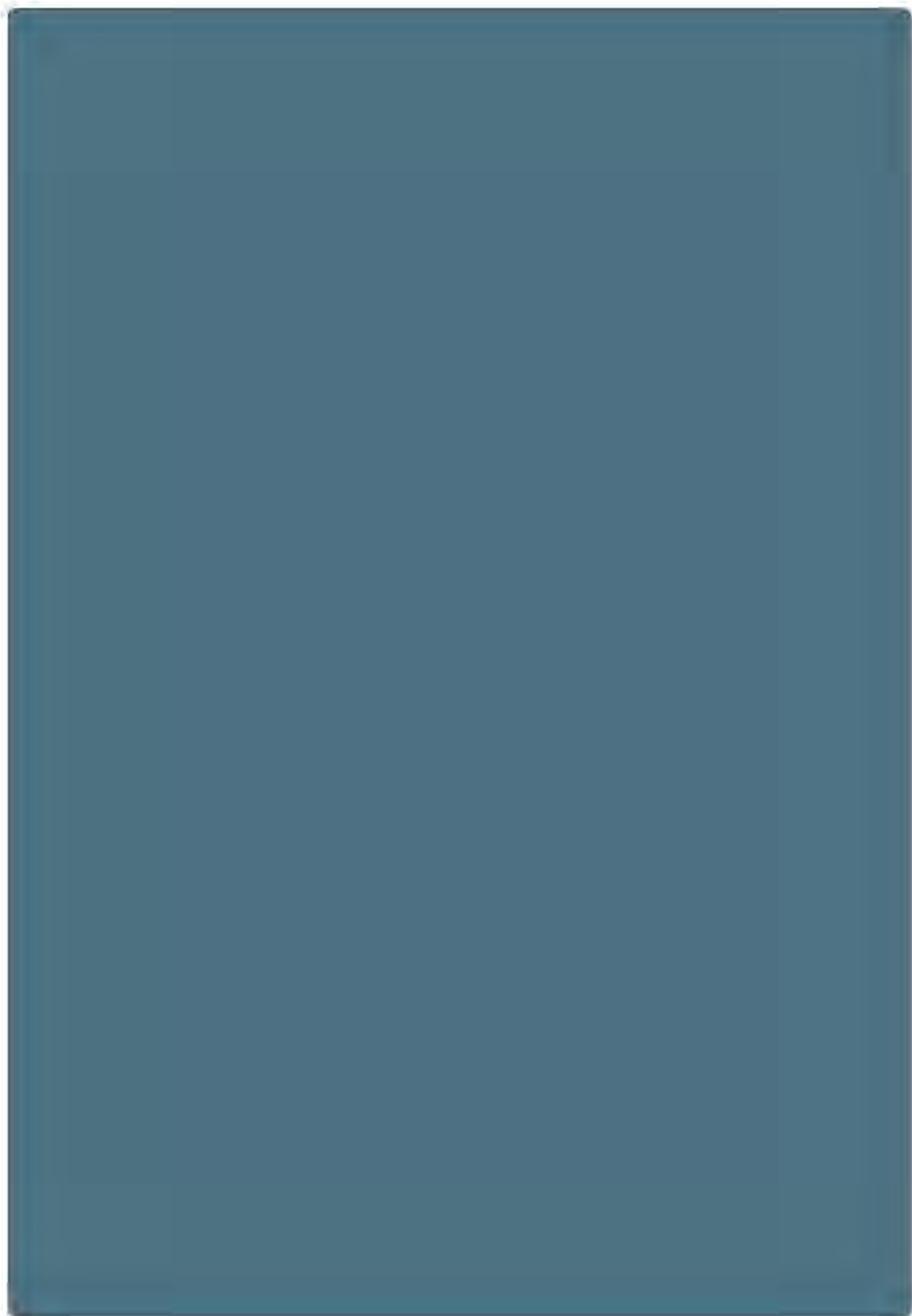
Support for the draft Ngauranga to Wellington Airport Corridor Plan was divided between those that supported the full integrated approach of the Corridor Plan and those that supported only parts of the Corridor Plan. Half of submitters commented on "light rail" with most supporting inclusion and acceleration of an investigation of a passenger transport spine. Opinion on the roading proposals at the Basin Reserve, Mt Victoria and Terrace Tunnels was divided; with smaller proposals at Cobham Drive and Hutt Road/Thorndon Overbridge attracting more support and fewer comments. Proposed improvements around the Basin Reserve were identified by submitters as a key area of concern. A report documenting the analysis of the submissions on the draft Ngauranga to Wellington Airport Corridor Plan is available from GWRC's website<sup>2</sup>.



<sup>2</sup> Ngauranga To Wellington Airport Stage 3 Consultation: Submissions On Draft Corridor Plan - Final Report on Submission Analysis, August 2008 <http://www.gw.govt.nz/assets/Transport/Regional-transport/Ngaauranga-Airport-Corridor/Final-report.pdf>

## **Appendix B**

### Stakeholder List



## Stakeholder List (Alphabetically Sorted)

<p>All Saints Methodist Church (Moxham Ave)</p> <p>Automobile Association</p> <p>Basin Reserve Trust / Cricket Wellington</p> <p>Bike NZ</p> <p>Bus and Coach Association</p> <p>Capital Coast District Health Board</p> <p>Central Area Road Transport Association</p> <p>Centreport</p> <p>Church of Jesus Christ of Latter Day Saints</p> <p>Civil Defence</p> <p>Cycle Aware Wellington</p> <p>Department of Conservation</p> <p>Eastern Suburbs Cricket Club</p> <p>Enterprise Miramar Peninsula</p> <p>Fire Service</p> <p>Forest &amp; Bird</p> <p>Friends of the Town Belt</p> <p>Government House</p> <p>Grandstand Apartments</p> <p>Greater Wellington Regional Council - officers</p> <p>Greater Wellington Regional Council - politicians</p> <p>Greek Orthodox Community of Wellington</p> <p>Harbour City Gym Sports</p> <p>Hataitai Kindergarten</p> <p>Hataitai Residents Association</p> <p>Heavy Haulage Association</p> <p>Island Bay Residents Association</p> <p>Kilbirnie School (Moxham Ave)</p> <p>Kilbirnie, Lyall Bay, Rongatai Residents Association</p> <p>Living Streets Aotearoa</p> <p>Local authorities in region (excl. GW &amp; WCC)</p> <p>Marist Football Club</p> <p>Marist St Pats Rugby Club</p> <p>Massey University</p> <p>Ministry for Culture and Heritage</p> <p>Ministry of Education</p> <p>Miramar, Mapua Residents Association</p> <p>Mt Cook Mobilised</p> <p>Mt Cook School</p> <p>Mt Victoria Historical Society</p> <p>Mt Victoria Residents Association</p> <p>Netball Wellington</p> <p>Newtown Residents Association</p> <p>Ngati Toa</p> <p>NZ Archeological Society</p> <p>NZ Historic Places Trust</p> <p>NZ Road Carriers Association</p> <p>NZ Road Transport Forum</p>	<p>Oriental Bay Residents Association</p> <p>Peter Jackson (Weta Studios)</p> <p>Police</p> <p>Poneke Rugby Club</p> <p>Port Nicholson Block Settlement Trust</p> <p>Port Nicholson Poneke Cycling Club</p> <p>Port Nicholson Rotary Club</p> <p>Probus Eastern Suburbs</p> <p>Probus Wellington</p> <p>Road Transport Association (National office)</p> <p>Seatoun and Bays Residents Association</p> <p>St Joseph's Church</p> <p>St Mark's Church School</p> <p>St Patrick's College</p> <p>Taxi Federation</p> <p>Wellington Badminton Club</p> <p>Wellington City Council - officers</p> <p>Wellington City Council - politicians</p> <p>Wellington College</p> <p>Wellington Darts Club</p> <p>Wellington Employers Chambers of Commerce</p> <p>Wellington Football Club</p> <p>Wellington High School</p> <p>Wellington International Airport</p> <p>Wellington Rotary Club</p> <p>Wellington Softball Association</p> <p>Wellington Sustainable Transport Group</p> <p>Wellington Civic Trust</p> <p>Wellington East Girl's College</p> <p>Wellington Free Ambulance</p> <p>Wellington inner-city residents &amp; business Assoc.</p>
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## **Appendix C**

### List of Technical Reports



## **Technical Reports**

### **Transport Improvements Around the Basin Reserve Scheme Assessment Report, Meritec, 2001**

#### **Ngauranga to Airport Strategic Study, Opus, 2006 - 2008**

- Problem Framing Report
- Technical Report One: Description Of Options
- Technical Report Two: Option Packages
- Phase II Consultation Report
- Technical Report Three: Recommended Strategy
- Ngauranga To Airport Transport Strategy Lambton Quay Safety Assessment

#### **Interim Reports, Various, 2008 – 2009**

- Basin Reserve At-Grade Intersection Proposals, Opus , June 2008
- Basin Reserve Grade Separation Project Feasibility Report, Opus, Sept 2008
- Summary Report on the Basin Reserve Workshop, UrbanismPlus, Jan 2009
- Basin Reserve Workshop Addendum, UrbanismPlus, April 2009
- Optimisation of State Highway 1 - Ruahine Street to Kilbirnie Crescent - Project feasibility report, Opus, May 2010
- Total Corridor Transportation Technical Note, Opus, July 2011

#### **Wellington Northern Corridor Transportation Improvements Around the Basin Reserve, Opus, 2010 – Present**

- Preliminary Property Assessment Report
- Preliminary Geotechnical Appraisal Report
- Transportation Technical Note
- Scoping Report
- War Memorial Tunnel Scoping Report
- Feasible Options Report

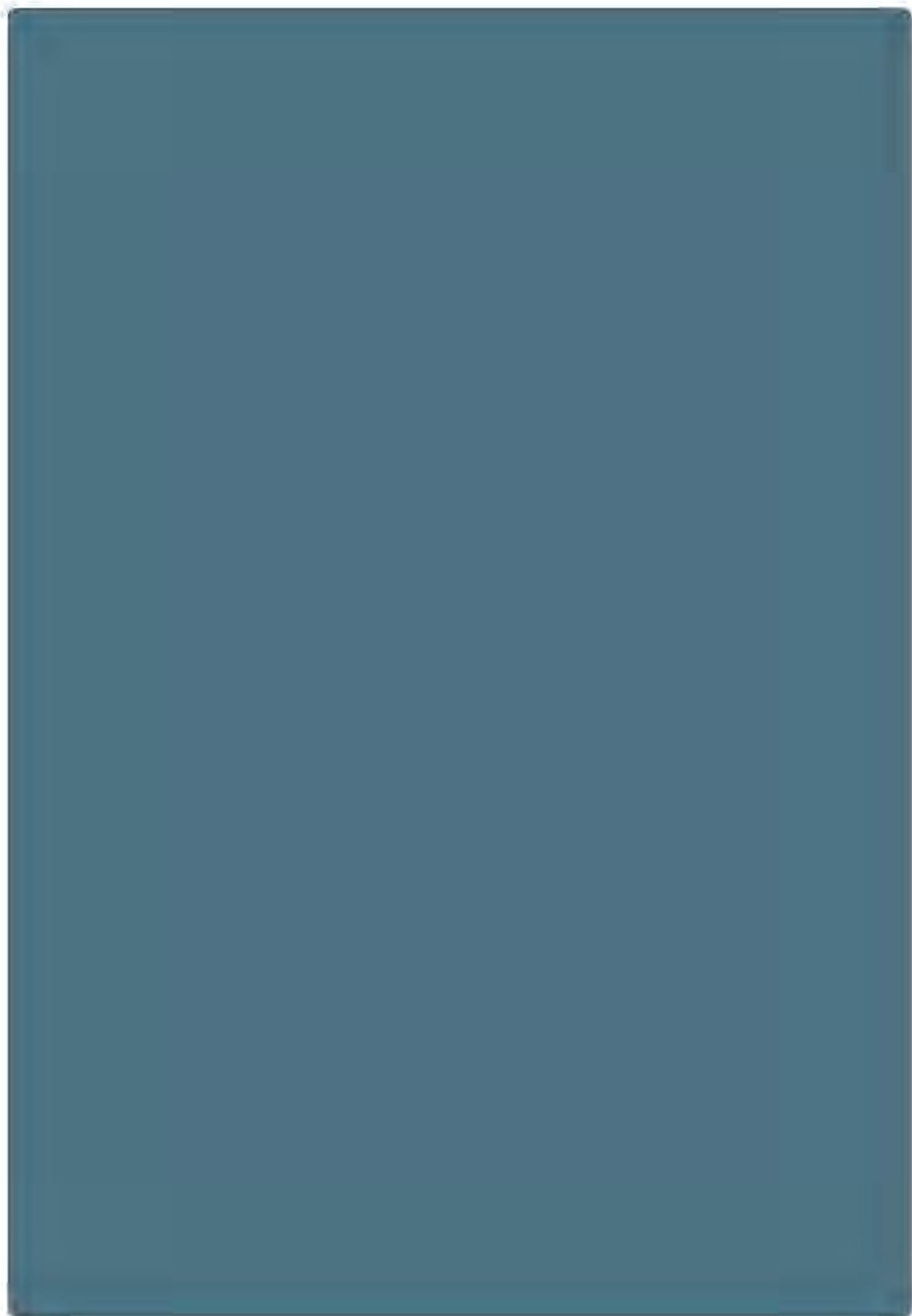
#### **Wellington Northern Corridor Mt Victoria to Cobham Drive, Wellington Tunnels Alliance, 2010 – Present**

- Technical Report - Policy and Planning
- Technical Report - Environment
- Technical Report - Traffic
- Technical Report - Evaluation
- Technical Report - Urban Design
- Technical Report - Engineering and Construction
- Technical Report - Cost Estimates
- Scoping Report



## **Appendix D**

### **NZTA Press Release**





# NZTA confirms dates for public engagement on Wellington transport improvements

9 Jun 2011 | Wellington Regional Office

The NZ Transport Agency (NZTA) has confirmed that detailed proposals to improve transport connections between the inner city and the eastern suburbs will be released for public comment on Saturday 2 July.

The NZ Transport Agency (NZTA) has confirmed that detailed proposals to improve transport connections between the inner city and the eastern suburbs will be released for public comment on Saturday 2 July.

NZTA Regional Director Central Jenny Chetwynd says this will be the first time the full set of proposals has been presented together as an integrated package, and the NZTA will ask Wellingtonians for their views on the proposals over the course of an eight week public engagement period.

Ms Chetwynd says the NZTA's proposals will enable multi-modal transport solutions to be implemented between the CBD and the eastern suburbs. Proposals will include options for improvements to the road network around the Basin Reserve, the duplication of the Mount Victoria Tunnel, the widening of Ruahine Street and Wellington Road, and a 2.5km pedestrian and cycle facility.

"These improvements will help to relieve congestion, free up key suburban roads to enable public transport to operate more efficiently, and provide a safe and dedicated pathway for pedestrians and cyclists all the way from Cobham Drive to Karo Street," says Ms Chetwynd.

"This will help to make Wellington a more successful and liveable city that is easier and safer to get around for everyone. The NZTA is eager to engage with Wellingtonians on these proposals, and public feedback will help guide us in making final decisions."

Ms Chetwynd says the NZTA is working closely with Wellington City Council and Greater Wellington Regional Council to ensure the improvements will advance the objectives of the Ngauranga to Airport Corridor Plan.

"These improvements form a key part of the Ngauranga to Airport Plan, which is a package of measures that will improve transport in the city by improving inner city traffic flows, facilitating the council's existing and future public transport systems and improving walking and cycling facilities in the city."

The inner city state highway improvements will also form part of the Levin to Wellington Airport Road of National Significance, aimed at supporting economic growth, easing congestion and improving safety on highways and local roads.

Ms Chetwynd says the delivery of these projects will be staged over time, but the NZTA will provide people with information on all of the proposed improvements at the same time so that it is clear how they will work together to improve transport in the city.

Ms Chetwynd said during the engagement process the NZTA would outline how provisions for public transport, walking and cycling fit in with the proposed improvements to SH1.

"We're confident that people will see that we're taking a balanced and multi-modal approach that seeks to provide an effective transport solution for Wellingtonians while also considering the effects of these improvements on Wellington's environmental, urban amenity and cultural heritage."

The NZTA will also release information about its investigations of other options considered but not put forward in the proposals, particularly in regards to the Basin Reserve improvements.

Ms Chetwynd says the NZTA is very mindful of the need to keep all property owners affected by the proposed transport improvements well informed.

"We are approaching all affected property owners individually to discuss these proposals before we release details for wider public engagement."

Ms Chetwynd says a brochure will be sent to all households in Wellington City in early July outlining the proposals.

