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## **BASIN BRIDGE PROJECT PROPOSAL: APPROACH TO SUBMISSION, AND BOARD OF INQUIRY PROCESS**

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### **1. Purpose of report**

Drawing directly from the decisions of the Strategy and Policy Committee on 21st March 2013 the purpose of this paper is to seek the Committee's agreement to the draft submission to be filed with the Environmental Protection Agency (EPA) in respect of the New Zealand Transport Agency's (NZTA) notice of requirement for the Basin Bridge and associated works. The report also provides an update on discussions held with NZTA around mitigation options and addresses land use matters associated with the proposed Basin Reserve building and occupation of a small area of the Canal Reserve in between Kent and Cambridge Terraces.

The draft submission, attached as **Appendix 1**, sets expectations for the mitigation of adverse effects associated with the Basin Bridge. It is proposed that these expectations form the basis of evidence to be given by Council's experts at the Board of Inquiry (BoI) hearing scheduled for December. The relevant experts have reviewed these expectations and their input has been included.

### **2. Recommendations**

It is recommended that the Strategy and Policy Committee:

- 1. Receive the information.*
- 2. Note that the proposed Basin Bridge addresses Council's Ngauranga to Airport Corridor Plan strategic commitment to achieve separation of north-south traffic from east-west traffic, with the objective of improving performance for public transport, general traffic, cycling and walking.*
- 3. Note that the Council's current (2006) Transport Strategy focussed on improving access to and through the city, travel demand management including support for walking and cycling, facilitating an efficient state highway around the central city, and delivering bus priority measures through the central city and on key arterials.*
- 4. Note that the Council has and continues to advance delivery of these strategic objectives through investment in bus priority, walking and cycling and through working with the New Zealand Transport Agency on improvements to the State Highway network in the city.*

5. *Agree the submission attached in Appendix 1 as the Wellington City Council's submission to the Environment Protection Agency on the Basin Bridge Proposal.*
6. *Note that the submission sets out expectations for the mitigation of adverse effects identified by the Strategy and Policy Committee on 21 March 2013, and that the experts who represent Council in the Board of Inquiry process will focus their evidence on these expectations.*
7. *Note Council's obligations as trustee of the Basin Reserve under the 1884 deed of trust*
8. *Agree in Council's capacities as trustee, lessor and administering body under the Reserves Act 1977 of the Basin Reserve:*
  - (i) *That the proposed 65m long northern gateway building can be constructed on the Basin Reserve; noting that the building will be owned by Council but form part of the existing lease of land and buildings to the Basin Reserve Trust.*
  - (ii) *To the Basin Reserve Trust's request that Council grant all licences and other authorisations necessary to construct the 65m long northern gateway building and/or ancillary to Council's agreement in resolution 8(i) above. For the avoidance of doubt, this does not include any regulatory approvals or consents that may be required.*
  - (iii) *To delegate to the Chief Executive authority to execute any documents necessary to give effect this resolution 8.*
9. *Recommend to Council in Council's capacities as trustee, territorial authority and administering body under the Reserves Act 1977 of the Canal Reserve that it:*
  - (i) *Note Council's obligations as trustee of the Canal Reserve under the 1873 deed of trust.*
  - (ii) *Note that the New Zealand Transport Agency will request the Minister for Land Information to declare part of the Canal Reserve to be road and seek Council's written consent to that declaration.*
  - (iii) *Note that, pursuant to section 114(2)(b) of the Public Works Act 1981, Council is able, notwithstanding anything to the contrary in any Act or rule of law, to consent to part of the Canal Reserve being declared road.*
  - (iv) *Note that the area of Canal Reserve that the New Zealand Transport Agency will seek to be declared road will be generally in accordance with the diagram attached as Appendix 4, and will include part of the bridge's central pier, clearance for ongoing maintenance and to protect the bridge structure, and the road above.*

- (v) *Note that, as compensation for part of the Canal Reserve being declared road, the New Zealand Transport Agency has agreed by letter dated 7 August 2013 to participate in undertaking improvements to other parts of the Canal Reserve.*
- (vi) *Consent to the Minister declaring under section 114 of the Public Works Act 1981 part of the Canal Reserve (generally in accordance with the diagram attached as Appendix 4) to be road, and delegate to the Chief Executive authority to give such written consent if a request from the New Zealand Transport Agency or the Minister is received.*

### **3. Background**

NZTA is proposing to build a bridge to separate north-south and east-west traffic at the Basin Reserve. The bridge is known as the Basin Bridge or “flyover” and would run parallel to the northern edge of the Basin Reserve. It is part of a wider suite of road improvements within of the Roads of National Significance (RoNS) programme.

In December 2012, the Strategy and Policy Committee decided to investigate possible alternatives to the Basin Bridge proposal. The investigation covered a full range of considerations including impacts on: urban form; the transport network; economic impacts; fit with Council’s agreed strategic vision for the City; and the ability to mitigate any adverse effects.

Officers reported back to the Strategy and Policy Committee in March 2013. The report concluded that:

1. There is a transport congestion problem at the Basin Reserve, and that congestion is forecast to worsen over time as Wellington City and Region grows.
2. If transport congestion is lessened, this not only alleviates a traffic problem but also provides an opportunity to leverage a future more aligned to the Council’s strategic vision for the City.
3. If a pure benefit/cost approach were to be applied in assessing options, the result could be an outcome that satisfies the state highway needs but severely compromises the local transport network across all modes. Therefore, the multi-criteria approach to assessment used in the report delivers more balanced outcomes to a wider range of stakeholders.
4. The at-grade solutions assessed (including “do minimum”) will not deliver improved transport outcomes. While they have no adverse impact on urban form, they are poorly aligned with strategic priorities: specifically, they will not support the provision of a high quality public transport spine, and will not cater for future urban development along that spine.
5. Grade-separated options provide the most optimal transport outcomes. They reduce traffic congestion, provide for a high quality public transport spine, and increase support for active modes.
6. Grade-separated options involve the provision of large scale infrastructure and this does negatively impact on urban form.
7. Option A (*the Bridge*) also has an impact on urban form for which a range

of mitigation options may exist but delivers on the multi-modal outcomes sought by the Council best.