## **Details:**

### **Information centre**

RA Vance Stand on the Sussex Street side of the Basin Reserve

- Open from Monday 4 July to Friday 26 August – Mondays to Fridays (10am to 3pm) except for Thursdays (3pm to 8pm).

### **Specific proposals in the plan:**

- Options for improvements around the Basin Reserve
- Duplication of the Mt Victoria Tunnel
- Widening of Ruahine Street and Wellington Road

### **Key features of the improvements include:**

- Creating a 2.5 kilometre pedestrian and cycle path between Cobham Drive and the Basin Reserve
- Creating a shared accessway / service lane for residents' vehicles and for pedestrians and cyclists along Ruahine Street and Wellington Road
- Separating local and through traffic on a bridge around the northern side of the Basin Reserve to improve traffic flows and improve trip times for public transport
- Building a second Mt Victoria Tunnel to the north of the existing tunnel
- Providing a high-quality, safe facility for pedestrians and cyclists in the new tunnel
- Removing the dangerous right hand turn into and out of Taurima Street in Hataitai
- Widening Ruahine Street into the strip of Town Belt on the western side of the existing road.
- Improving access to Hataitai Park
- Improving the intersection of Ruahine Street and Wellington Road
- Widening Wellington Road

### **For more information please contact:**

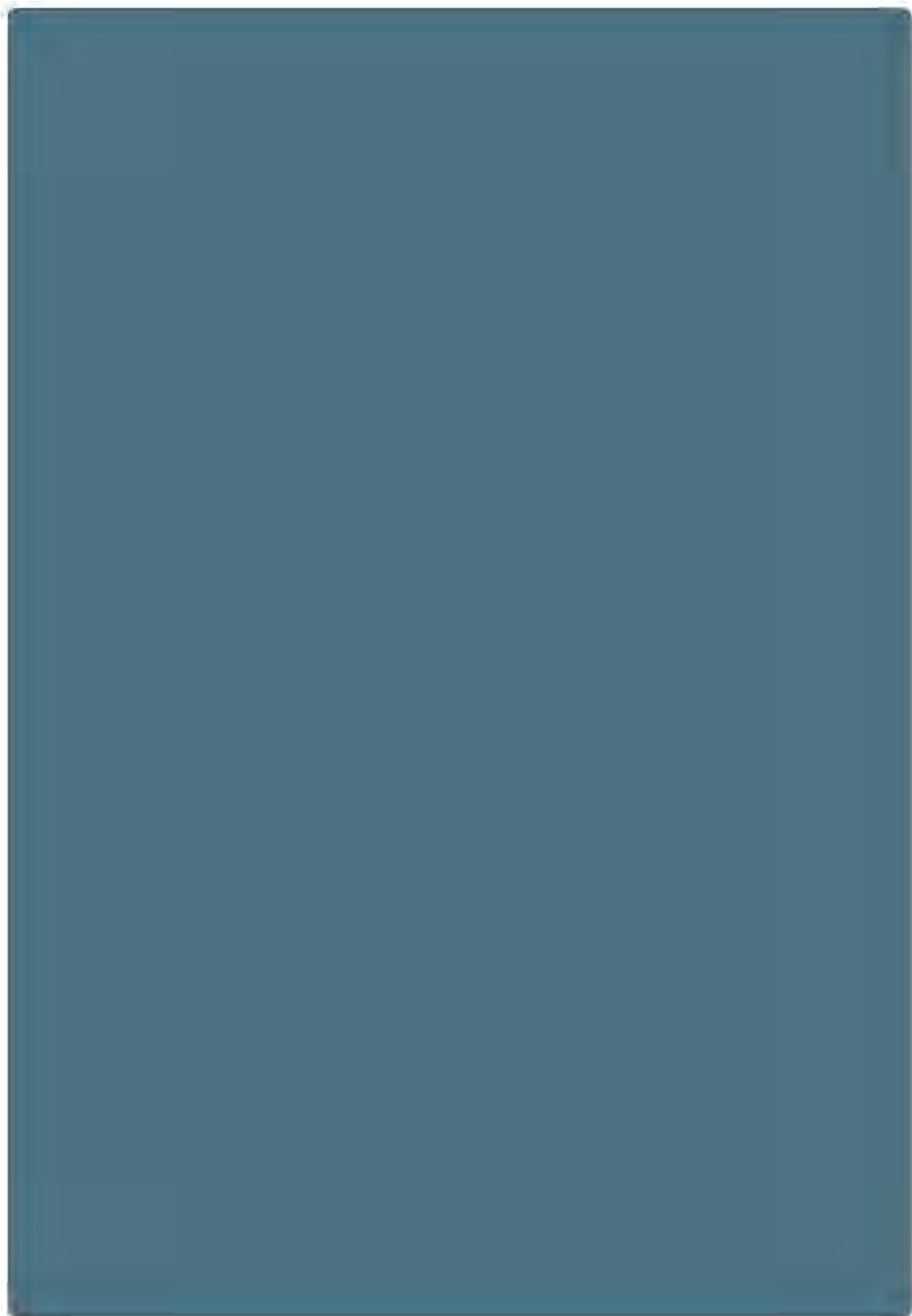
Anthony Frith  
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**anthony.frith@nzta.govt.nz**

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[newzealand.govt.nz](http://newzealand.govt.nz)

## **Appendix E**

### **NZTA Community Engagement Brochure**





## Cobham Drive to Buckle Street transport improvements Public engagement

July / August 2011

# The inner-city transport network: improvements for a successful capital city

Keeping our people moving



## Have your say about improvements to Wellington's inner-city transport network between Cobham Drive and Buckle Street

### What's proposed

- A bridge to the north of the Basin Reserve to improve traffic flows and reduce journey times for public transport
- A second Mt Victoria Tunnel
- Widening Ruahine Street and Wellington Road
- A new pedestrian and cycle path between Cobham Drive and the Basin Reserve.



# The Ngauranga to Wellington Airport Corridor Plan – a multi-modal approach to improving Wellington's transport network

Wellington City Council (WCC), the Greater Wellington Regional Council (GWRC) and the NZ Transport Agency (NZTA) are working together to deliver a comprehensive multi-modal approach to make Wellington's transport network better for everyone – pedestrians, cyclists, drivers and public transport users.

Wellington's population and economy are expected to keep growing. To respond to this growth and maintain the city's economic and social wellbeing, WCC, GWRC and the NZTA have developed and agreed on a series of multi-modal transport actions, including improvements to State Highway 1 (SH1). These actions are included in the 'Ngauranga to Wellington Airport Corridor Plan', which was formally adopted in October 2008.

One of the Plan's goals is to create a transport/roading system in which public transport, walking and cycling take priority along certain key roads in Wellington city. To achieve this goal, we need to increase the capacity of SH1 so that it attracts drivers away from these roads – enabling them to be more efficient and effective for the city's public transport, walking and cycling networks, and allowing WCC to develop its growth plans.

This brochure is a summary of the proposal for one element of the multi-modal transport package: improvements to SH1 between Cobham Drive and Buckle Street. These improvements will increase SH1's efficiency for general vehicles, and strengthen public transport, walking and cycling along this route.

## The Corridor Plan: a progress update

WCC, GWRC and the NZTA all have important roles in implementing the Corridor Plan.

WCC has already made progress on its bus improvements through Manners Street. It's also about to start consulting on the next phase of its bus improvement plans, which includes possible improvements along Courtenay Place, Kent and Cambridge Terraces and Adelaide Road. In addition, GWRC has recently started a 'Wellington Public Transport Spine Feasibility Study', which will investigate options for a high-quality public transport system between the Railway Station and Newtown.

The NZTA, WCC and GWRC are working together on these and many other transport projects in the Wellington region including developing the improvements to SH1.

The improvements proposed in this brochure are part of the government's Wellington Northern Corridor road of national significance (RoNS) programme. The programme aims (among other things) to improve the economic performance of Wellington city and the wider Wellington region through moving people and freight more effectively, efficiently and safely.

## Key future transport improvements for inner-city Wellington





### Why are we seeking your views?

Your views on whether the SH1 improvements were needed were asked for when the Corridor Plan was developed and adopted in 2008. We'd now like to know what you think about a key aspect of these improvements: the SH1 route from Cobham Drive to Buckle Street.

As you'll see in this brochure, we've already made some decisions to improve this route. Decisions we have yet to make include:

- Where we should locate a bridge that will pass to the north of the Basin Reserve
- How we should allow for pedestrians and cyclists who use the SH1 route.

Your views on these questions and others in this brochure will enable us to develop our proposals further. As for what happens next, you'll find information on the timeline on pages 16 and 18.

### How will Wellington benefit?

The improvements covered in this brochure will make SH1 the preferred and most efficient route for vehicles travelling between Wellington's central business district (CBD) and the eastern suburbs – one of the key goals of the Corridor Plan. They will also:

- Free up road space around the Basin Reserve for a future high-quality public transport system (including the option of light rail)
- Provide a new dedicated pedestrian and cycling facility linking the cycle path along Cobham Drive to the Basin Reserve and on to the cycle path along Karo Drive, including new facilities in a second Mt Victoria Tunnel
- Provide new 'green corridors' connecting the War Memorial with the Basin Reserve and the Town Belt with Kilbirnie Park
- Support economic growth and development in the city and the eastern and southern suburbs.

**See page 16 for more information about the benefits of these improvements.**

## Where to go for more information

For more information on the improvements planned for SH1:

Visit [www.nzta.govt.nz/witi](http://www.nzta.govt.nz/witi)

Phone us on **0508 WITI INFO (0508 9484 4636)** between 10am and 4pm Monday to Friday

Call in to our information centre at the RA Vance stand on the Sussex Street side of the Basin Reserve, which will be open between Monday 4 July and Friday 26 August 2011 – Mondays to Fridays (10am to 3pm) except for Thursdays (3pm to 8pm)

Join us at one of our open days. You'll find more details about these on page 18.





### Buckle Street widening and an update on plans for the NZ Memorial Park

We've investigated several options for improving SH1 along Buckle Street in front of the War Memorial, including the idea of locating Buckle Street in a tunnel.

We've decided that Buckle Street will remain at street level and be widened to three lanes between Sussex Street and Taranaki Street. While a tunnel would have had some advantages, it would have been expensive to build and provided minimal transport benefits.

The land to the north of Buckle Street is being kept in the NZTA's ownership so that we have the option of upgrading the Inner City Bypass in the future. In the meantime, we'll be responsible for landscaping the remaining vacant land.

We'll be working with the Ministry for Culture and Heritage (MCH) to develop a 'memorial precinct' to the south of Buckle Street, and ensure that SH1 improvements are fully integrated with any

proposals to use this space. Previously, MCH was responsible for proposals to develop the NZ Memorial Park and Buckle Street.

MCH, WCC and the NZTA are working on landscape plans for each side of Buckle Street. These plans will take into account:

- The landscaping already completed by MCH
- The design principles already established for the NZ Memorial Park
- The land having the potential to be used for transport/roading in the future.

Depending on the final landscape plans, Buckle Street either will remain where it is or be relocated up to 10 metres north. We need to complete further work with MCH and WCC before making any final decisions.





# Transport improvements around the Basin Reserve

## At present

- The street system around the Basin Reserve functions as a large roundabout with traffic signals. About 25,000 vehicles enter from Kent Terrace each day, with nearly 20,000 heading towards Mt Victoria Tunnel. About 20,000 vehicles enter the system from Mt Victoria Tunnel, and 30,000 vehicles travel along Sussex Street.
- The streets in this area have several functions, including a state highway, a local road and a key public transport route. Many people walk through the area, particularly school students.
- The streets are congested and this affects SH1 traffic, local traffic and pedestrians. It also affects bus timetables, and in the longer term will affect the journey times and reliability of a high-quality public transport system (possibly light rail) between the Railway Station and Newtown.
- The parties to the Corridor Plan have decided that the north-south traffic flows need to be separated from the east-west flows around the Basin Reserve.

## What is proposed

As a result of our investigations into separating the north-south and east-west traffic flows, we believe that SH1 westbound traffic needs to go onto a bridge to the north of the Basin Reserve.

Taking into account the historic and recreational importance of the Basin Reserve, we've identified two options for the location of this bridge: one near the Basin Reserve; and one farther away from it. Based on our technical work completed to date we prefer the option near to the Basin Reserve, but have yet to make up our minds.

In both options:

- Westbound traffic would travel from Mt Victoria Tunnel to Buckle Street on the bridge (the speed limit would be 50 kph)
- Westbound traffic would be separated from local traffic (including buses) travelling north and south – and from a future high-quality public transport system

- Eastbound SH1 traffic would remain at street level, using the current route (or something close to it) into the Mt Victoria Tunnel.

We're also considering the option of adding a pedestrian and cycle facility to the bridge, which would cost about \$8 million. Pedestrians and cyclists will still be able to use the streets under the bridge, so we have to decide whether providing this alternative facility justifies the expense.

WCC has identified the buildings on the corner of Kent Terrace and Ellice Street as an earthquake risk. We plan to demolish these buildings whichever bridge option is chosen.

## Things we considered in deciding on a bridge

We considered building a tunnel around the Basin Reserve. However, because it had to extend between Paterson and Taranaki Streets to be viable, it would have been significantly more expensive to build than a bridge. The tunnel construction would also have been difficult given the need to build it in an old swamp.

We also considered street-level options. However, while they were cheaper than a bridge they provided fewer benefits and were not as good as a bridge in separating east-west traffic from north-south traffic, particularly buses and a future high-quality public transport system.

We believe the bridge will best meet the needs of future generations, particularly if they want to further separate through traffic.

## Help us decide on the bridge's location

We'd like to know what you think about our proposal for the bridge around the Basin Reserve. In particular, we'd like to know:

- What's important to you about where we should locate the bridge around the Basin Reserve
- What you like or dislike about locating the bridge near the Basin Reserve
- What you like or dislike about locating the bridge farther away from the Basin Reserve
- Whether it's worth the additional expense of providing pedestrian and cycle facilities on the bridge.

Here are some of the key differences between the two options:

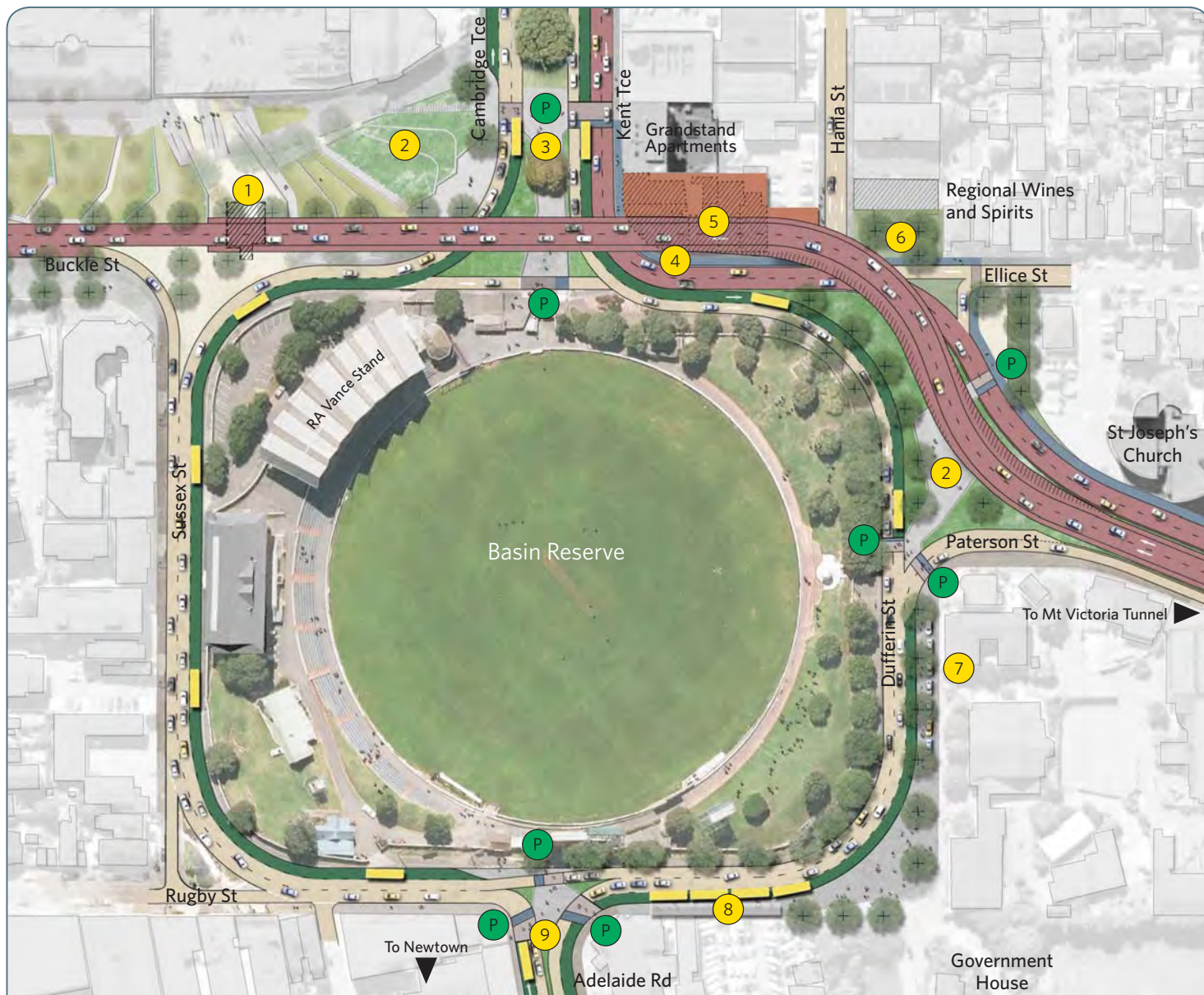
Preferred option – option A	Alternative option – option B
The bridge is 20 metres away from the Basin Reserve	The bridge is 65 metres away from the Basin Reserve
Some parts of the bridge will be visible from within the Basin Reserve	The bridge will be less visible from within the Basin Reserve than the preferred option
The former Home of Compassion crèche will need to be relocated	This option is estimated to cost approximately \$15 million more than the preferred option
This option is more consistent with the local street layout	The bridge will be closer to properties in Mt Victoria
The NZTA would need to acquire land from two properties	The NZTA would need to acquire land from five properties

*Is there anything else we should consider when developing our proposals for around the Basin Reserve?*



## Preferred option – option A

Westbound traffic will pass approximately 20 metres north of the Basin Reserve gates on a bridge over Kent and Cambridge Terraces. The bridge will be approximately 380 metres long, a minimum of 12 metres wide and a maximum of eight metres above the ground.