The Committee decided that upon lodgement of NZTA's "notice of requirement", Council should make a submission focused on ensuring effective mitigation of the Basin Bridge proposal, and, in addition, write a letter to Minister for the Environment requesting that the notice of requirement be heard by the Environment Court rather than a BoI.

Also it was resolved that officers commence a review of the Transport Strategy 2006 and report back to SPC in June 2013 as per the resolution below:

*"10. Request officers to commence work with the Mayor and Transport Portfolio Leaders on refreshing the Council's Transport Strategy to emphasise travel demand management, emergency and freight priority, better walking, cycling and public transport to provide real transport choices for more people and report back to Strategy and Policy in June on an engagement plan."*

Work has commenced on this and progress was to be reported to SPC at a workshop planned for 25 June 2013. This briefing was deferred and replaced with debate on "service delivery".

The scope of this work has been broadened to provide the integrated outcomes envisaged in the resolution above and is now being run in parallel with a refresh of the urban growth strategy. Both pieces of work are planned for completion in mid 2014 and will contribute to the next Long Term Plan.

The Council's preference (21 March 2013) for any application to be heard by the Environment Court was conveyed to the EPA which has subsequently notified that their recommendation to the Minister was for the BoI process. The Government have subsequently endorsed the Board of Inquiry process and announced the Board members on 2 August 2013.

NZTA lodged the notice of requirement on 17 June 2013. It was publicly notified on 10 August 2013. The Council has until 6 September 2013 to make its submission. The BoI hearing is currently scheduled to commence in December 2013.

Officers recommend that Council lodge a written submission and support that submission with legal submissions and evidence from experts covering heritage, townscape and visual, urban design, traffic and transport and strategic planning (see Section 5 below).

#### 4. Mitigation and the submission

Turning to mitigation, elected members have raised concerns on the matters below:

<b><i>Mitigation Required by Council</i></b>	<b><i>Status</i></b>
<i>Ellice Street corner (visual and noise issues)</i>	Addressed in submission – request for further design and options evaluation process.
<i>Kent and Cambridge Terrace (potential boulevard or vegetation, art and landscape treatment opportunities)</i>	Agreed by NZTA in letter <sup>1</sup> received 7 August.
<i>Bridge design (low impact and identifiably Wellington)</i>	Addressed through condition in submission to ensure quality of construction. WCC has also been advised by a “local expert’s” panel. Proposed by NZTA to have “expert panel” input into detailed design.
<i>Public Transport priority on Adelaide Road and Kent and Cambridge Terraces and north/south bus lanes (implemented immediately on construction of the flyover)</i>	Agreed by NZTA in letter received 7 August.
<i>Karo Drive (address longstanding amenity issues)</i>	Agreed by NZTA in letter received 7 August.
<i>Long term corridor planning between Terrace Tunnel and Basin Reserve including future use of Vivian St as State Highway (provide certainty)</i>	Agreed by NZTA in letter received 7 August.
<i>Effects on strategic cycle and walking routes from the south and east of the city (address effects and provide improvements)</i>	Addressed within the submission, request for additional pedestrian crossing points.

These matters and expert advice have directly informed the mitigation expectations set out in the draft submission attached as Appendix 1.

Aspects related to the Basin Bridge design have been assessed at a meeting between group of local experts and NZTA’s designers with the purpose of ensuring they reflect the Wellington context and are in alignment with good urban design principles. The minutes of this meeting are attached as Appendix 2. Officers recommend that Council support the design of the bridge as assessed and endorsed by those local experts and include reference to these views in its submission.

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<sup>1</sup> Letter included in Appendix 5

## 5. Council experts and scope of evidence

At this stage it is anticipated that Council's experts will be as follows:

Discipline	Expert	Position
Archaeological and built heritage	Tony Pickard	Senior Heritage Advisor
Urban Design	Graeme McIndoe	Consultant
Visual and landscape	Graeme McIndoe	Consultant
Traffic and transport	Geoff Swainson	Manager, Transport
Strategic & District Planning	TBA	District Plan Manager

The BoI follows a merits based RMA process with weight placed on the opinions of experts. Expert witnesses are required to be independent and objective. The experts above have reviewed the application and indicated they support Council's position as set out in the draft submission.

## 6. Basin Reserve Trust

The Basin Reserve Trust has negotiated with NZTA for the construction of a building to mitigate the adverse effects of the Basin Bridge on the Basin Reserve. While the final detail of such a building and its functional aspects are yet to be confirmed, agreement has been reached between NZTA, Council and the Basin Reserve Trust that the building will be 65m long and 3 levels high.

In order to allow NZTA to construct this building, the Basin Reserve Trust has written to Council (as trustee, lessor and administering body under the Reserves Act 1977 of the Basin Reserve) requesting that Council allow construction of the proposed northern gateway building and grant such licences and other approvals to NZTA for the express purpose of delivering the building and associated works. Council would become the ultimate owner of the building, although it would form part of the land and buildings currently leased to the Trust.

Officers recommend that Council agree to this request. Officers have sought advice and consider that Council is able to make a decision as trustee, lessor and administering body under the Reserves Act 1977 of the Basin Reserve to allow and facilitate the construction of the proposed northern gateway building on the Basin Reserve. The relevant considerations include the 1884 deed of trust, the existing lease from Council to the Trust and sections 17, 40 and 53 of the Reserves Act 1977.

The relevant part of the 1884 deed of trust provides that Council holds the Basin Reserve *"upon trust to permit (it) to be forever used for the purposes of a Cricket and Recreation Ground by the inhabitants for the time being of the City of Wellington ... but so nevertheless that the Council shall not permit or suffer any thoroughfare to be established across or over any part of (it)"*.