\* Bridge structure shown without the option of additional pedestrian and cycle 'clip on' provisions

### Key features

- |   |   |   |  |  |                                 |
|---|---|---|--|--|---------------------------------|
| 1 | Former Home of Compassion crèche to be relocated. Building owned by the NZTA  | 5 | Potential for buildings to be located under bridge structure   |  | New pedestrian and cycle path   |
| 2 | Area to be landscaped. Land owned by the NZTA   | 6 | Property will be affected by construction of the bridge  |  | SH1                             |
| 3 | Pedestrian plaza  | 7 | Improved drop-off area for school students   |  | Potential dedicated bus lane    |
| 4 | Three properties affected. Buildings owned by the NZTA. These buildings have been identified by WCC as earthquake prone and the NZTA has plans to demolish them | 8 | Possible new bus stop  |  | Local streets                   |
|   |   | 9 | Adelaide Road and Rugby and Dufferin Streets intersection improvements for traffic, pedestrians and cyclists |  | Pedestrian/cycle crossings      |
|   |   |   |  |  | Buildings that will be affected |



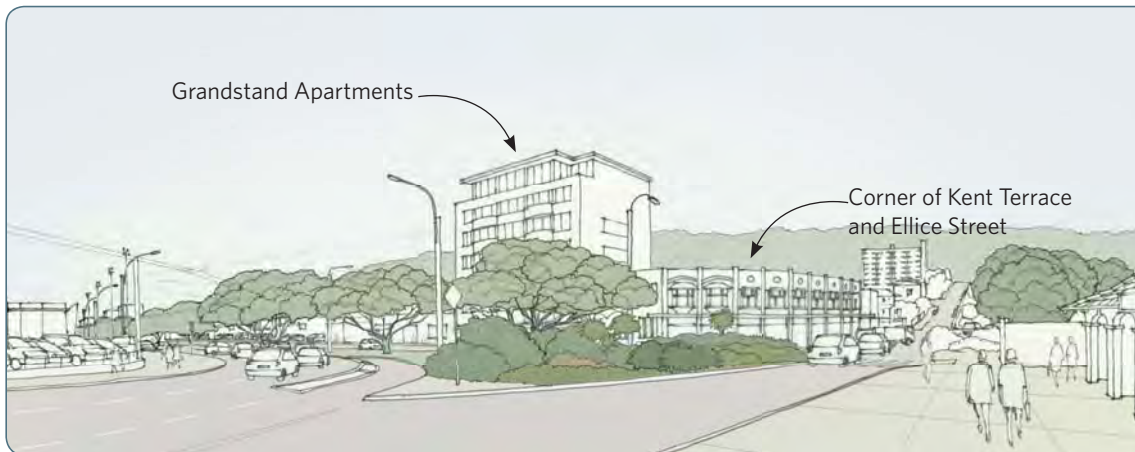
## Before

Existing view from Kent Terrace looking towards the Basin Reserve



## After

View of the preferred option from Kent Terrace looking towards the Basin Reserve



## Before

Existing view from the Basin Reserve entrance looking towards Mt Victoria



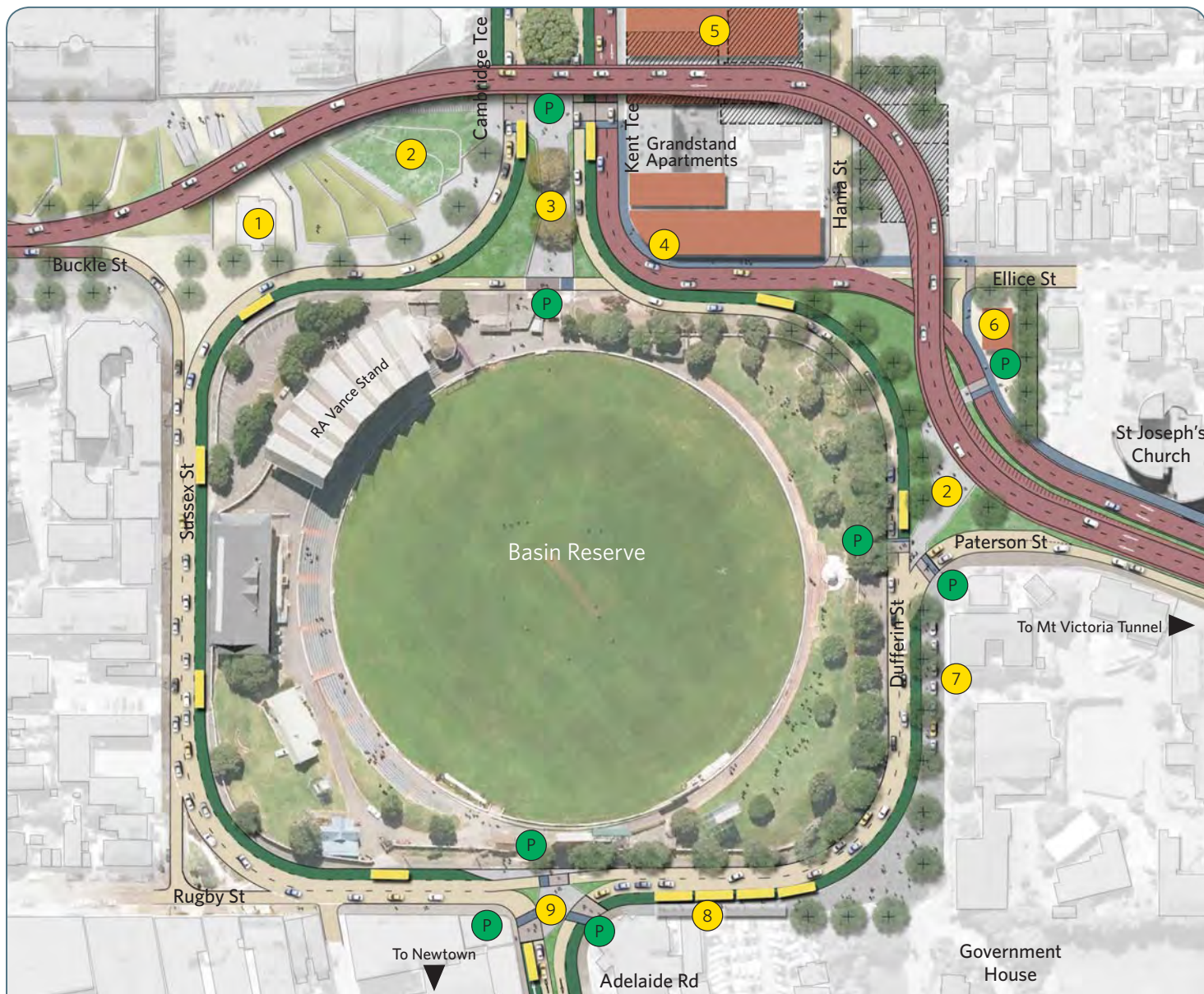
## After

View of the preferred option from the Basin Reserve entrance looking towards Mt Victoria



## Alternative option – option B

Westbound traffic will pass approximately 65 metres north of the Basin Reserve gates on a bridge over Kent and Cambridge Terraces. The bridge will be approximately 440 metres long, a minimum of 12 metres wide and a maximum of eight metres above the ground.

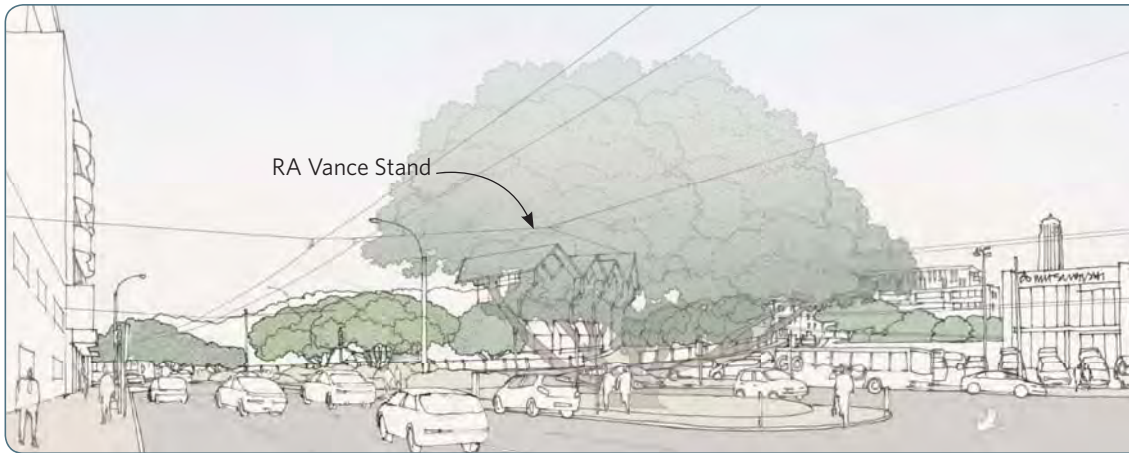


\* Bridge structure shown without the option of additional pedestrian and cycle 'clip on' provisions

### Key features

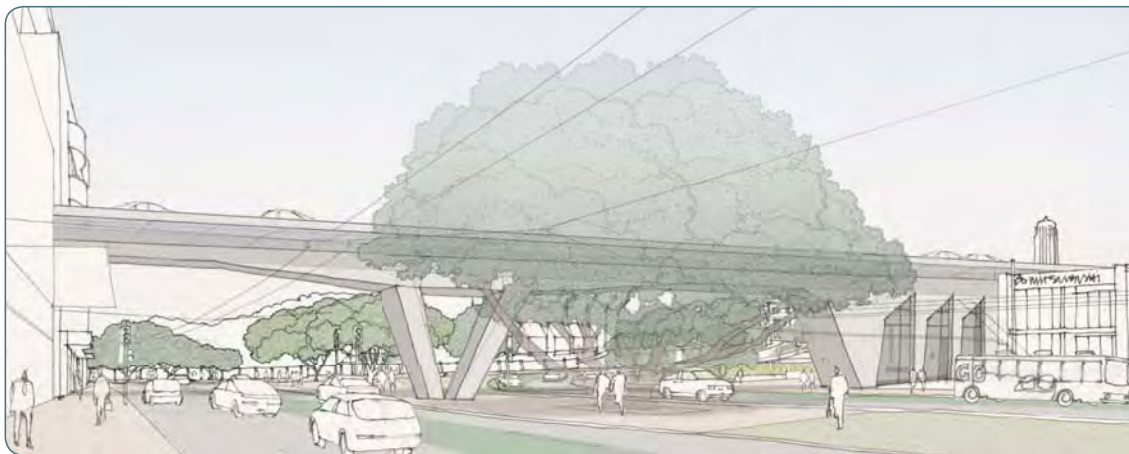
- |   |  |   |  |
|---|--|---|--|
| 1 | Former Home of Compassion crèche remains in current location   | 5 | Five properties to be acquired   |
| 2 | Area to be landscaped. Land owned by the NZTA  | 6 | Possible new building  |
| 3 | Pedestrian plaza   | 7 | Improved drop-off area for school students   |
| 4 | Buildings owned by the NZTA. These buildings have been identified by WCC as earthquake prone and the NZTA has plans to demolish them | 8 | Possible new bus stop  |
|   |  | 9 | Adelaide Road and Rugby and Dufferin Streets intersection improvements for traffic, pedestrians and cyclists |

- |  |                                 |
|--|---------------------------------|
|  | New pedestrian and cycle path   |
|  | SH1                             |
|  | Potential dedicated bus lane    |
|  | Local streets                   |
|  | Pedestrian/cycle crossings      |
|  | Buildings that will be affected |



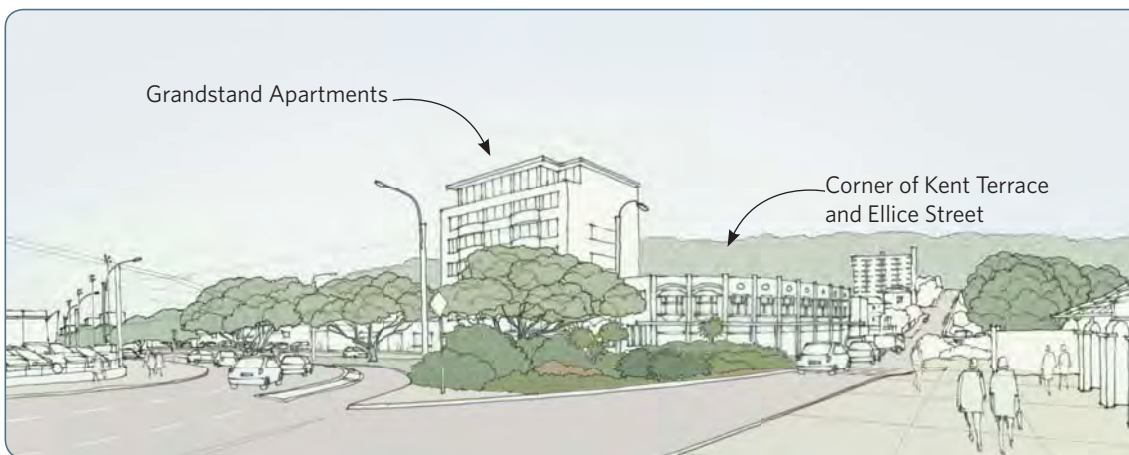
### Before

Existing view from Kent Terrace looking towards the Basin Reserve



### After

View of alternative option from Kent Terrace looking towards the Basin Reserve



### Before

Existing view from entrance to the Basin Reserve looking towards Mt Victoria



### After

View of alternative option from entrance to the Basin Reserve looking towards Mt Victoria



## A second Mt Victoria Tunnel

### At present

- Built in 1931, the 625 metre long Mt Victoria Tunnel provides a vital transport link between the airport, eastern suburbs and the CBD. The tunnel carries nearly 40,000 vehicles every day (about 20,000 in each direction) and is operating above capacity.
- The tunnel has two narrow lanes, one each way, and an elevated but narrow shared pedestrian and cycle path on the northern side. The tunnel is currently being upgraded to meet modern fire safety standards.
- There are concerns about the tunnel's comfort and safety for pedestrians and cyclists. If access for pedestrians and cyclists were improved, more people might choose to walk or cycle between the eastern suburbs and the CBD.
- The parties to the Corridor Plan have decided that a second Mt Victoria Tunnel should be investigated.

### What is proposed

We investigated several options for building a second Mt Victoria Tunnel, including replacing the existing tunnel with a wider one and building a separate two-lane tunnel.

We've decided to build a second tunnel immediately to the north of the existing one. This location was considered during the Corridor Plan's development and in studies undertaken in the 1970s.

The new tunnel will be 700 metres long and provide two lanes for eastbound traffic. It will also provide a four metre wide path for pedestrians and cyclists. The existing tunnel will provide two lanes for westbound traffic. It's proposed that both tunnels will be ventilated through the portals, avoiding the need for ventilation stacks on Mt Victoria. The speed limit in both tunnels will be 60 kph.