In addition to this request the Trust have made the following statement:

*“As part of the Trust’s commitment to this project, we have secured significant additional funding to cover our appropriate fit out costs for the building and all depreciation and allied expenses going forward. ....assure the council that the Trust will not require any increase in its operating grant from the Council to fund expenses associated with this new building.”*

## **7. Canal Reserve**

The Canal reserve is the land between Kent and Cambridge Terraces that is owned by Council. Council holds the land as trustee subject to the same 1873 deed of trust as the Wellington Town Belt. This provides that Council holds the Town Belt and Canal Reserve on trust *“to be for ever hereafter used and appropriated as a public recreation ground for the inhabitants of the City of Wellington”*.

The proposed bridge not only crosses the Canal Reserve but also has part of its central pier intruding into and below the Reserve. A plan approximating this is included in Appendix 4.

The plan, and hence the intrusion can’t be finalised until such time as final design of the Bridge is completed which will be post obtaining Resource Management Act approvals.

Issues which may modify the intrusion in a relatively minor way are the additional clearance required for construction and ongoing maintenance purposes as well as any clear zone in order to protect the bridge structure.

NZTA has signalled its intention to request that the relevant Minister declare that part of the Canal Reserve which is required for the project to be road under section 114 of the Public Works Act 1981. It is expected that this will occur after the BoI process and the final design of the Bridge is concluded. The section 114 process requires Council to give written consent as owner of the land to any proposed declaration by the Minister. Officers have sought advice and consider that Council is able to make a decision as trustee of the Canal Reserve to give such consent.

This paper therefore recommends that Council, as trustee of the Canal Reserve, make a decision in principle to consent to a section 114 declaration and delegate authority to the CEO to give final written consent to any request for such consent that is made by the Minister or NZTA. This decision would be limited, in that any request received would need to be generally in accordance with the plan of the intrusion attached as Appendix 4. In return for its use of some Canal Reserve land, NZTA has agreed as part of its overall mitigation package to work with Council to undertake improvements to Kent and Cambridge Terraces, including the Canal Reserve, running north from the Bridge to Vivian Street. Officers consider (including on the basis of legal advice) that this proposal will be of greater benefit to the Canal Reserve than receiving the money value of the required land following compulsory acquisition.

## **8. Other considerations**

### **8.1 Financial considerations**

No additional funding is sought for the submission process. There may be some funding implications arising such as a local share contribution to works in Adelaide Road or Cambridge Terrace and potentially extending improvements in Kent/Cambridge northwards beyond Vivian Street. These would be considered as part of future Long Term Plan and Annual Plan processes.

### **8.2 Climate change impacts and considerations**

Reduction in congestion through grade separation will reduce emissions in the short to medium term. In the longer term emissions may increase.

### **8.3 Long-term plan considerations**

Funding considerations associated with some mitigation proposals will need to be included within future Long Term Plan.

### **8.4 Economic Benefits**

The application states that from a national perspective the proposed bridge has a benefit cost ratio (BCR)<sup>2</sup> of 1.2. Adopting a Wellington City or Wellington Regional perspective would yield a much higher BCR because while the benefits remain the same the cost to the localised community is significantly less.

Wider economic benefits (such as “agglomeration” benefits) have not been included in the estimation of the BCR for the bridge. The project will help facilitate more intensive residential and commercial development along the urban growth spine and could lead to an uplift in property values.

*The reduction in travel time and “...improvements in accessibility to, from and within the City and region resulting from the bridge project is expected to increase the overall level of business activity within the City and region as a consequence of increased competitiveness for local businesses and an increase in the City’s attractiveness to live or visit.”*

During construction the project will require the expenditure of approximately \$100m over a 2 year period. No work has been done on the multiplier effect or the extent to which this will impact positively on the local economy over the next 10 years. This project will provide approximately 100<sup>3</sup> FTE jobs.

The bridge project is a pivotal within the RONS programme and if consent is granted will open up further investment of between \$600-800m

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<sup>2</sup> Note that the BCR of 1.2 means that the benefits of the project exceed the 8% real( i.e. net of inflation) opportunity cost of funds set by NZTA – that is, the benefits exceed the costs, including an 8% real cost of capital.

<sup>3</sup> The Alliance currently building the Buckle Underpass and National Memorial Park on a similar total value project employs approximately 100 FTE. Extrapolating this out across the Basin Reserve and other Wellington City RONS projects suggests the equivalent of 120 FTE per year for 10 years will be generated.

### **8.5 Submission Options**

The BoI process requires that submissions be lodged in a manner consistent with a pre-determined template. The choices available to Council are to:

- Support in full;
- Support in part;
- Neutral;
- Oppose in part;
- Oppose in Full;
- Range of views;

Further Council can ask that the application be:

- Granted;
- Declined;
- Granted with conditions;
- Have no view;
- Other.

## **9. Conclusion**

This report and associated recommendations build on previous decisions made by the Strategy and Policy Committee and set out an approach to the BoI process as follows:

- Writing and filing a submission to record measures developed to address the mitigation issues identified by the Strategy and Policy Committee on 21st March 2013, and
- Attending the BoI hearing and presenting legal submissions and expert evidence in support of Council's written submission.

Given that the work on the assessment of alternatives found the bridge proposal to be the best of the alternatives assessed and assuming the effects identified in the report are appropriately mitigated, officers recommend Council adopt an "support in part" and "grant with conditions" position on the proposal to construct a bridge and associated works at the Basin Reserve.

**Contact Officers:** *Geoff Swainson – Manager, Transport Planning*

## SUPPORTING INFORMATION

### 1) Strategic fit / Strategic outcome

*The submission will cover the proposal's strategic fit with Council's strategic direction and policy. A full analysis of this can be found within **Appendix 3**.*

### 2) LTP/Annual Plan reference and long term financial impact

There may be some funding implications arising from the proposed mitigation given that collaboration with NZTA will be required in terms of design and aspects of implementation. This will be considered as part of future Long Term Plan and Annual Plan processes. *(Items could include a local share contribution to works in Adelaide Road or Cambridge Terrace and potentially extending improvements in Kent/Cambridge northwards beyond Vivian Street.)*

### 3) Treaty of Waitangi considerations

*NZTA are leading consultation with Mana Whenua.*

### 4) Decision-making

*This matter is not a significant decision as defined in the Local Government Act. The report identifies options and reflects the views and preferences expressed in several reports and briefings delivered to and considered by Council over the last six months.*

### 5) Consultation

*Consultation on this matter was being led by NZTA but is now part of a legal process being managed by the EPA. Council is an interested party.*

### 6) Legal implications

*Council is a submitter to an RMA process and is using legal advice to ensure legal requirements are adhered to.*

### 7) Consistency with existing policy

*There are no immediate policy implications. Appendix 3 provides details about how the position outlined in this paper aligns with existing Council policy.*

## Appendix 1: Draft Submission<sup>4</sup>

(Those sections of the Submission not referenced in this appendix are administrative in nature.)

### Part B

#### 5. Position on Proposal - "Support in Part"

##### *Rationale*

The Wellington City Council stance remains clear in that its preferred option for grade separation at the Basin Reserve is a tunnel. Nevertheless the option of a bridge is the subject of this "application".

Council is not the Approved Organisation controlling the operation of the state highway and therefore accepts that the option of a bridge will deliver the outcomes required to address transport challenges at the Basin Reserve. It does have reservations over the adverse impact on the urban environment and requires mitigation be provided to address those negative effects.

Therefore the formal view of Council is that it "accepts" the proposal and asks that it be "granted with conditions".

#### 6. Board Decision – "Grant with Conditions"

##### *Rationale & Conditions*

As noted above Council's "support in part" is subject to specific matters of relief. These relate to the mitigation of adverse effects of the proposal on heritage values; amenity (including noise); character; visual impacts; traffic circulation and public transport. Specifically this relates to the following:

- Archaeological and built heritage
- Urban Design
- Visual and townscape
- Traffic and transport

The relief that Council seeks by way of mitigation forms remainder of this submission.

##### 1. Archaeological and Built Heritage

The main potential effects of the project on built heritage relate to:

- Change to the wider setting of the Basin Reserve Historic Area;
- The ongoing management of the crèche in its new location within the National War Memorial Park.
- Effects on structures contained within and around the Basin Reserve
- Modification of views of heritage
- Effects to the built edge of the Basin Reserve
- Impact of the bridge on the Basin Reserve as an international iconic cricket ground.
- Potential to disturb, destroy, discover known and unknown archaeological resources.

NZTA proposes to mitigate<sup>5</sup> the effects by:

- Urban design improvements around crèche
- Trees planted to reduce visual impact of bridge
- A new northern gateway building to block view of moving vehicles
- Enhanced entry plaza
- Relocation of Dempster Gate
- Incorporation of building to establish a built edge at corner of Ellice Street and Kent Terrace

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<sup>4</sup> The full submission form can be found at [www.epa.govt.nz/Resource-management/Basin\\_Bridge](http://www.epa.govt.nz/Resource-management/Basin_Bridge)

<sup>5</sup> Archaeological and Built Heritage mitigation, Volume 2 AEE, Chapters 26-27

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- An archaeological investigation will be undertaken prior to the commencement of earthworks. This investigation will be undertaken in accordance with an appropriate research strategy and a Management Plan.
- An Accidental Discovery Protocol will also be established and implemented through the CEMP

WCC supports the imposition of conditions requiring the proposed mitigation and seeks the following further relief:

- A condition requiring that the crèche be relocated connected to services, with access and curtilage landscape completed and left in a habitable condition. In order to build the bridge the crèche must be relocated. The crèche has important heritage values which should be protected pursuant to section 6(f) of the RMA. It is a listed building within the Wellington City District Plan. This condition is required to ensure its retention and ongoing viability.

## 2. Urban Design

The main potential effects of the project on urban design relate to:

- Impacts on urban structure and land use
- Impacts on amenity
- Impacts on accessibility and connectivity

NZTA proposes to mitigate<sup>6</sup> the effects by:

- The architectural quality of the bridge.
- The incorporation of buildings.
- Comprehensive landscape design.
- Introduction of the Northern Gateway Building.
- Comprehensive streetscape of the Kent and Cambridge Terrace corridor

WCC supports the imposition of conditions requiring the proposed mitigation and seeks the following changes to the proposal and further relief:

- Ellice Street -. Council would like the opportunity to work with NZTA and the key stakeholders through a design process to identify options that meet the needs of the people that use this area. The impacts on urban amenity are greatest at the north-eastern corner of the Basin Reserve at Ellice Street. There are possibilities that a redesign of this area that could achieve better outcomes than what is currently proposed.
- A review of street geometries that reflects the urban location of the State Highway Modification of the design so that the tracking curves have a reduced radius that reflects that the State Highway is in an urban area with a design speed of 50km/h. Retaining alignments to the street grid and reducing tracking curves is required in order to calm the traffic.
- Condition to ensure design quality of the bridge, mitigation structures and buildings including the Northern Gateway Building, and urban landscape and street works is maintained in future stages of design and is realised through construction. As projects proceed budgetary requirements often mean that projects are delivered at a quality that is less than what was anticipated. This condition is required in order to ensure that the delivery of this project maintains the quality proposed.

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<sup>6</sup> Urban Design mitigation, Volume 2 AEE, Chapter 21

### 3. Visual and townscape

The potential impact on mid-range and close-up views will be more significant. Four key potential adverse effects have been identified within these views:

- altered visual relationship to setting;
- reduced visibility of key elements of the setting such as to the Basin in views southward along Kent and Cambridge Terraces;
- visual relationship between the bridge and its context, and in particular the view from inside the Basin, and the immediately adjacent apartments;
- and, reduced visual amenity particularly adjacent to the north-east corner of the Basin.