We need your help in deciding how we can meet the needs of pedestrians and cyclists in the new tunnel.





## Help us decide on facilities for pedestrians and cyclists in the tunnel

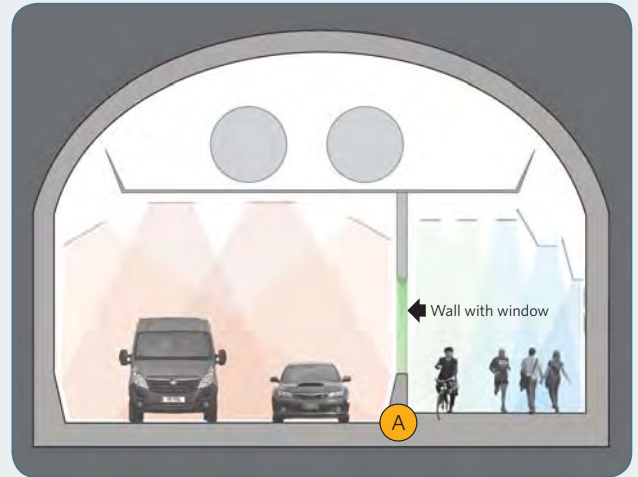
We're considering two options for pedestrians and cyclists in the new tunnel:

- Separate pedestrians and cyclists fully from vehicles by building a wall between the pathway and the traffic lanes. We'd improve pedestrians' and cyclists' safety by inserting windows along this wall, giving passing vehicles views into the pathway
- Separate pedestrians and cyclists partially from vehicles by providing a safety barrier (marked 'A' in the diagram on the right) between the pathway and traffic lanes.

In both cases lighting, security cameras and emergency phones will be installed to enhance pedestrians' and cyclists' safety.

We welcome your views on what's important to you when considering whether pedestrians and cyclists should be either partially or fully separated from vehicles.

**Is there anything else we should consider when developing our proposals for a second Mt Victoria Tunnel?**



### Key features

- 1 Brougham Street connection to Paterson Street closed, but connection for pedestrians and cyclists retained
  - 2 Between Brougham Street and Austin Street, 14 properties affected. 12 properties owned by the NZTA, two properties need to be acquired
  - 3 Mt Victoria Heritage Precinct
  - 4 Access to school retained
  - 5 Western portal for new tunnel, treated to be consistent with the urban landscape of Mt Victoria
  - 6 Buildings on the corner of Austin Street and Austin Terrace may be affected during the construction of the tunnel
  - 7 New tunnel includes four metre wide pedestrian and cycle path
  - 8 Existing tunnel
  - 9 Ruahine Street alignment encroaches into Town Belt up to 15 metres from existing southern kerb
  - 10 Eastern portal for new tunnel, treated to incorporate the vegetated slopes of Mt Victoria
  - 11 Hataitai Kindergarten would need to be relocated
  - 12 Left turn for tunnel traffic into Taurima Street retained. Right-hand turn out of Taurima Street closed
  - 13 New pedestrian and cycle bridge
  - 14 New parking area to replace parking spaces on Taurima Street
  - 15 Six metre wide service lane shared with pedestrians and cyclists
  - 16 Four metre wide pedestrian and cycle path between Mt Victoria Tunnel and Hataitai Village
- SH1
  - New pedestrian and cycle path
  - Local streets
  - Buildings that will be affected



## Ruahine Street

### At present

- Ruahine Street is only one lane in each direction and is regularly congested with traffic.
- The existing right turn out of Taurima Street to Ruahine Street is unsafe and causes congestion at peak times.
- There is an existing 25 metre widening designation in the WCC District Plan, which signals the long-term intention to widen Ruahine Street into the Town Belt.
- The intersection at Goa Street provides access between Ruahine Street and Hataitai Park. This intersection is regularly congested, particularly at weekends.
- The parties to the Corridor Plan have decided that the widening of Ruahine Street should be investigated.

### What is proposed

We considered several options for widening Ruahine Street, including to the east or to the west. We believe the best option is to widen Ruahine Street to the west into the Town Belt, as already signalled to the community by the 25 metre widening designation.

The widened Ruahine Street will need four lanes. However, in some places additional lanes will be required to ensure that the intersections on Ruahine Street operate safely and efficiently.

Under this proposal:

- Traffic signals will be installed at the intersection of Goa Street and Ruahine Street and at the intersection of Goa Street and Moxham Avenue
- In places, particularly by Badminton Hall, the encroachment into the Town Belt could exceed the existing designation boundary by up to 25 metres
- The speed limit on Ruahine Street will be 60 kph

- A separate, six metre wide pedestrian and cycle path will follow along Ruahine Street. This will be shared as a 'service lane' with vehicles that need to access properties in Ruahine Street. Further work on its design will be undertaken in the next phase of the project.

We'll need to acquire about 1.6 hectares of Town Belt land to accommodate the improvements to SH1. Because of this, we are working with the appropriate authorities to ensure that the amount of open, green recreational space in the Town Belt is retained as far as practicable.

### Things we considered in making this decision

We appreciate that the community may be concerned about the idea of using part of the Town Belt for roading purposes. However, we have come to our decision to encroach into this land after carefully considering all the options. Our decision is a balance between using open space and acquiring private properties, while remembering that decisions like this have enormous significance not only for people and communities today but for generations to follow.

In making our decision, we considered:

- The 25 metre widening designation, which has been in place for many years. The designation already encroaches into the Town Belt along Ruahine Street and signals to the community the long-term intention to widen Ruahine Street to the west
- The impacts that acquiring properties on the east of Ruahine Street would have on the community.

Our challenge was to balance these considerations with the need to deliver an important piece of infrastructure that will bring significant benefits to Wellington and the region in supporting a growing population, improving safety and relieving congestion.

***Is there anything else we should consider when developing our proposals for widening Ruahine Street? Do you have any suggestions for the design of the pedestrian and cycle path?***



View of improvements to Ruahine Street from pedestrian bridge. Looking towards Wellington Road.



### Key features

- 1 Four lanes for traffic, two in each direction
  - 2 Possible connection between Tapiri Street and service lane
  - 3 Ruahine Street encroaches 15 metres into Town Belt from existing western kerb
  - 4 Six metre wide service lane shared with pedestrians and cyclists
  - 5 Six lanes for traffic, three in each direction
  - 6 New signalised intersection providing improved access to Ruahine Street and Hataitai Park. Will encroach 30 metres into Town Belt from existing western kerb
  - 7 New signalised intersection
  - 8 Seven lanes for traffic, including turning movements
  - 9 War Memorial remains in current location
  - 10 Ruahine Street encroaches 35 metres into Town Belt from existing western kerb
  - 11 Five lanes for traffic, two southbound and three northbound
  - 12 Area to be landscaped with low-level planting
  - 13 Badminton Hall removed or relocated
- SH1
  - New pedestrian and cycle path
  - Local streets
  - P Pedestrian/cycle crossing
  - Buildings that will be affected



# Ruahine Street and Wellington Road intersection

## At present

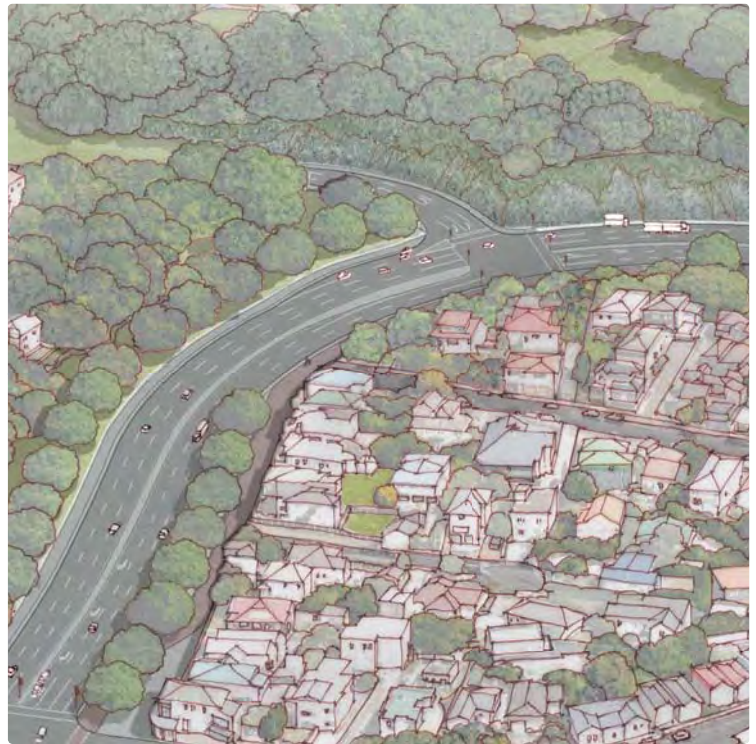
- This intersection is used by people travelling along SH1 and those using SH1 to connect to Kilbirnie, Miramar, the airport and Newtown.
- It's part of a key route for dangerous goods and oversized vehicles that can't use the Mt Victoria Tunnel.
- It's on a tight bend and has a poor crash history.
- Any widening of Ruahine Street and Wellington Road would require an upgrade to this intersection.

## What is proposed

We investigated several options for improving this intersection, including building a tunnel, installing a roundabout and keeping turns to left in and left out only.

We've decided to keep the intersection and all existing turns, but move it 30 metres north and install traffic signals. The new location and traffic signals will improve safety for vehicles and in particular improve visibility for motorists.

*Is there anything else we should consider when developing our proposals for improving this intersection?*



Aerial view of the new Wellington Road/Ruahine Street intersection.



### Key features

- 1 Area to be landscaped with low-level planting
  - 2 Six metre wide service lane for vehicle access to properties and for pedestrians and cyclists
  - 3 Ruahine Street encroaches 35 metres into Town Belt. Requires a 15 metre high cut into Town Belt
  - 4 New Wellington Road/Ruahine Street intersection
  - 5 Six properties need to be acquired
  - 6 Moxham Avenue connection to Wellington Road closed, but connection to service lane provided
  - 7 From Wellington Road/Ruahine Street intersection to Kilbirnie Crescent 19 properties need to be acquired
- SH1
  - New pedestrian and cycle path
  - Local streets
  - P Pedestrian/cycle crossing
  - Buildings that will be affected



# Wellington Road

## At present

- Wellington Road between Ruahine Street and Cobham Drive is regularly congested.
- There is an existing 25 metre designation between Kilbirnie Crescent and Ruahine Street in the WCC District Plan, which signals the long-term intention to widen Wellington Road to the south.
- Unlike on Cobham Drive and the southern portion of Evans Bay Parade, there is no dedicated cycle path on Wellington Road.
- The parties to the Corridor Plan have decided that the widening of Wellington Road should be investigated.

## What is proposed

We've investigated widening Wellington Road to the north or to the south between Ruahine Street and Kilbirnie Crescent.

We believe we should widen Wellington Road to the south. This is required to:

- Ensure that the intersections on Wellington Road operate efficiently and safely
- Accommodate a six metre wide service lane that will be shared with pedestrians and cyclists.

To complete the widening we'll need to acquire all the properties on the southern side of Wellington Road between Ruahine Street and Kilbirnie

Crescent. Between Kilbirnie Crescent and Cobham Drive, we'll need to acquire up to 1,200 square metres of Kilbirnie Park and up to 300 square metres of St Patrick's College land.

## Things we considered in making this decision

We appreciate that there may be some community concerns about the need to acquire private property for this project.

In making our decision to acquire properties along Wellington Road, we considered the existing 25 metre widening designation, which already encroaches into private properties on the southern side of Wellington Road. Although the proposed widening will exceed this designation, we believe that its existence signals to the community a long-term intention to widen Wellington Road to the south.

We also considered the potential community concerns about using land in Kilbirnie Park. While we understand these concerns, we concluded that the benefits of having a high-quality pedestrian and cycle path between Cobham Drive and the Basin Reserve justified our approach. It will also reduce the safety hazards associated with private properties having direct access to Wellington Road.

The proposed green corridor connecting the Town Belt and Kilbirnie Park, and its associated recreational benefits, will help to reduce the impacts of using this land.

*Is there anything else we should consider when developing our proposals for Wellington Road?*



### Key features

- |   |   |
|---|---|
| <p>1 Land acquired by the NZTA. Potential to landscape this area to create a green corridor connecting the Town Belt and Kilbirnie Park</p> <p>2 Walmer Street connection to Wellington Road closed, but connection to service lane provided</p> <p>3 Six metre wide service lane for vehicle access to properties and for pedestrians and cyclists</p> <p>4 Eastern Suburbs/Marist clubrooms to be relocated</p> <p>5 Widened Wellington Road encroaches into Kilbirnie Park by 15 metres</p> <p>6 Wellington Road widened to accommodate seven lanes</p> <p>7 No encroachment into Kilbirnie Park</p> | <p>8 Cobham Drive widened into St Patrick's College land by up to five metres to provide six lanes</p> <p>SH1</p> <p>New pedestrian and cycle path</p> <p>Local streets</p> <p>Dedicated bus lane</p> <p>P Pedestrian/cycle crossing</p> <p>Buildings that will be affected</p> |
|---|---|



# Key benefits of the proposed SH1 improvements for Wellington

## For general vehicles (including freight)

The proposed improvements will:

- Increase SH1's capacity, making it the most efficient route for vehicles travelling between the CBD and the eastern suburbs. As a result, and assuming that the improvements are in place by 2026, the number of vehicles using SH1 is likely to increase by 80% compared with today, and local roads such as Evans Bay Parade will have up to 70% less traffic in peak times
- Reduce congestion for vehicles travelling between the CBD and the eastern suburbs. Today, it takes about seven minutes to travel SH1 from Cobham Drive to Buckle Street at peak times. If nothing is done, this is likely to increase to more than nine minutes by 2026 – and travel times on local roads will also get longer as SH1 is at capacity. If the SH1 improvements are in place by 2026, travel times will reduce to less than five minutes even though the number of vehicles using SH1 will increase.

## For public transport

The proposed improvements will:

- Improve journey time and reliability for buses going around the Basin Reserve. For example, journey times for buses are likely to reduce by up to 35% in the morning peak between Kent and Cambridge Terraces and Adelaide Road
- Provide road space for an alternative high-quality public transport system (such as light rail) in future
- Improve bus stop facilities around the Basin Reserve
- Reduce traffic along Constable Street and Wallace Street, making bus journey times more reliable

- Potentially reduce delays for buses travelling between the bus tunnel and Kilbirnie.

## For pedestrians and cyclists

The proposed improvements will:

- Improve facilities for pedestrians and cyclists by providing a dedicated route along Cobham Drive to the Basin Reserve and on to the pedestrian and cycle path along Karo Drive
- Improve safety for cyclists using Evans Bay Parade owing to the significant reduction in general vehicles using this route
- Improve connections for pedestrians and cyclists around the Basin Reserve
- Provide a safer drop-off area for school students near the Basin Reserve
- Reduce traffic volumes (in 2026) by up to 35% around the Basin Reserve and up to 70% along Oriental Parade at peak times, making travel safer and easier for pedestrians and cyclists
- Improve access for pedestrians and cyclists to Hataitai Park.

## For the city

The proposed improvements will:

- Support economic development in the CBD and, in particular, the eastern suburbs
- Help WCC in its plans to develop a Johnsonville to Kilbirnie 'growth spine'
- Provide a green corridor link between the Town Belt and Kilbirnie Park and between the War Memorial and the Basin Reserve.

## What are the next steps?

We're currently in the investigation phase for the improvements to SH1 from Cobham Drive to Buckle Street.

Once we've received and analysed your feedback, we'll let you know about our decisions on the options in this brochure. Your feedback will also help us to refine the design of the improvements before we seek the required approvals under the Resource Management Act 1991 (RMA).

We'll further engage the community before seeking these approvals, and at that stage will also confirm the impacts of the improvements (such as noise), as well as how we propose to reduce them.

Assuming that we're granted the necessary RMA approvals, the construction timetable will reflect the Corridor Plan and the current RoNS programme. That is:

- The Basin Reserve improvements will be completed first to ease SH1 traffic and help achieve WCC's plans for a high-quality public transport spine. We may also undertake some interim improvements to Ruahine Street and Wellington Road and at the intersections along the Inner City Bypass

- The second Mt Victoria Tunnel and the Ruahine Street and Wellington Road widening projects are scheduled to follow completion of the Kapiti and Transmission Gully sections of the Wellington Northern Corridor RoNS programme.





# Questions and answers

## 1. Why are these improvements needed?

The improvements were identified during the development of the Ngauranga to Wellington Airport Corridor Plan, which included an investigation into Wellington's present and future transport needs.