NZTA proposes to mitigate<sup>7</sup> the effects by;

- the landscape treatment at the corner of Buckle Street and Cambridge Terrace
- the central plaza at the south end of the Kent and Cambridge Terraces and related planting;
- the new Northern Gateway Building;
- the building under the bridge
- the proposed vertical screen adjacent to the apartments at the corner of Kent Terrace.
- the Dufferin Street landscape treatments will enhance the overall street amenity and the approach to Government House;
- the street improvements around the pedestrian crossing at the Dufferin Street/Paterson Street intersection
- Addressing the long standing amenity of Karo Drive including comprehensive landscaping and sale of sites for development.

WCC supports the imposition of conditions requiring the proposed mitigation and seeks the following further relief:

- A condition ensuring the bridge and all associated structures and landscape work is of very high quality. When a structure and/or urban landscape is prominent and in a sensitive receiving environment, it is important that the constructed work that is in view is commensurate with its prominence, and that the intended quality is retained through the detailed design and construction stages.
- Rejection of the 45 and 55m Northern Gateway Building scenarios as options. The 45 and 55m Northern gateway Building scenarios do not provide sufficient screening of the bridge and moving vehicles on it from within the Basin.
- Extension of appropriate street works to include Sussex Street and the western end of Rugby Street. The traffic environment of Sussex Street will change with removal of substantial amounts of traffic. This is an area where there is potential for significant streetscape mitigation, in an area which is specifically related to the Basin, and justified as a result of the changes wrought by this project. Removal of traffic from Sussex Street and its enhancement as a lower volume local street with appropriate landscape elements helps to balance the compromises at the north-east corner of the Basin, and provides a complete and consistent treatment around all four sides of the Basin.

### 4. Traffic and Transport

From a transport perspective the effects of the Project are predominantly positive but there will also be a small number of negative transportation effects.

- Egress from Mount Victoria onto SH1 via Hania and Ellice Streets is adjusted to make these routes less desirable, albeit much safer than existing and with added benefits to cyclists and pedestrians.

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<sup>7</sup> Visual and townscape mitigation, Volume 2 AEE, Chapter 22

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- There are also reductions in on street car parking availability on roads around the Basin Reserve and in Pirie Street.
- A peak hour clearways scheme will operate on Vivian Street between Tory Street and Cambridge Terrace having a negative effect of reducing car parking.
- In addition to the proposal at the Basin Reserve there are some associated works along the State Highway corridor that aim to improve traffic flows. Some of the proposed layouts are not best practice in terms of increasing efficiency of landuse.

NZTA proposes to mitigate<sup>8</sup> the effects by the use of various design elements. In particular:

- Intersection improvements are proposed for the Pirie/Cambridge/Vivian/Kent intersection.
- The restricted access at Hania/Ellice is also expected to reduce the amount of 'rat running' through Mount Victoria and focus movements to strategic links such as Kent Terrace.
- Mindful of the policies and objectives of the Wellington City District Plan to promote increased use of public transport and cycling, by amongst other things restricting supply of car parking spaces overall, it is considered that additional car parking mitigation is not required.
- Implementation of public transport priority on Adelaide Road and Kent and Cambridge Terraces to be completed as part of the construction works.
- Long term corridor planning between Terrace Tunnel and Basin Reserve including future use of Vivian St as State Highway (provide certainty)

WCC supports the imposition of conditions requiring the proposed mitigation and seeks the following further relief:

- Address any adverse effects on the strategic cycle and walking networks by ensuring adequate pedestrian crossing facilities are located on the desire lines on the north and north-western side of the Basin Reserve. The proposal will primarily have negative effects on areas that are peripheral to the main project area. Key pedestrian desire lines in particular from the Basin Reserve northern entrance across the road to the National War Memorial Park, and from the north-western corner of the Basin Reserve across Sussex Street are not being catered for. This could cause safety issues when people try to cross the road without adequate crossing facilities.

## 7. Planning Matters

All addressed. No comment required

## 10. Other Supporting Evidence

This submission is made by Wellington City Council in relation to the notice of requirement lodged by NZTA in relation to the proposed Basin Reserve flyover and associated works ("the proposal"). Council accepts the proposal subject to specific relief outlined in Part B 6 of this submission and wishes to be heard in support at the Board of Inquiry hearing.

Council is the guardian of Wellington City and makes this submission in a number of capacities, including as planning authority; road controlling authority; and owner of the Basin Reserve. Council wishes to acknowledge the extensive engagement with NZTA leading up to the lodgement of the notice of requirement. This engagement has helped shape the proposal and allowed some elements of the application to already be amended in a manner acceptable to Council.

Over time the Wellington City Council stance has remained clear in that its preferred option for grade separation at the Basin Reserve is a tunnel. Nevertheless the option of the bridge as proposed in the "application" is considered more acceptable than options other than the preferred "tunnel".

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<sup>8</sup> Traffic and transport mitigation, Volume 2 AEE, Chapter 13

The key strategic and planning reference for the Basin Reserve project is the Ngauranga to Airport Corridor Plan. The history of key council decisions around this issue is:

## **The Ngauranga to Wellington Airport Corridor Plan 2008**

Following on from the Wellington City Transport and Urban Development strategies the themes identified were expanded upon in a series of corridor plans. The corridor plans were a means of breaking down into manageable portions a broad suite of improvements envisaged to various parts of a regionally significant and integrated network. Each corridor plan in turn represents a series of “packages” presented as *interdependent* projects.

1. In summary the Plan is a series of integrated multi modal transport interventions aimed at improvements in efficiency, reliability and safety within the corridor. A number of projects (packages) are identified in the plan and include travel demand management, public transport, walking & cycling, and road network management. The Basin Reserve measure is ***“...to improve passenger transport, walking and cycling by separating north-south flows from east-west traffic...”***
2. Council adopted the corridor plan on 29 October 2008
3. The general principles and packages in this Plan have been reinforced by subsequent Council decisions to continue investment. For example these were signalled in the 2009/19 LTCCP, the 2012/22 LTP and the 2010/40 Regional Land Transport Strategy.
4. A current example of this investment is the co-funding by Wellington City of the Passenger Transport Spine Study.
5. 20 April 2011 Council convened an Extraordinary Meeting where it considered a recommendation to reaffirm its support for the Ngauranga to Wellington Airport Corridor Plan and resolved that:

*“...Agree to the following statements that reflect Wellington City Council’s current policy position on the Ngauranga to Wellington Airport Corridor Plan:*

*(a) The Council supports the underlying premise that the transport issues within Wellington City can only be addressed by the implementation of a multi-modal package that includes improved state highway roading capacity as well as improved public transport and the effective implementation of walking and cycling measures.*

*(b) The Council supports the delivery of peak period lanes on State Highway 1 between Ngauranga and Aotea Quay, **and improvements around the Basin Reserve to separate north/south flows from east/west traffic.***

*(c) The Council supports, subject to confirmation of need and design options, delivery of improvements to Wellington Road, Ruahine Street, and the duplication of the Mt Victoria and the Terrace Tunnels.*

*(d) The Council supports the provision of public transport improvements, and travel demand management, walking and cycling measures....”*

On 6 October 2011 Council approved a submission to the “NZTA Basin Reserve Options” consultation process also referred to as the “Proposed Improvement to Inner City Transport Network”. The approved Council submission makes the following points on the Basin Reserve:

*“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 therefore contributes to overall safety.”*

To emphasise the importance Council attaches to its role of decision-making in a broad context it passed the following resolutions on 21 March 2013:

*“2. Note Council's previous resolution to support a multi-modal package of transport investments including separation of north-south and east-west traffic at this location as outlined in the Ngauranga to Airport Corridor Plan.*

*3. Note Council's previously stated preference for an underground solution to achieve that separation.*

*8. Request officers to continue to work with NZTA to achieve optimum mitigation outcomes for the city in respect of Option A, and in particular work with NZTA to achieve the following additional mitigation elements identified through the review process:*

*(a.) Ellice Street corner (visual and noise issues)*

*(b.) Kent and Cambridge Terrace (potential boulevard or vegetation, art and landscape treatment)*

*(c.) Bridge design (identifiably Wellington)*

*(d.) Public Transport priority on Adelaide Road and Kent and Cambridge Terraces and north/south bus lanes implemented immediately on construction of the flyover*

*(e.) Karo Drive (address longstanding amenity issues)*

*(f.) Long term corridor planning between Terrace Tunnel and Basin Reserve including future use of Vivian St as State*

*Highway*

*(g.) Addressing any effects on strategic cycle and walking routes from the south and east of the city*

# APPENDIX 1

*10. Request officers to commence work with the Mayor and Transport Portfolio Leaders on refreshing the Council's Transport Strategy to emphasise travel demand management, emergency and freight priority, better walking, cycling and public transport to provide real transport choices for more people and report back to Strategy and Policy in June on an engagement plan."*

Work has commenced on reviewing and aligning the objectives and outcomes for the Wellington City Council Transport Strategy and Urban Growth Strategy.



### **Appendix 2: Basin Bridge Design and Appearance Expert Assessment Panel Minutes**

Date: **Friday 17<sup>th</sup> May 2013** File ref:

Time: **9 - 11am**

Location: **WCC, CAB4 Finance Meeting Room 2**

Attendees: **Councillor Andy Foster (chair)**, Geoff Swainson (WCC), Anna Harley (WCC), Greg Lee (NZTA), Megan Wraight (Wraight Athfield Landscape and Architecture), John Hardwick-Smith (Wraight Athfield Landscape and Architecture), Graeme McIndoe (McIndoe Urban), John Melhuish (Herriot Melhuish Architects), John Mills (John Mills Architects), Chris McDonald (Victoria University), Dan Males (Isthmus Landscape Architects), Sam Thornton (Opus)

Subject: **Basin Reserve Bridge – Design and Appearance**

## APPENDIX 2

Item	Comment	Who
1.	<p><b>Introduction</b></p> <ul style="list-style-type: none"> <li>• Confirmation that WCC want to get the best outcome possible for the bridge</li> <li>• There is a schedule of conditions being put forward by NZTA that will outline an ongoing design process for the bridge. This could put Council in the position of certifier.</li> <li>• There is potential to use a reference group for the ongoing design process on the bridge as they do in other places. Groups such as the Auckland Urban Design Panel and the Wellington Technical Advisory Group have both had successful outcomes</li> </ul>	<p>Cr F</p> <p>GL</p> <p>GM</p>
2.	<p><b>Overview of Design</b></p> <p>Key bridge design drivers have been:</p> <ul style="list-style-type: none"> <li>• Landform (valley to valley)</li> <li>• Geology</li> <li>• Historic and heritage values</li> <li>• N-S connectivity and gateway to the city</li> <li>• Celebration of the journey</li> <li>• Urban Structure</li> </ul> <p>In addition to the key drivers identified for the Basin bridge there are corridor design principles that have been developed by NZTA for the RoNS projects in Wellington. These are divided into several categories. They are coastal, steep, city gateway, inner city. The principles within these have been used as assessment criteria for the design and appearance of the Basin Reserve project.</p> <p>NB. Design speed of bridge is 60km/hr. It is standard NZTA practice to design roads 10km/hr above what they plan to set the speed limit at for safety reasons.</p> <p><b>Sector Design</b></p> <p>There are five distinct parts of the bridge (with associated mitigation) as follows:</p> <ol style="list-style-type: none"> <li>1. Cambridge/Buckle Interface zone <ul style="list-style-type: none"> <li>• Terraced landscape</li> <li>• Rain-gardens</li> <li>• Concrete sculpted and folded elements including abutments.</li> </ul> </li> <li>2. Kent/Cambridge Basin Gateway <ul style="list-style-type: none"> <li>• Designed to allow for future works to Canal Reserve</li> <li>• Entry plaza</li> <li>• Wetland planting</li> <li>• Underside of bridge ranges between 6-7m</li> </ul> </li> <li>3. Kent/Ellice Street Corner zone <ul style="list-style-type: none"> <li>• Connection to a building</li> <li>• Reflects the more 'urban' part of the bridge structure – connected to the urban fabric</li> </ul> </li> </ol>	<p>MW + JH- S</p>