The investigation revealed that more trips will be generated as a result of an increasing population and greater economic activity, particularly in the Wellington CBD and along the Johnsonville to Kilbirnie growth spine. It concluded that improvements were likely to be needed to Wellington's transport network.

A number of options were explored. One looked at whether a significant investment in public transport, including a light rail system, would meet Wellington's future transport needs. Another looked at whether we should build more roads.

WCC, GWRC and the NZTA concluded that the solution was a multi-modal approach that includes significant enhancements to public transport, walking and cycling, as well as our roads.

## 2. What does the Ngauranga to Wellington Airport Corridor Plan aim to achieve?

The Ngauranga to Wellington Airport Corridor Plan seeks to strengthen four key transport components:

- A high-quality, high-frequency public transport spine
- Highly accessible and attractive 'activity' or shopping streets
- A reliable and accessible 'ring' or bypass route for vehicles
- An interconnected and convenient local street, walking, cycling and public transport network.

## 3. How will the improvements help make Wellington more liveable?

An efficient and easy-to-use transport system is essential to our community's wellbeing.

Our cities and way of life have evolved around our need to move between our homes and places of work, shopping, recreation and socialising. If we don't have this mobility, we're excluded from many of these important economic and social interactions.

Wellington needs an efficient and effective transport system that offers us choice in how we achieve this mobility; enabling us to walk or cycle for some of our trips, take the bus or train for others and use our cars for the remainder.

## 4. What are the roads of national significance (RoNS)?

The RoNS programme is a \$9 billion government investment designed to ease major traffic bottlenecks in and around our five largest metropolitan areas, and link our major sea and air ports more effectively with the State highway system.

The programme aims to deliver an effective, efficient, safe, secure, accessible and resilient transport system that supports the growth of our country's economy to deliver greater prosperity, security and opportunities for all New Zealanders.

The Wellington Northern Corridor (from Levin to Wellington Airport) is one of seven RoNS. The SH1 improvements discussed in this brochure, including a second Terrace Tunnel, are part of the Wellington Northern Corridor RoNS programme.

## 5. How do the improvements relate to Wellington's economic growth and prosperity?

Among other things, New Zealand's economic wellbeing depends on us being able to move the goods that we manufacture to market as efficiently as possible. The more efficient our transport network, the more competitive our businesses and our economy.

The package of measures identified in the Corridor Plan will deliver benefits through reduced travel times, reduced vehicle operating costs and improved safety. It will also reduce the costs of travel and goods, and have wider economic benefits. For example, the urban intensification of Adelaide Road is expected to encourage economic growth in Wellington.

The improvements to SH1 are an important part of this package.

## 6. How will this proposal affect the Town Belt?

We appreciate that the Town Belt has significance for the Wellington region, and we're committed to minimising our impacts on it and on nearby property owners. However, it's important to remember that the 25 metre widening designation along Ruahine Street has been in place for many years, signalling to the community an intention to widen Ruahine Street into the Town Belt.

The Town Belt is governed by a deed of trust and a number of Acts. Town Belt land can be compulsorily acquired under the Public Works Act for roading purposes. You can get more information on this process at [www.nzta.govt.nz/witi](http://www.nzta.govt.nz/witi).

In the meantime, we're working with the appropriate authorities to ensure that, through freeing up other land next to the Town Belt, the amount of open, green recreational space in the Town Belt is retained as far as practicable.

## 7. Why does there have to be more than four lanes on parts of Ruahine Street and on Wellington Road?

If we're to increase the capacity of SH1 to meet Wellington's transport needs well into the future, we need to widen Ruahine Street and Wellington Road so that there are at least two lanes in each direction.

This part of SH1 also connects to smaller local roads, so we need to provide traffic signals and additional lanes at these intersections to ensure they operate efficiently. Because of the short distances between intersections along this route, the additional lanes have to be extended along most of Ruahine Street and Wellington Road.

During the next phase of the project, the project team will investigate in more detail whether we can reduce the number of additional lanes while maintaining efficiency at the intersections.

## Do you have more questions?

Visit [www.nzta.govt.nz/witi](http://www.nzta.govt.nz/witi) for more answers to questions such as:

- What are the estimated costs and benefits of the improvements at this time?
- What are the estimated cost and benefits for pedestrians and cyclists at this time?
- What urban design principles were used in designing the improvements?
- Why can't westbound traffic be located in a tunnel at the Basin Reserve rather than on a bridge?
- What are the planned 'interim improvements' for Ruahine Street and Wellington Road, and along the Inner City Bypass?
- When will the NZTA let me know whether my property may need to be acquired for this project?



### Timeline

Time	Activity
2006 to 2008	GWRC, WCC and the NZTA undertake the Ngauranga to Airport Strategy and consult on various transport packages.
2008	GWRC consults on, then adopts, the Ngauranga to Wellington Airport Corridor Plan. The Plan describes a package of multi-modal transport improvements, including the improvements to be undertaken for Wellington.
2009	The government announces the RoNS programme, which includes the SH1 projects identified in the Corridor Plan. Planning for the projects begins.
2 July – 26 August 2011	The NZTA seeks feedback on the proposed improvements.
July 2011	GWRC starts the Wellington Public Transport Spine Feasibility Study, which will investigate options for a high-quality public transport system between the Railway Station and Newtown.
Late 2011/early 2012	The NZTA announces its decisions on the options discussed in this brochure and publishes a report on feedback on the improvements.
Mid-2012	The NZTA works with directly affected parties and the public in further assessing the environmental effects of the SH1 improvements.
December 2012	GWRC completes the Wellington Public Transport Spine Feasibility Study.
Late 2012/early 2013	The NZTA lodges notices of requirement, which it anticipates will be determined by a Board of Inquiry. This process will include an opportunity for public submissions and participation in a hearing, and will take in the order of nine months to complete.
Mid-2013	The detailed design of the transport improvements around the Basin Reserve begins.
2014/15 onwards	Construction of the improvements around the Basin Reserve is scheduled to start in either 2014 or 2015 (the interim improvements to Ruahine Street, Wellington Road and the Inner City Bypass may also start at this time). The improvements are likely to take two or three years to complete.  The second Mt Victoria Tunnel and the main improvements to Ruahine Street and Wellington Road are currently scheduled to follow the completion of the Kapiti and Transmission Gully sections of the Wellington Northern Corridor RoNS programme.

### How can you provide feedback?

We welcome your feedback on our proposals. You'll find a feedback form at the back of this brochure, or you can download a copy from [www.nzta.govt.nz/witi](http://www.nzta.govt.nz/witi).

Simply complete the form then:

**Post it to:** Cobham Drive to Buckle Street transport improvements  
PO Box 10042  
The Terrace  
Wellington 6143

**Email it to** [info@witi.co.nz](mailto:info@witi.co.nz)

**Deliver it in person to** the information centre at the Basin Reserve or the information desk at our open days.

**Note we need to receive your feedback by Friday 26 August 2011.**

### How can you get more information?

**Our website:** Visit [www.nzta.govt.nz/witi](http://www.nzta.govt.nz/witi) for more information on the proposed improvements to SH1. You can also download technical reports that cover the reasons for the improvements and the options considered.

**By phone:** Phone **0508 WITI INFO (0508 9484 4636)** to talk to a member of the project team. The lines are open between 10am and 4pm Monday to Friday.

**Information centre:** Visit our information centre for more material on the project and the opportunity to talk to a member of the project team.

You'll find the information centre at the RA Vance stand on the Sussex Street side of the Basin Reserve. Look for the signs. The centre will be open between Monday 4 July and Friday 26 August 2011 – Mondays to Fridays (10am to 3pm) except for Thursdays (3pm to 8pm).

**Project open days:** Join us at one of the following open days, where you'll be able to find out more information and discuss the proposed improvements with members of the project team.

Open days will be held in the RA Vance stand on the Sussex Street side of the Basin Reserve on:

Saturday 9 July 2011	10am to 4pm
Saturday 16 July 2011	10am to 4pm
Sunday 17 July 2011	10am to 4pm

## Contact us

For more information, please contact the project team:  
Cobham Drive to Buckle Street transport improvements  
**E:** [info@witi.co.nz](mailto:info@witi.co.nz)  
**T:** 0508 WITI INFO (0508 9484 4636)

If you have a detailed enquiry, please post it to:  
Cobham Drive to Buckle Street transport improvements  
PO Box 10042  
The Terrace  
Wellington 6143



**NZ TRANSPORT AGENCY**  
WAKA KOTAHI

[New Zealand Government](http://www.nzta.govt.nz)



## Let us know what you think

Your feedback is important to us – so please let us know what you think.

Your views will enable us to develop the improvements to SH1, which will in turn help us to shape the required approvals we'll be seeking under the Resource Management Act.

1. What's important to you about where we should locate the bridge around the Basin Reserve?

2. What do you like or dislike about locating the bridge near the Basin Reserve?

3. What do you like or dislike about locating the bridge farther away from the Basin Reserve?

4. How important is it to you that we add a pedestrian and cycling facility to the bridge?

5. What's important to you when considering whether pedestrians and cyclists should be either partially or fully separated from vehicles in the new Mt Victoria Tunnel?

6. We welcome any other comments you'd like to make about the proposed improvements to SH1, including our plans for the second Mt Victoria Tunnel, the widening of Ruahine Street and Wellington Road and the pedestrian and cycling facilities.

**Please return this FreePost form by Friday 26 August 2011.**

Name (please PRINT clearly) .....

Organisation (if applicable) .....

Postal address .....

Email .....

**Your personal information will remain confidential.**

**You may attach other pages if you need more space to write. Thank you for taking the time to provide us with your comments.**

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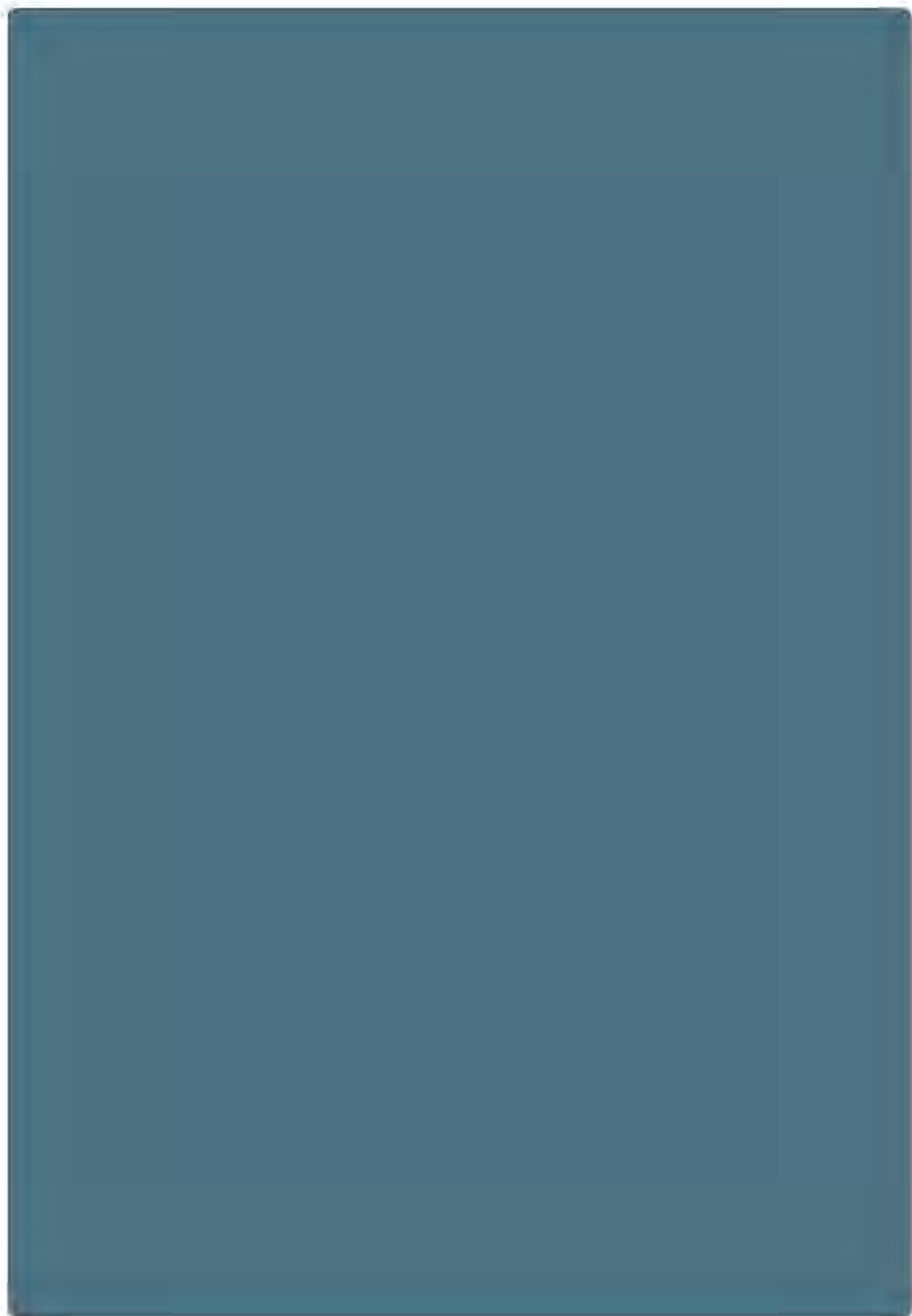
Cobham Drive to Buckle Street transport improvements  
PO Box 10042  
The Terrace  
Wellington 6143

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## **Appendix F**

### **Stakeholders Invited to Community Workshops**



## **Community Workshop Invitees**

### **Stakeholder Groups Invited to East Workshop (Second Mt Victoria Tunnel, Ruahine Street and Wellington Road)**

- Capital Coast District Health
- Church of Jesus Christ of Latter Day Saints
- Kilbirnie, Lyall Bay, Rongatai Residents Assoc
- Living Streets Aotearoa
- Wgtn Civic Trust
- Wgtn Free Ambulance
- Automobile Assoc
- Central Area Road Transport Assoc
- Greater Wellington Regional Council - officers
- NZ Historic Places Trust
- Police
- St Joseph's Church
- Wellington City Council - officers
- Wellington College
- Ngati Toa
- Port Nicholson Block Settlement Trust
- Wellington City Council - Councillors
- Wellington International Airport
- Cycle Aware
- Eastern Suburbs Group
- Friends of the Town Belt
- Hataitai Kindergarten
- Hataitai Residents Assoc
- St Patrick's College
- Wellington Badminton Club
- Wgtn East Girl's College
- Sports Wellington
- Enterprise Miramar Peninsula
- Kilbirnie School (Moxham Ave)
- Newtown Residents Association
- Marist Football Club
- Mt Victoria Residents Assoc
- Save the Basin
- Community and Sustainable Transport (CAST)
- Mt Vic Historical Society