- Building will be glazed and have a show room type use
  - Vertical landscape element at the grandstand apartments
4. Paterson/ Ellice/ Dufferin interface
- Carpark provision for St Josephs church
  - Trees have been added on the southern side of the carpark
  - Mitigation of the bridge form the Government house gateway is part of the consideration.
5. Dufferin/Rugby/Schools/ Church interface zone
- New school drop-off and pick-up areas
  - Bus lanes
  - New entries to Government House and Wellington College

### **Bridge Style**

The bridge style was developed with the following considerations:

- The bridge crosses the valley
- There are a number of iconic structures in the area already
- There is a sensitive relationship with Mount Victoria
- There is a focus on integration into the surrounding urban fabric.

The bridge was broken up into types. Type 1 and 5 are the embankment/buttress zones, where the bridge is connected to the ground through the use of structural elements. Type 2 is where the bridge is crossing the landscape at Kent terrace and has the potential for long ranging views. Type 3 is where the bridge is attached to the building on the former Bogarts corner site. Type 4 is the flying stretch of the bridge between Ellice Street and the buttress.

### **Technical Details**

- The bridge has 2 lanes of approximately 3.5m width each with some widening occurring at the corners to allow for vehicles turning.
- The depth of the bridge is approximately 2m from FFL of the bridge to the underside. The structural system employed is a box girder which is approximately 6.4m wide.
- The pedestrian/cycle clip on is 3m wide and has a small 'gap' between the edge of it and the bridge proper. This will give a sense of separation and allow additional penetration of light below.
- The pedestrian bridge will have a 1400mm balustrade made from a Stainless steel mesh.
- There will be light poles along the edge of the bridge that are consistent with those proposed in Memorial Park.
- The proposed materials for the main part of the bridge is concrete with various finishes ranging from strongly textured shuttered, through to smooth steel shuttered finish.

### **Art and Interpretation Strategy**

A strategy is being developed to recognise components of the design where arts and interpretation may embellish. These are:

- Edges of the valley(buttress locations)
- Connections to the building
- The former cultivation terraces
- The former lagoon and wetlands

	<ul style="list-style-type: none"> <li>• The crèche landscape</li> </ul>	
3.	<p><b>Questions and Discussion</b></p> <p>Dan Males – Isthmus</p> <ul style="list-style-type: none"> <li>• The approach that is being taken is admirable.</li> <li>• Undercroft spaces are notoriously harsh environments; there is concern around the legacy of the project and the levels of maintenance dropping after the initial few years. This will be an important urban space justifying high levels of maintenance throughout its lifespan, the long-term investment required to ensure the on-going benefits of the project should be agreed.</li> <li>• In terms of the textures, generally the approach taken would be to make the textures that people touch smoother and the ones further away more rough – the opposite approach is taken here.</li> <li>• Has there been consideration of having more than one entry/exit point on the pedestrian/cycle bridge for CPTED reasons? <i>There is no logical place to do this and there are more gains from keeping the design simple rather than additional complexity.</i></li> </ul> <p>Chris McDonald – Victoria University</p> <ul style="list-style-type: none"> <li>• The bridge has been located in the right place.</li> <li>• The sequence of projects along the whole corridor starts to make sense when you look at the design of the bridge.</li> <li>• There has been a proper design process undertaken on the bridge which will start to correct some of the issues that have occurred with the ICB.</li> <li>• The introduction of Memorial Park does make it more difficult to integrate the bridge into the urban fabric, however the continuation of the park through to Kent Terrace is the right design outcome because it helps to “turn” the axis of the memorial through 90 degrees.</li> <li>• The details are well considered. However, further thought might be given to varying the shape of the “box section” on the underside of the bridge. Currently this appears as a uniform “extruded” form.</li> <li>• The design approach of an elegant bridge rather than an iconic one is the right approach that makes it part of an eventful sequence.</li> <li>• The gap between the pedestrian bridge and the vehicle bridge is important to get a glimpse of light through the structure. The pedestrian bridge would work better if it was attached to the main bridge for longer rather than detaching.</li> <li>• The N-E corner of the Basin Reserve is quite eroded both currently and in the design (corner radius), it would be good to see that corner reinstated, or if not reinstated designed in such a way that it could be in the future.</li> <li>• The 1.4m balustrade on the pedestrian bridge should have more of a civic character rather than an element of ‘motorway’ structure.</li> </ul> <p><i>1.4m balustrade is the minimum standard for NZTA on a pedestrian and cycle bridge.</i></p> <p>John Melhuish – Melhuish Herriot Architects</p>	<p>DM</p> <p>JH-S</p> <p>CM</p>