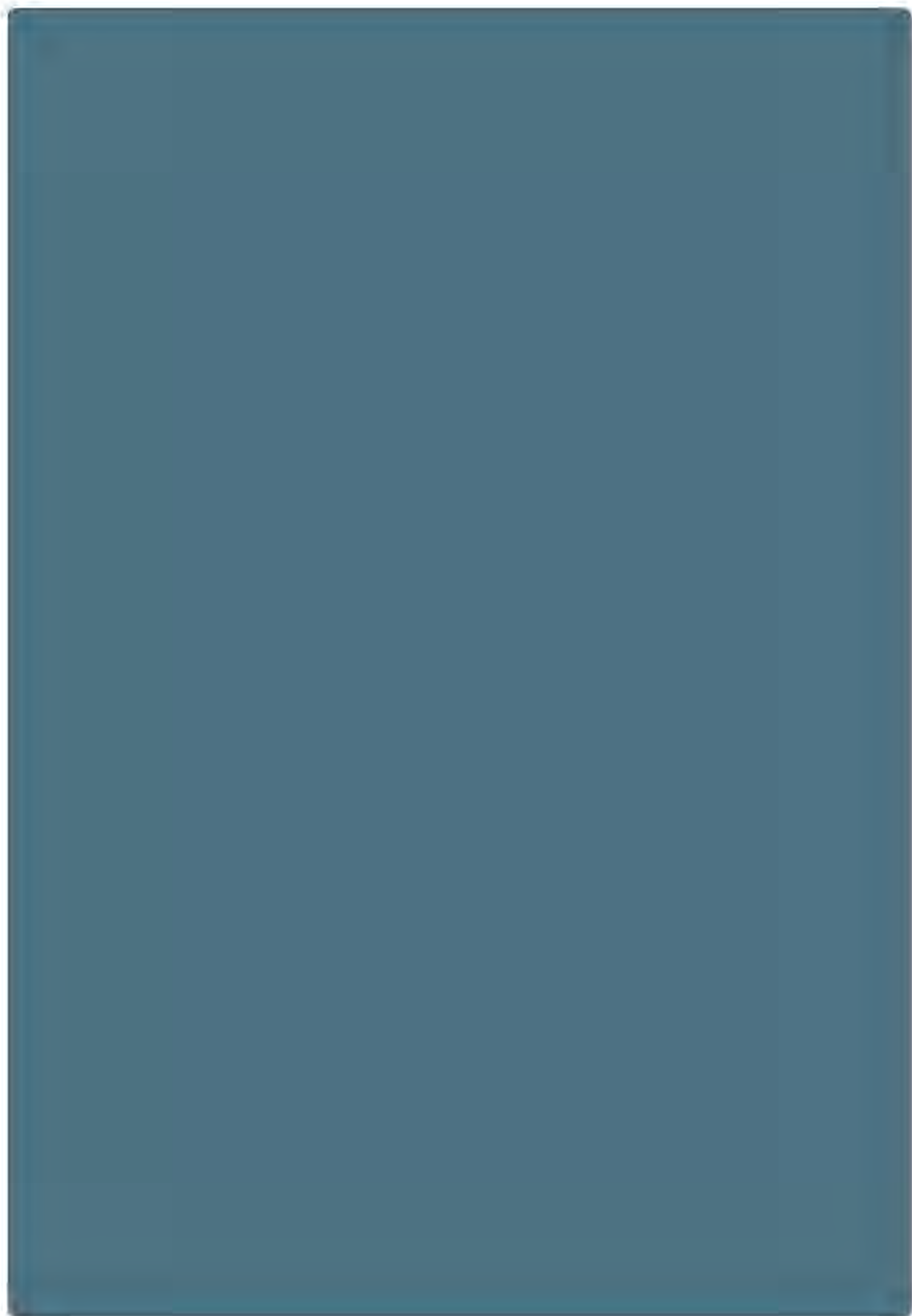
### **Stakeholder Groups Invited to West Workshop (Around the Basin Reserve & Buckle Street)**

- Capital Coast District Health
- Kilbirnie, Lyall Bay, Rongatai Residents Assoc
- Living Streets Aotearoa
- Wgtn Civic Trust
- Wgtn Free Ambulance
- Automobile Assoc
- Central Area Road Transport Assoc
- Greater Wellington Regional Council - officers
- NZ Historic Places Trust
- Police
- St Joseph's Church
- Wellington City Council - officers
- Wellington College
- Basin Reserve Trust
- Cricket Wellington
- Ngati Toa
- Port Nicholson Block Settlement Trust
- Wellington City Council - Councillors
- Wellington International Airport
- Cycle Aware
- Eastern Suburbs Group

- Friends of the Town Belt
- Hataitai Residents Assoc
- Wgtn East Girl's College
- Sports Wellington
- Grandstand Apartments
- Mt Cook Mobilised
- Mt Cook School
- Newtown Residents Association
- St Mark's Church School
- Wgtn Inner-City Association
- The Architecture Centre
- Mt Victoria Residents Assoc
- Save the Basin
- Community and Sustainable Transport (CAST)
- Mt Vic Historical Society

# **Appendix G**

## Community Workshop Agendas



## Community Workshop Agendas

Both of the workshops were conducted by an independent facilitator. They both ran between 9am and 4pm and followed the same agenda which is summarised below:

- introductions, purpose of the day, desired outcomes
- attendees' areas of concern;
- presentations: background, ngauranga to airport study, description of proposals;
- morning table discussions – project team answering questions on aspects of the project;
- lunch;
- afternoon table discussions – project team hearing participants views on aspects of the project;
- discussion on outcomes with topics to be selected based on feedback from attendees;
- reporting back from afternoon table discussions;
- group discussion – summary points and emergent themes; and
- summarising next steps.

The table below lists the discussion topics followed during the morning and afternoon session in each workshop. A summary of the proceedings of each workshop was prepared and circulated to all attendees.

### - Workshop Discussion Topics

Session	Tunnel and East of Mt Victoria, 23 July 2011	Around the Basin Reserve and West of Mt Victoria, 30 July 2011
Morning	<ul style="list-style-type: none"><li>- Road proposals</li><li>- Town Belt</li><li>- Tunnel (including eastern portal)</li><li>- Walking and Cycling</li><li>- Urban Design Context</li><li>- Options considered</li></ul>	<ul style="list-style-type: none"><li>- State Highway Solutions</li><li>- Urban Design Context and Memorial Park</li><li>- Mt Victoria Tunnel portal and Paterson Street</li><li>- Heritage/Archaeology</li><li>- Options considered</li><li>- Local Streets</li></ul>
Afternoon	<ul style="list-style-type: none"><li>- Traffic outcomes (state highway and local roads)</li><li>- Town Belt/recreation outcomes</li><li>- Walking and Cycling outcomes</li><li>- Social, community and environment</li><li>- Broader benefits</li></ul>	<ul style="list-style-type: none"><li>- Bridge Outcomes</li><li>- Memorial Park Outcomes</li><li>- Paterson Street Outcomes</li><li>- Walking and Cycling Outcomes</li><li>- Local Street Outcomes</li></ul>



# Appendix H

## Classification Tree



## **Classification Tree**

### **Physical Location**

*Wellington Road*  
*Ruahine Street*  
*Mount Victoria Tunnel Eastern Portal (include. Taurima Street)*  
*Mt Victoria Tunnel Western Portal / Paterson Street*  
*Around the Basin Reserve*  
*Buckle Street / Memorial Park Precinct*  
*Outside Study Area*

### **Social & Environmental Effects**

*Noise & Vibration*  
*Air Quality*  
*Built Heritage*  
*Archaeology*  
*Urban Landscape & Visual Effects*  
*Cultural Values*  
*Social Effects*

- Access to community facilities (e.g. Schools, Churches etc)
- Severance / Connectivity

*Water Courses*

- Stormwater / Drainage
- Watercourses (Rivers & Streams)
- Water Quality

*Ecology*  
*Contaminated Land*

### **Construction**

*Timing*  
*Sequencing*  
*Construction Traffic*  
*Waste and Spoil*

### **Land / Property**

*Property to be Acquired*  
*Changes to Access*  
*Immediately Adjacent*  
*Land / Property Values*  
*Business Viability*  
*Recreation Open Space (Parks, Reserves, Town Belt)*  
*Acquisition Process*

### **Non-Car Modes of Transport**

*Walking*  
*Cycling*  
*Buses*  
*Train*  
*Light Rail*  
*Disabled Access*

### **Project Design**

*Cost*  
*Road Design*  
*Intersections Traffic Design*  
*Tunnels Design*  
*Bridge Design (include. Undercrofts)*  
*Pedestrian Facility Design*  
*Cyclist Facility Design*  
*Alternative Design Proposals*

**Project Rationale**

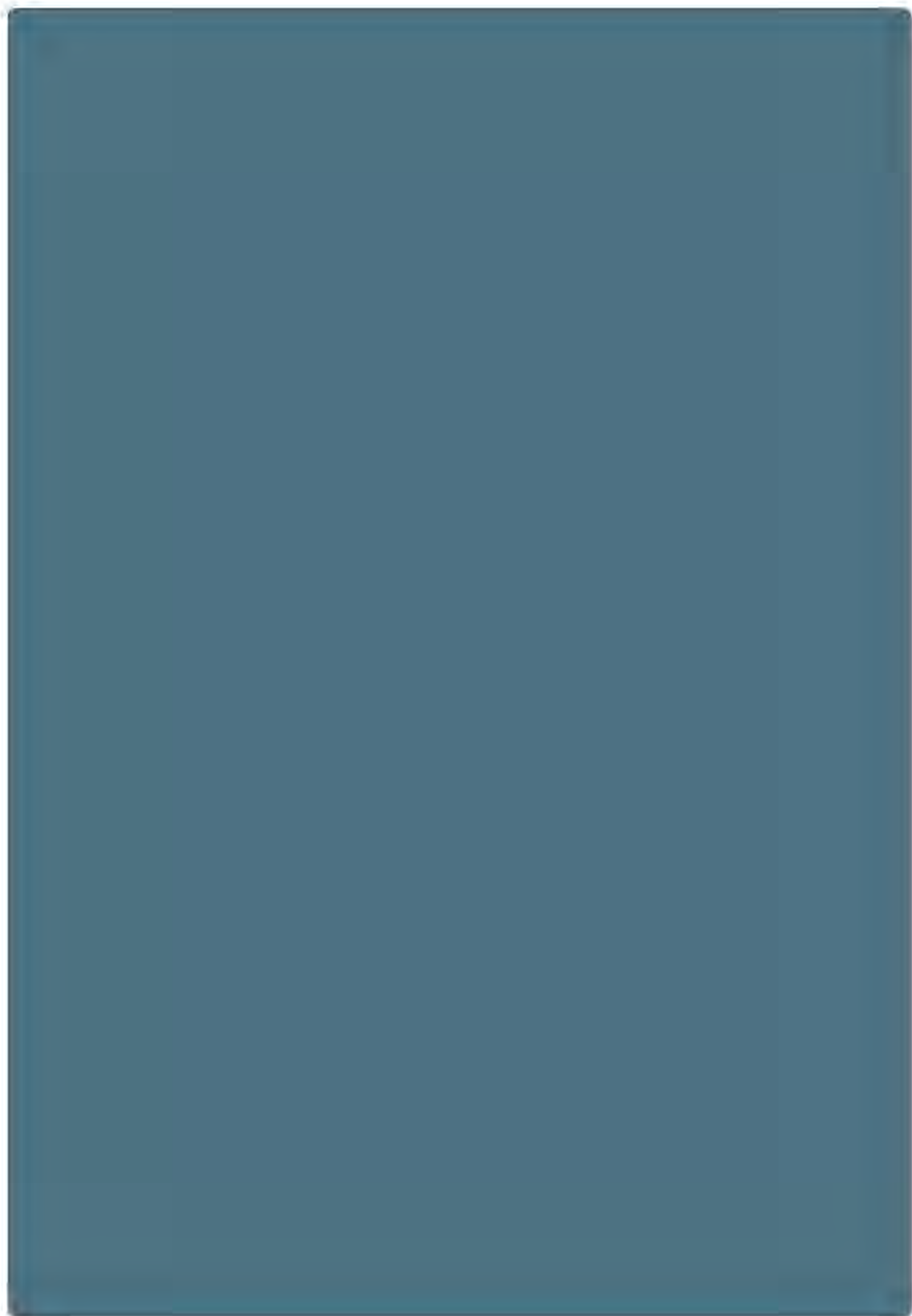
*Ngauranga to Airport Corridor Plan*  
*RoNS Policy*  
*Wellington City Planning Policy*  
*Traffic Effects*  
*Economic Development*  
*Peak Oil / Environmental Sustainability*

**Planning / Consultation Process**

*Community Engagement Process / Approach*  
*Designations*  
*Consents*  
*Board of Enquiry*

# **Appendix I**

Wellington City Council and  
Greater Wellington Regional  
Council Submissions



# **Submission from Wellington City Council: proposed improvements to the inner-city transport network**

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Submission to: **New Zealand Transport Agency**

Plan: **Cobham Drive to Buckle Street Transport Improvements**

From: **Wellington City Council**

Date: **7 October 2011**

## **1. Introduction**

- 1.1. Transport is a vital component in the economic, social and cultural wellbeing of cities. State Highway 1 is a critical part of Wellington's transport system. It connects the city to the North Island and provides access to key infrastructure, including Wellington International Airport, Wellington Regional Hospital, schools and universities, recreational facilities, and the National War Memorial. Its functioning and design affects our economy and urban environment, as well as the local transport network.
- 1.2. The Council therefore considers it very important to provide feedback on the state highway projects proposed by the New Zealand Transport Agency (NZTA) within inner city Wellington, titled 'Cobham Drive to Buckle St transport improvements'
- 1.3. Council has the dual function of enabling democratic local decision-making and action, and promoting the social, economic, environmental, and cultural well-being of Wellington, in the present and for the future. In addition, the Council has specific statutory roles as the road controlling authority for the local network and the agency responsible for land use planning.
- 1.4. The Mayor and Councillors hold the Town Belt as trustees on behalf of the citizens of Wellington under an 1873 deed of trust (Town Belt Deed 1873). This submission has not been considered by the Council acting in its role as trustee, and accordingly nothing in this submission can be taken as the formal position of the Town Belt trustee.
- 1.5. This submission comments on the proposals included in the public engagement document 'Cobham Drive to Buckle Street transport improvements', which seeks feedback on key aspects of the planned projects. The submission does not address the need for the state highway improvements, which was discussed in the 2010 Regional Land Transport Strategy and the Ngauranga to Wellington Airport Corridor Plan.
- 1.6. The Ngauranga to Airport Corridor Plan (N2A) was developed in partnership by NZTA, WCC and GWRC. All three parties adopted the Plan following extensive consultation. In respect of this part of the roading network N2A confirmed the need for grade separation to occur at the Basin Reserve within 10 years, and set out a process to determine whether or not replication of the Mt Victoria Tunnel and widening of Ruahine St and Wellington Road would be required.

## **2. Submission Summary**

- 2.1. The proposed inner city transport projects represent a major change in the future urban form of Wellington. They would improve the accessibility of the central city, southern and eastern suburbs, and the airport. The infrastructure proposed will exist for the long term.
- 2.2. The submission highlights a number of areas where the Council considers that further work is required, or where the proposals should be amended or refined.

- 2.3. The Council wishes to work with NZTA in an ongoing process to achieve the best possible social, economic, environmental, and cultural outcomes for the City from these significant transport investments.
- 2.4. The submission discusses the separate elements of the projects, commencing in Buckle Street with a discussion of the importance of the New Zealand Memorial park, the options for the Basin Reserve, the second Mt Victoria Tunnel, and the widening of Ruahine Street and Wellington Road. The final section of the submission discusses a number of technical or operational issues which the Council would expect to see addressed in the next phases of investigations.
- 2.5. On the critical issue of the options at the Basin Reserve, that Council's preference is to tunnel the state highway from Buckle Street to the approach of Mount Victoria Tunnel in order to preserve the integrity and heritage of the National War Memorial, the Basin Reserve and Government House.
- 2.6. Of the NZTA proposed options, Council considers option A (a bridge close to the Basin Reserve) is preferable to option B. This option would however require significant mitigation, reflecting the importance of the location.
- 2.7. If a bridge option is eventually selected, NZTA should ensure that any design and construction is future-proofed so that it will be possible to construct an underground option at Memorial Park and/or through to the Terrace tunnel in the future, if funding becomes available. Council notes that undergrounding Memorial Park now could deliver a head start on full undergrounding through to the Terrace tunnel.

### **3. Integrated Approach**

- 3.1. New Zealand's state highway network has a vital role as the strategic road network for the country – connecting communities, enabling people to get to and from work quickly and efficiently, and providing a convenient and robust route for freight.
- 3.2. In major metropolitan areas, much of the traffic on state highways is local, and effective integration with the local transport network is essential for cities to function effectively. The transport network as a whole supports community aspirations and the development of the city, and in addition to individual transport projects having impacts on the functioning of the wider transport system, they can alter people's decisions about where they live and work.
- 3.3. It is therefore essential that transport projects are not planned in isolation, either of other transport projects, or even more significantly in isolation from other strategic objectives most notably around urban form. The Council continues to support the multi-modal approach taken in the N2A Corridor Plan.
- 3.4. Council notes the importance of the inner-city state highway projects being planned and managed taking into account the links with the local transport system and other projects identified in the N2A Corridor Plan, including the Wellington bus review, Wellington public transport spine study, bus priority projects, and redevelopment of the Adelaide Road and Kilbirnie Town Centres. The Council will work with NZTA ensure the

integration between transport and other planning is maintained. Council notes the governance, management, technical and communications arrangements between WCC, NZTA and GWRC in the Public Transport Spine Project and would also like to establish appropriate mechanisms for working together on roading projects within the city.

#### **4. New Zealand Memorial Park**

- 4.1. As the Council understands them, the objectives of the proposed New Zealand Memorial Park are to:
  - enhance the setting of the National War Memorial;
  - provide a space for people to congregate on ceremonial occasions such as Anzac Day;
  - create an area in the capital city for the development of new memorials from countries which New Zealand has a close relationship with;
  - provide a park to be utilised by day to day users;
  - retain and enhance the strong heritage values of the area.
- 4.2. The proposed park would provide an important addition to the inner city open space network, required by the growing city population and revitalisation of the Mt Cook centre, and provide a large green space that can be used for passive or active recreation. It could also allow for ecological functions such as storm water filtration through natural mechanisms.
- 4.3. Since plans for the park were originally announced in 2005, there have been a variety of plans put forward. While the design of the park will be significantly impacted by option eventually chosen by NZTA for grade separation at the Basin Reserve (discussed further below), under any option the following should be taken into account:
  - 4.3.1. The national significance of the proposed New Zealand Memorial Park must be recognised in planning for the precinct.
  - 4.3.2. The park should make a positive contribution to the processional route linking Government House, the National War Memorial, and Parliament.
  - 4.3.3. The objectives of the park (set out in 4.1) must be taken into account in the design of the road corridor.
  - 4.3.4. The park design should ensure that the connections with Cambridge and Kent Terraces allows for the future creation of a boulevard.
  - 4.3.5. The Council's commitment of \$2 million is premised on the park objectives being met in full.
- 4.4. Council considers that Memorial Park would best achieve these objectives with State Highway 1 being undergrounded for as long a distance as possible.

#### **5. Basin Reserve**

- 5.1. The precinct around the Basin Reserve and National War Memorial is very significant in forming the special character of Wellington. In addition to nationally significant sites such as the National War Memorial, Government House and the Basin Reserve itself, there is a concentration of Council listed heritage places and New Zealand Historic Places Trust

(NZHPT) registered category I and II historic places, other unregistered heritage buildings, sites of significance to Maori, archaeological sites, trees, and the area is adjacent to the Mt Victoria special character area. The Basin Reserve is the oldest first-class cricket venue in New Zealand, and one of the oldest cricket grounds in the world – safeguarding its future as an international test venue is important to Wellington.

- 5.2. The area is also a significant intersection, with a high volume of traffic both north-south and east-west. Grade separation was identified as a high priority project in the N2A Corridor Plan, and the current Regional Land Transport Programme similarly identifies it as a high priority project from a regional perspective. Council confirms its support for grade separation.
- 5.3. The appropriate mechanism for achieving grade separation is to tunnel the state highway from Buckle Street to the approach of Mount Victoria Tunnel. This is necessary to preserve the character of this nationally important area, and the integrity and heritage of the National War Memorial, the Basin Reserve and Government House.
- 5.4. Of the two options proposed by NZTA, the Council prefers Option A on the basis that, while the transport benefits of the two options are similar as both separate north-south traffic from east-west traffic, Option A:
  - 5.4.1. aligns the proposed bridge structure with the original city grid, which is preferable to creating a structure that interferes with the built fabric further north;
  - 5.4.2. has a lesser negative impact on the proposed design of Memorial Park;
  - 5.4.3. has a less negative impact on Mt Victoria;
  - 5.4.4. provides a better alignment for a walking and cycling route;
  - 5.4.5. has less curves and is therefore contributes to overall safety.
- 5.5. In the Council's view, the former Home of Compassion crèche would need to be relocated under both Options A and B, so the only aspect in which Option B is preferred is that it lessens the impact on the Basin Reserve.
- 5.6. The proposed cycleway / walkway as part of Option A would provide a significantly improved route from Hataitai to Buckle Street (and on to Karo Drive) in comparison with the alternate route passing under the bridge and on to Kent Terrace. It would also provide cyclists with an improved connection to Tory Street, which has been identified by the Council as a key cycle route. The Council's preferred option is for the cycleway / walkway to be on the harbour side of the bridge as it provides a more favourable link to the cycle route at either end of the bridge. If a flyover option is constructed Council considers the cycleway /walkway to be an essential component, for safety of vulnerable users, and for removing on road conflict between cyclists and motorists. Council would not support either flyover option without inclusion of provision for walking and cycling. NZTA's attention in this regard is particularly drawn to the objectives for grade separation at the Basin Reserve which highlighted the objective to improve walking and cycling.

- 5.7. If a second Mt Victoria tunnel has been constructed there will be no further future opportunity to increase roading capacity from Hataitai to the city, and the management of peak hour congestion will require increased focus on encouraging some commuters to switch to other modes. If a decision is made now that the bridge does not include infrastructure to support active modes, retro-fitting is likely to be required in the future at a higher cost.
- 5.8. Under this option, Buckle Street should be moved northwards to allow the maximum possible space for people to congregate in front of the New Zealand War Memorial and the Tomb of the Unknown Warrior, and a pedestrian crossing should be provided in front of the War Memorial.

## **6. Basin Reserve –further discussion on Option A**

- 6.1. However, notwithstanding that Option A is preferable to Option B, it will still have a significant number of negative effects on the local environment. While a standard flyover will achieve the transport objectives, it will also impact on the Kent – Cambridge Terrace boulevard, and significantly change the character of this important area, and impact on amenity values. It would also impact significantly on local residents. The design of Buckle Street and the flyover structure may have a significant negative impact on the planned New Zealand Memorial Park, which should be a place of remembrance, contemplation and also celebration. These impacts will require significant mitigation. Council wishes to work with NZTA on further design and mitigation thinking.
- 6.2. NZTA's assessment of Option A is that the social impacts are minor positive, the built heritage impacts are severe negative, and the urban design impacts are minor negative<sup>1</sup>. Although the Council agrees with the assessment of the heritage impacts, the Council does not accept the assessments of the social and urban design impacts, which understate the negative impacts.
- 6.3. The Council is aware that the NZTA estimate of the cost of Option A includes a budget for enhancing the flyover design to reflect its urban location, and for landscape and urban design treatments under and around structures etc.
- 6.4. However, further mitigation will be needed to address the visual and noise impacts on the Basin Reserve, to improve the environment around the flyover, address the visual impact from Cambridge and Kent Terraces and Mt Victoria, and future proof for future improvements to Cambridge and Kent Terraces.
- 6.5. The integration of buildings with the bridge structure, a bridge structure that includes arcades for commercial or recreational space, artwork and lighting treatments on the structure, alternate materials and finishes, extensive screening planting and landscaping should all be investigated. Option A is not acceptable without significantly more mitigation than is currently provided for.
- 6.6. Given the nationally significant location and the potential benefits of an underground option, NZTA should ensure that any design and

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<sup>1</sup> Feasible Options Report, January 2011, Table 9.20

construction is future-proofed so that it will be possible to construct an underground option through Memorial Park in the future, if funding becomes available, and undergrounding is not delivered at this stage.

## **7. Second Mt Victoria Tunnel**

- 7.1. A second Mt Victoria tunnel and associated road widening of Ruahine St and Wellington Road was proposed in the Ngauranga to Airport Corridor Plan as a project that may happen beyond 10 years. It was agreed that a decision whether to proceed or not would follow a feasibility study and scheme assessment process and consideration of the environment as it then is.
- 7.2. If and when the second tunnel is constructed, the Council supports the proposed alignment of the Mt Victoria tunnel to the north of the existing tunnel.
- 7.3. However, Council recognises the impact on the heritage fabric of Mt Victoria. Etterick House (listed on the District Plan and an NZHPT category II historic place) and the former Catholic Presbytery at 7 Paterson Street are both affected, in addition to the removal of several other pre 1930's dwellings and changes to the local grid pattern.
- 7.4. The Council supports NZTA investigating the relocation of both Etterick House (which has been relocated previously) and the former Catholic Presbytery within the Mt Victoria character area. Careful consideration of how the tunnel entrance and surroundings integrate with the existing buildings and the urban landscape is required.
- 7.5. The Council strongly supports the provision of walking and cycling facilities in the new tunnel as existing facilities will no longer be accessible if the new tunnel is added to the north, and as the removal of the walkway from the existing tunnel is intended to allow the traffic lane spacing to be improved.
- 7.6. The most significant issues identified by walkers and cyclists using the current Mt Victoria tunnel are noise, air quality, width of path, and smell<sup>2</sup>, and it is important that these issues are addressed by the tunnel design.
- 7.7. The design should include a wall (with window) between the pedestrians and cyclists and the vehicles, along with other features such as lighting, security cameras, emergency phones, and other amenity measures such as a ventilation system.

## **8. Ruahine Street and Wellington Road**

- 8.1. The widening proposed would see the majority of Ruahine Street and Wellington Road being 5 or 6 lanes, with 7 lanes at intersections in addition to the proposed service lane. The Ngauranga to Airport Corridor Plan background work was based on 4 laning. The increase from 4 lanes greatly increases the amount of land required from the Town Belt, and creates a significant barrier between Hataitai and the Town Belt.
- 8.2. While it has various impacts which will need to be considered, the option of widening Ruahine Street to the west (which would require the

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<sup>2</sup> For example, see Traffic Design Group, November 2009. Mt Victoria Tunnel Pedestrian and Cyclist Interviews, Survey Report

compulsory acquisition of Town Belt land) is considered on balance to be less damaging to widening into the residential area to the east.

8.3. The Council is concerned that the benefits from the widening of Ruahine Street to the extent proposed in time savings for vehicular traffic may be outweighed by unnecessary negative impacts on:

- other modes of travel
- good urban form
- local connectivity and accessibility
- the amenity of the adjoining Hataitai community
- the Town Belt.

8.4. The Council consistently receives feedback from the community that 6 or 7 lanes of traffic are experienced as a barrier between the CBD and the waterfront<sup>3</sup>, in spite of the frequent signalised pedestrian crossings and overbridges. The proposed layout of Ruahine Street creates a similar width barrier to a major recreational space. This would be exacerbated by the higher speed of traffic on Ruahine St, and the more limited number of crossing points.

8.5. The width of traffic lanes, presence of a central median, turning lanes and traffic design speeds all need to be re-considered in the light of the use of the road and the adjoining uses in the Town Belt and Hataitai. The focus should be on providing a high capacity urban street which integrates with the urban fabric and the adjacent Town Belt. The Council wishes to work with NZTA to identify an appropriate balance between achieving the maximum transport benefits and achieving a road that is appropriate in its local space.

8.6. The Council supports the decisions to

8.6.1. remove the right turn out of Taurima Street to Ruahine Street, which is unsafe, causes congestion, and allows rat running by people attempting to avoid queues on Ruahine Street;

8.6.2. install signals at Goa Street, improving access to Hataitai Park and addressing the congestion that occurs at this intersection, particularly at weekends.

8.7. The Council supports improvements to the intersection of Ruahine Street and Wellington Road to improve safety while maintaining its current function as part of a dangerous goods and oversized vehicle route.

8.8. As with Ruahine Street, further work on the design speed and turning lanes should be undertaken to reduce the size of any cut required into the Town Belt to the greatest degree possible.

8.9. The proposed road alignment of Wellington Road and Ruahine St, and proposed increase in the width of the designation will have a very significant impact on property owners, given the need to acquire 19 properties, some of which have multiple owners which could mean that over 100 people could be faced with losing their homes, and a huge level of uncertainty and all the stress that brings. Again Council questions the proposed road width extending beyond the existing designation to the

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<sup>3</sup> Most recently, in the just completed public consultation on Wellington 2040

degree proposed. If the designation is widened to that degree it will have significant effects.

- 8.10. Given the uncertainty created by the long time frame until construction is scheduled, mechanisms should be put in place immediately to assist owners who wish to sell in the interim, and reduce the impact of uncertainty relating to the timing of the projects. People should not have to wait until the completion of any Notice of Requirement process before being able to sell, move on and get on with their lives. Council considers that it would not be fair for owners to have their lives and their ability to sell put on hold. Council also wants to ensure that extended uncertainty does not lead to urban blight and properties being run down, especially given the route's significance as an entrance to the city.

## **9. Impact on the Town Belt**

- 9.1. For 170 years, Wellingtonians have used and enjoyed the Town Belt in many different ways, and the Town Belt is considered a very important part of Wellington's open space by the community, and of our collective sense of place. It includes parks and play areas, around one-third of the sportsfields, buildings and facilities used by Wellington's sports and recreation groups (including Hataitai Park), as well as many walking and mountain biking tracks, and extensive areas of native and exotic vegetation.
- 9.2. The projects will have significant adverse impacts on the Town Belt in a number of ways, including:
- 9.2.1. the loss of land, noting that the Town Belt extends to the east side of Ruahine Street
  - 9.2.2. landscape impacts on the Town Belt as a visual backdrop to Wellington, particularly at the tunnel portals against Mt Alfred and where large cuttings are required
  - 9.2.3. loss of amenity and changes to the character of parts of the Town Belt adjacent to Ruahine Street resulting from the increased volume of traffic and width of the road
  - 9.2.4. displacement of recreational activities, particularly badminton and the dog exercise area, and the displacement of Hataitai Kindergarten
  - 9.2.5. loss of mature trees and indigenous vegetation
  - 9.2.6. changes to parking in Ruahine Street and traffic impacts in Moxham Ave that are likely to impact on the demand for parking for Hataitai Park, particularly at weekends
  - 9.2.7. Council considers that the proposals will have the positive effect of improving vehicle access at Goa Street.
- 9.3. The Council wishes to continue working with NZTA in the next phase of the project to identify how these impacts can be avoided, reduced or mitigated, and to ensure the protection of open space amenity and other valuable parts of the Town Belt such as the mature tree framework. Mana whenua should be invited to join in these discussions.

- 9.4. Future discussions about nature and level of compensation for the loss of Town Belt land will be required with the Council acting as trustee.

## **10. Ruahine St – Wellington Road Pedestrian and Cycle Path**

- 10.1. The proposed pedestrian and cycle path adjacent to Ruahine Street and Wellington Road will also function as a service lane for residential access. The Council supports the provision of facilities for walking and cycling, and in particular supports an off-road cycle facility.
- 10.2. The Council has the following concerns about the safety and effectiveness of this proposal:
- 10.2.1. It is unclear how the intersections will work safely, particularly at the intersections with Goa Street and Hamilton Road where vehicles will need to join busy traffic.
  - 10.2.2. The combination of vehicular traffic (even if only at low volumes) with cycling and walking within one undivided path is likely to be unsafe.
  - 10.2.3. As a result of the service lane function, there are sections where visitors to properties or service vehicles are likely to park in the lane, reducing the safety of other users.
- 10.3. Adequate provision for walking, cycling, and vehicular access to houses is essential. The Council wishes to work with NZTA to refine the current proposal to make it more workable.

## **11. Other local impacts**

- 11.1. The removal of the right turn at Taurima Street, changes to intersections at Goa Street, and removal of access from Moxham Avenue and Walmer Street to Wellington Road will have a cumulative impact that significantly changes the pattern of traffic on local streets in Hataitai.
- 11.2. Council is also concerned by the potential impacts on vehicle movement on local streets within Mt Victoria resulting from closing access routes.
- 11.3. To a certain extent these changes are unavoidable, but Council will work with NZTA to ensure that community concerns about local traffic are addressed to the greatest extent possible.
- 11.4. The loss of space at Kilbirnie Park space will impact on both winter (rugby and football) and summer (cricket) codes in what is an important space for formal sports, particularly as the demand for sports fields already exceeds supply. It is essential that any reconfiguration of this park provides for these sports and Council will work with NZTA to ensure this can be achieved.

## **12. Project Timing**

- 12.1. Council recommends that NZTA raises the priority level of the second Mount Victoria tunnel within its programme so that construction would immediately follow that of the Basin Reserve roading changes.

## **13. Other Issues**

13.1. This section of the submission raises a variety of technical or operational issues which the Council would expect to see addressed in the next phases of investigations.

### *13.2. Transport and local roading impacts*

- The Council looks forward to work to clarify the impact of projects on local roads as soon as practicable, and to engagement with NZTA on the Inner City Bypass optimisation project. There is currently no funding allocated in the regional land transport programme for Council expenditure arising from these projects. As a matter of general principle Council would expect that NZTA would fund work required as a result of its proposals.
- Depending on the design of Memorial Park (underground, road shifted and to what degree) early consideration should be given to how Buckle Street will be managed when there are occasions at the War Memorial that are likely to be attended by large volumes of people.
- The introduction of slip lanes at intersections is generally not supported due to the negative impact for pedestrians. This is particularly an issue at the intersection of Wellington Road with Hamilton Road / Kilbirnie Crescent.

### *13.3. Heritage*

- The earthworks associated with the various projects are likely to disturb a number of archaeological sites (as defined in the Historic Places Act 1993) and will therefore require archaeological authority from the New Zealand Historic Places Trust. A protocol for dealing with accidental discoveries should be established.
- The project is likely to provide opportunities to capture information about a number of sites, such as the culvert containing the waterway under Cambridge and Kent Terrace, sites in Mt Victoria, the northern slopes of Hataitai and Kilbirnie Park. Work should be undertaken to ensure these opportunities are maximised.

### *13.4. Basin Reserve*

- In addition to the built heritage around the Basin Reserve, there are a number of significant trees around that should be protected and retained where possible.
- The landscaping improvements should result in a net increase in trees, acknowledging that either option results in loss of substantial trees, and that the planting under the bridge is impracticable.

### *13.5. Town Belt issues*

- The natural environment assessment (technical report) provided on the NZTA website is based on the 1995 Town Belt Management Plan, which is significantly out of date, and the assessment should therefore not be relied upon without being updated.

- Planning should be undertaken to ensure there are no impacts on the children's bike skills area above the intersection of Wellington Road and Ruahine Street.
- Where practicable, large mature trees should be relocated.
- The access onto the Town Belt across Wellington Road and to the Hataitai to City track entrance/exit off Taurima Street should be retained.
- Landscaping should take into account the proximity of the Town Belt. The Council would appreciate the opportunity to have input into the practicality and suitability of the detailed plans.

#### *13.6. Consultation*

- There should be adequate consultation and liaison with Port Nicholson Block Settlement Trust and Te Runanga O Toa Rangatira on the impacts on the Town Belt, and the significance of particular sites, including the edge of Kilbirnie Park where there is a strong likelihood of archaeological remains of Maori settlement.
- Council wishes to continue to be involved in discussions with affected sports clubs and the kindergarten.

#### *13.7. Construction*

- Council wishes to be involved in discussions early on in the planning for the mitigation of construction effects on the use of and access into Hataitai Park, Kilbirnie Park, and the wider Town Belt during construction.
- Council would be interested in discussion of potential disposal sites for any material being removed during construction of the second tunnel and realignment of Ruahine Street and Wellington Road.

File No: TP/03/24/03  
13 October 2011

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Dear Ms Chetwynd

## **Submission from Greater Wellington Regional Council on the proposed Cobham Drive to Buckle Street transport improvements**

### **1. Introduction**

Thank you for the opportunity to provide feedback on the proposed improvements to Wellington's inner-city transport network between Cobham Drive and Buckle Street.

Greater Wellington's submission focuses on consistency of the proposals with the planning framework provided by the Ngauranga to Airport Corridor Plan, public transport considerations, and fit with the policy framework provided by the regional walking, cycling and road safety plans.

### **2. Strategic policy framework**

The Wellington Regional Land Transport Strategy 2010 – 2040 identifies key outcomes for the region's transport network. Under this policy framework, the region develops a number of multi-modal corridor plans (including the Ngauranga to Wellington Airport Corridor Plan) and mode or issue specific implementation plans (including regional walking, cycling, and road safety plans).

### **3. Ngauranga to Airport Corridor Plan**

The Ngauranga to Wellington Airport Corridor Plan provides the agreed framework for a multi-modal approach to transport improvements through central Wellington.

The corridor plan aims to strengthen four key transport elements in the city:

1. a high quality and frequency passenger transport 'spine'
2. highly accessible and attractive 'activity' or shopping streets
3. a reliable and accessible 'ring' or bypass route for vehicles
4. inter-connected and convenient local street, walking, cycling and passenger transport networks.

The current Wellington Public Transport Spine Study, being lead by Greater Wellington, will investigate the feasibility and options to deliver the frequent and high quality public transport ‘spine’ element of the plan. Other public transport improvements are already in place or underway to improve public transport quality along the spine in the short-term – eg. the Manners Mall alignment project, bus priority measures and Real Time Information.

Improvements to the Basin Reserve, to separate north-south from east-west traffic flows and to enable a dedicated public transport corridor to be implemented without significantly worsening traffic congestion, is a key action to support the corridor plan approach.

Investigating and constructing improvements to State Highway 1 (by duplicating the Terrace and Mt Victoria tunnels and four-laning Ruahine Street and Wellington Road) is also identified in the plan to contribute to the reliable and accessible ‘ring road’ approach. Timing of these aspects of the corridor plan is signalled to occur later than the Basin Reserve improvements. This is so that we can implement improvements to the public transport spine as a priority and take account of the impact of these improvements on the wider network.

NZTA’s Cobham Drive to Buckle Street transport improvements proposal is consistent with the strategic framework of the corridor plan. Greater Wellington would emphasise the importance of the timing of projects within the corridor plan, with the Basin improvements implemented first, and the wider improvements implemented later alongside the public transport spine improvements.

#### **4. Regional Walking, Cycling and Road Safety Plans**

Through the Regional Land Transport Strategy and its implementation plans, the region seeks to provide safe and accessible provision for pedestrians and cyclists, increase the use of walking and cycling, and improve road safety.

NZTA’s proposal has aspects that will be beneficial to active modes in terms of the role of streets and particular routes within the Wellington City transport network. Some enhanced walking and cycling provisions through new facilities are also part of the proposed improvements. There are also road safety benefits associated with the proposal by upgrading intersections and crossings along the SH1 route.

The detailed design of the proposals will be crucial to ensure that these potential benefits are realised. Greater Wellington seeks continued involvement in development of walking and cycling provision through the detailed design phase of this project. We note that some very useful feedback was received through the submission process from pedestrians, cyclists and advocacy groups and we encourage further consideration of this feedback as detailed design phases are progressed.

#### **5. Public Transport Considerations**

Improving public transport travel times and reliability along the north-south route through the Basin Reserve, a key public transport corridor, and allowing for a dedicated public transport spine in future, are both crucial to support growth of public transport mode share in Wellington City. The proposed improvements, including grade separation at the Basin Reserve, support this outcome

together with other objectives for the transport network identified through the Ngauranga to Airport Corridor Plan.

Wider public transport network impacts and improvements will need to be considered and integrated with NZTA's proposals to ensure that the benefits for public transport envisaged as part of the Ngauranga to Airport Corridor Plan are realised. This will require close and ongoing engagement between NZTA, Wellington City Council, Greater Wellington and public transport operators.

The following sections provide comments and suggestions relating to specific parts of the overall proposals, within the context of the framework set out above.

## **6. Basin Reserve Improvements**

As mentioned above, Greater Wellington supports grade separation at the Basin Reserve as this is expected to improve bus journey times by up to 35% along the Kent/Cambridge and Adelaide Road corridor in peak times. As stated in the consultation brochure, the project is crucial to allow a high quality public transport system (such as bus rapid transit or light rail) to operate efficiently in the longer term. It will also have benefits for other road users in relation to travel times, reliability and safety.

Of the two options presented for grade separation at the Basin Reserve intersection, Greater Wellington considers Option A to be the most appropriate. Not only does this option cost less than Option B, but, more importantly from an urban form aspect, it aligns with the existing street grid pattern, it involves less severance through Memorial Park, and it has a lesser footprint and impact on properties.

In relation to the alternative Option X proposed by the Architectural Centre during the consultation period, we note the following advice received from NZTA.

- Option X is a concept only that has not been developed to the same level of detail as other the options and there is significant uncertainty around the actual cost of this scheme.
- The transport benefits of this option are 10-15% less than for other options and it would cost around \$145M-\$200M which would be significantly more expensive than the options under consultation.

We also note that NZTA has identified concerns about Option X relating to the impact on property in Sussex Street in order to achieve safe road and footpath widths, traffic impacts on Tory and Tasman Streets, a steep gradient for pedestrians/cyclists and public transport on the west side of the Basin Reserve, and significant costs associated with tunnelling under Memorial Park for which funding is not currently available.

Greater Wellington notes that a similar option (known as Option F) involving an east-west tunnel was assessed during NZTA's options development stage but was later ruled out, primarily due to its high cost and consequent low benefit/cost ratio. It is likely this would have been supported by Greater Wellington had it proved to be affordable.

However, even if funding for these more expensive alternative options were made available through the national land transport fund, the region would need to consider the subsequent impact on funding availability for other regional transport projects, in the context of the priorities set out in the Wellington Regional Land Transport Strategy.

In relation to tunnelling under Memorial Park, Greater Wellington supports future proofing the design of the preferred option to allow for the possibility of a tunnel to be built under Memorial Park in future, should funds become available.

## **Public transport**

We ask that Greater Wellington be closely involved in the detailed design of proposed improvements at the Basin Reserve. A number of public transport projects being led by Greater Wellington will need to be integrated with the proposals. The Wellington City Bus Review will determine short to medium term improvements to the public transport network through the city, and the Wellington PT Spine Study will identify the best options for the longer term along this core corridor. Relevant issues for further discussion include: the location of bus stops; the suitability of the road layout to facilitate a possible future high quality public transport system; and the timing of the improvements.

### **6.1 Walking and cycling**

Ensuring maintained and enhanced access for pedestrians and cyclists through the Basin Reserve precinct as part of the proposed improvements will be very important.

Greater Wellington strongly supports inclusion of a clip-on pedestrian/cyclist facility on the bridge structure to the north of the Basin Reserve. This would provide an additional walking/cycling connection and contribute to enhancing access for pedestrians and cyclists. We think it would be a missed opportunity not to provide this additional connection for pedestrians and cyclists as part of this key transport interchange upgrade.

We note that proposed improvements around the Basin Reserve should specifically address the issue of safe and effective walking and cycling facilities between Adelaide Road and Kent/Cambridge Terrace at all times of the day, including when the route through the Basin Reserve itself is closed.

## **7. Mt Victoria Tunnel Duplication**

Greater Wellington supports the duplication of the Mt Victoria Tunnel in the longer term to ensure safe and effective traffic movement along this route.

We strongly support the proposed pedestrian and cyclist facilities as part of the duplicated tunnel. Of the two proposed options, we prefer the first option which involves full separation of the pedestrian and cyclist facility from the traffic lanes. This option includes transparent sections (windows) to provide pedestrians and cyclists with adequate personal security, while protecting against vehicle noise and fumes. A NZTA survey of pedestrians and cyclists found vehicle noise and fumes to be the primary dis-incentives for using the existing tunnel facility.

## **8. Ruahine Street/Wellington Road Upgrades**

Overall, Greater Wellington supports the upgrade of Ruahine Street/Wellington Road in the longer term to ensure safe and effective traffic movement along this route.

### **8.1 Public transport**

The proposed improvements along the SH1 route are expected to take traffic away from adjacent routes used by public transport such as Constable Street and Wallace Street, with associated benefits for bus journey times along these routes.

It will be important that the traffic impacts on Moxham Avenue, as a result of the proposed intersection changes, are considered in relation to their impact on this key public transport corridor serving Hataitai and the eastern suburbs. Enhancements such as bus priority lanes along Moxham Avenue and other key streets may be required alongside the Ruahine Street/Wellington Road improvements.

### **8.2 Road safety**

The road safety aspects of the proposed improvements are strongly supported.

In particular, we support the closure of right turning out of Taurimu Street and intersection upgrades at Goa Street and Wellington Road. Even with traffic volumes at current levels, these intersections are becoming unsafe for road users.

The proposed intersection upgrades along this route will also improve pedestrian safety and connectivity across Ruahine Street, between destinations such as Hataitai Park and Hataitai Village, which is currently difficult for pedestrians to cross.

### **8.3 Walking and cycling**

With the implementation of the proposal, traffic is expected to be reduced along the waterfront route (Evans Bay to Oriental Bay) which would benefit other users of this popular commuter and recreational cycling route.

Greater Wellington supports the proposed off-road facility for walking/cycling along Ruahine Street/Wellington Road that links with the existing Cobham Drive shared path facility. This would provide a safe off-road option for cyclists and pedestrians travelling between the eastern suburbs and the central city. It is likely that most pedestrians who travel north-south through Hataitai will continue using Moxham Avenue as the focus of residential and community activity, therefore we think that a shared walk/cycle facility (of a good width for passing) would be acceptable.

However, we encourage further consideration of the detailed design aspects of this facility to ensure that it will be safe and used to full potential. This could include looking at best practice guidance for these types of facilities and considering, for example, how the facility could be designed to discourage illegal/unintended parking.

There is also a need to ensure pedestrians and cyclists can cross Taurima Street safely and conveniently where the pedestrian/cyclist facility exits the tunnel and joins the shared pathway along Ruahine Street. Providing safe and convenient crossing of the other intersections along the new pathway is also crucial.

## **Conclusions**

Greater Wellington supports the proposed improvements from Cobham Drive to Buckle Street which are consistent with the Ngauranga to Airport Corridor Plan.

We ask that NZTA progress the Basin Reserve grade separation component of the wider proposal as soon as possible.

Option A is preferred out of the two proposed options for grade separation at the Basin Reserve.

Greater Wellington supports future proofing the design of the preferred option to allow for the possibility of a tunnel to be built under Memorial Park in future should funds become available.

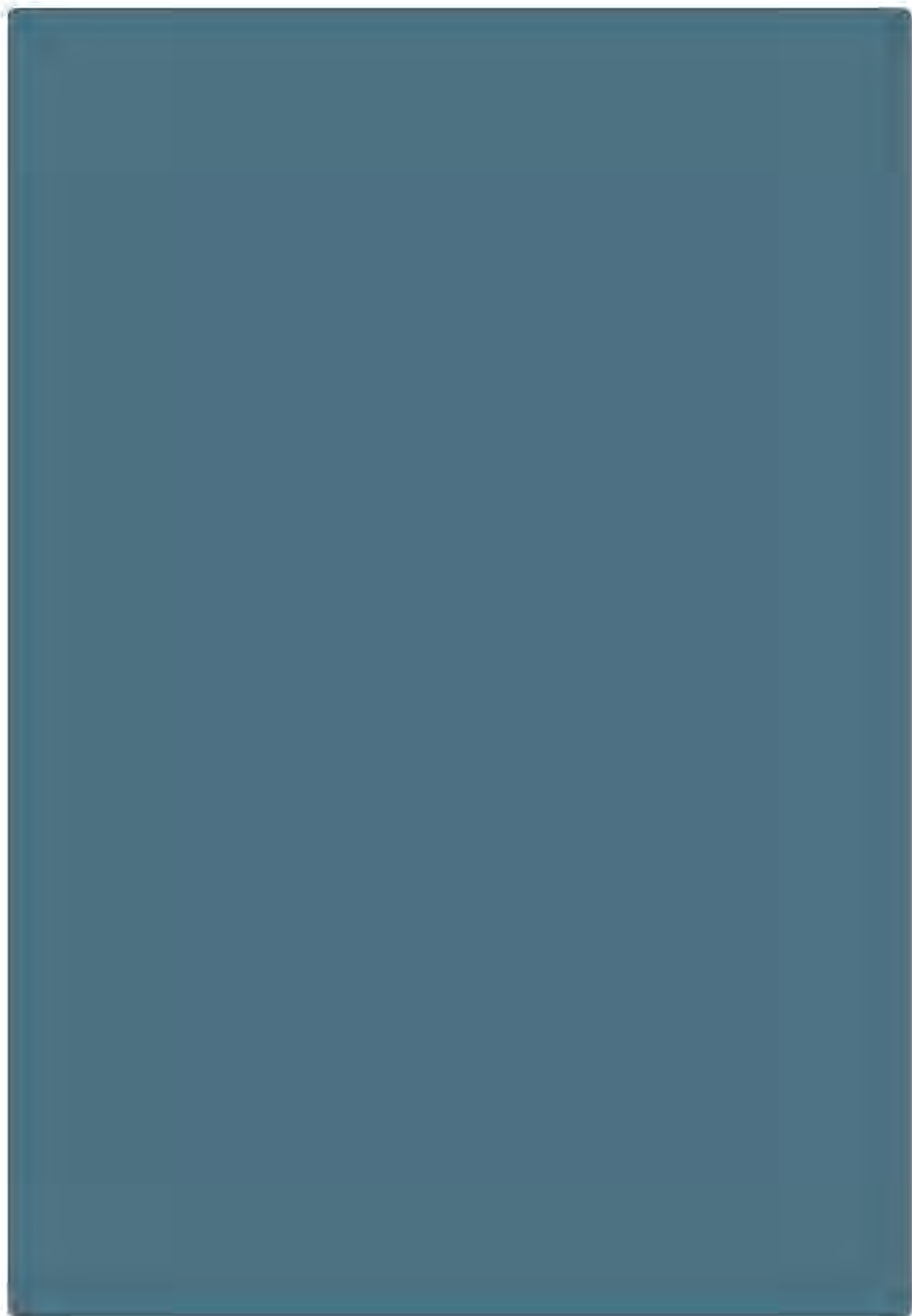
Greater Wellington supports inclusion of a 'clip-on' pedestrian/cyclist facility on the proposed bridge structure north of the Basin Reserve

In relation to the proposed new duplicated Mt Victoria tunnel, we support the option with full separation (by a wall with windows) between pedestrians/cyclists and general traffic.

Greater Wellington seeks ongoing involvement in the future development of these proposals, particularly in terms of how they integrate with existing and future public transport networks.

Yours sincerely

**Fran Wilde**  
Chair



Want to find out more?

## Our contact details

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For general enquiries, or contact information about NZ Transport Agency please check our website [www.nzta.govt.nz](http://www.nzta.govt.nz) or email us at [info@nzta.govt.nz](mailto:info@nzta.govt.nz)

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