## APPENDIX 2

	<ul style="list-style-type: none"> <li>• No issues with mass and form.</li> <li>• The bridge design is generally fantastic. In terms of an elegant versus iconic bridge the preference is for elegance The bridge is considered and intelligent.</li> <li>• Where the bridge emerges from the abutments at each end there is an opportunity to make these structures more sculptural and faceted/folded. Where the Sydney Harbour bridge meets the ground on either side is a spectacular moment – this should capitalised on for the Basin Reserve bridge.</li> <li>• Climbers are being proposed to avoid graffiti in these areas.</li> <li>• The light poles being proposed need to be very integrated continuing through Memorial Park and Karo Drive, this is important to get a sense of the extended street.</li> <li>• Are the ribs all concrete? Is there an opportunity for them to be more varied especially at Kent terrace?</li> <li>• Reinforces that the quality of the detail is very important.</li> </ul> <p>John Mills – John Mills Architects</p> <ul style="list-style-type: none"> <li>• Concurs with the other comments about the form of the bridge and the importance of detailed design.</li> <li>• In terms of an iconic versus elegant bridge the preference is for an elegant bridge. It is the Wellington bridge – considered and intelligent.</li> <li>• There are large numbers of school children in the area, it would be ideal to provide shelter in the revised school pick-up/drop-off areas.</li> <li>• There is significant movement of pedestrians and cyclists through the Basin Reserve moving in the north-south direction. This highlights the importance of the gateway and entry points into the reserve and also the forecourt plaza proposed on the northern side. The upgrade of the Canal Reserve is vitally important in improving the pedestrian amenity in this area.</li> <li>• One of the beautiful things about bridges is the light reflecting off the water beneath on to the underside. There could be an opportunity to replicate this effect here and this could help assist in enlivening the undercroft spaces.</li> </ul> <p>Graeme McIndoe – Mcindoe Urban</p> <ul style="list-style-type: none"> <li>• Agree with all the other comments.</li> <li>• There is an opportunity for increased amenity at Sussex Street as there will be reduced SH1 traffic flows.</li> <li>• There are challenges in dealing with the weathering and staining of the textured concrete, but these can be resolved through careful architectural detailing.</li> <li>• Supports the sculptural piers.</li> <li>• There is a coherence with the detailing and the relationship to the overall project.</li> <li>• The approach to embed and integrate the bridge into the urban fabric is supported.</li> </ul>	<p>GL</p> <p>JMel</p> <p>GM</p>
4.	<p>Where to from here?</p> <ul style="list-style-type: none"> <li>• Greg is to circulate the schedule of conditions.</li> </ul>	

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	<ul style="list-style-type: none"><li>• WCC to supply meeting minutes and comment on the schedule.</li><li>• Ellice Street, AH to supply comment.</li><li>• Kent and Cambridge Boulevard</li><li>• Re-scope the project taking into consideration the bus priority and the PTSS. This can occur mid-June after lodgement of the Basin Reserve bridge.</li><li>• The development of the brief can commence in the short term and then we can programme design and construction following.</li></ul>	
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## Appendix 3: Strategic Fit Assessment

### *National, regional and local strategies and plans*

**Table 1: National and Regional Strategies and Plans Relevant to Basin Reserve**

	Status	Links to:	Transport Outcome	Assessment of fit for Basin Reserve Bridge Proposal
<b>National</b>				
<b>Business Growth Agenda<sup>9</sup></b>	Non Statutory	Downward to: National Infrastructure Plan Government Policy Statement on Land Transport	A fast and efficient roading network connecting our regional economies, reducing congestion, and encouraging business, tourism and jobs.	Separates traffic and improves congestion.
<b>Government Policy Statement on Land Transport<sup>10</sup></b>	Statutory (LTMA)	Upward to Business Growth Agenda Downward to: National Land Transport Programme Regional Land Transport Programme Regional Land Transport Strategy	A network of priority roads that will improve journey time and reliability, and ease severe congestion, boosting the growth potential of key economic areas and improving transport efficiency, road safety and access to markets.	Journey time, congestion and reliability improve. Separation of traffic streams should improve safety for all modes.
<b>National Land Transport Programme</b>	Statutory (LTMA)	Upward to Government Policy Statement (must give effect to) Downward to: Regional Land Transport Programme Regional Land Transport Strategy	Economic growth and productivity Value for money Road safety.	Journey time, congestion and reliability improve. Better value option than alternatives assessed. Separation of traffic streams should improve safety for all modes.

<sup>9</sup> <http://www.mbie.govt.nz/what-we-do/business-growth-agenda/pdf-folder/BGA-Infrastructure-report.pdf>

<sup>10</sup> <http://www.transport.govt.nz/ourwork/KeyStrategiesandPlans/GPSONLandTransportFunding/>

	<b>Status</b>	<b>Links to:</b>	<b>Transport Outcome</b>	<b>Assessment of fit for Basin Reserve Bridge Proposal</b>
<b>Regional</b>				
<b>Regional Land Transport Strategy</b>	Statutory (LTMA)	Upward to Government Policy Statement (must be consistent with) Downward to: Regional Land Transport Programme	Reduce severe congestion (Maintain vehicle travel times between communities and regional destinations; Improved reliability of the strategic roading network) Improved Land Use and Transport Integration	Journey time, congestion and reliability improve. Will influence changes in land use.
<b>Regional Land Transport Programme</b>	Statutory (LTMA)	Upward to Government Policy Statement (must be consistent with) Contributes to National Land Transport Programme	SH1 (RoNS) – Basin Reserve Improvements, Patterson Street to Tory Street bridge	In approved programme.
<b>Ngauranga to Airport Corridor Plan</b>	Statutory (as part of the Regional land Transport Strategy)	Upward to Regional Land Transport Strategy	Basin Reserve “... <i>improve passenger transport, walking and cycling by separating north-south flows from east-west traffic...</i> ”	Traffic separated – improvements for all modes.

	Status	Links to:	Transport Outcome	Assessment of fit for Basin Reserve Bridge Proposal
<b>Local</b>				
<b>Towards 2040 : Smart Capital</b>	Non Statutory	Influences Regional Land Transport Strategy and Programme	<i>As a connected city, Wellington's people, places and ideas access networks – regionally, nationally and globally. Connections will be physical, allowing for ease of movement of people and goods; virtual, in the form of world-class ICT infrastructure; and social, enabling people to feel connected to each other and their communities</i>	Connectedness north-south and east-west able to improve.
<b>Urban Development Strategy</b>	Non Statutory	Influences Regional Land Transport Strategy and Programme	<i>1.1 (c) <b>Better connected:</b> Wellington will be easy to get around, pedestrian-friendly and offer quality transport choices on a highly interconnected public transport and street system. Good access from homes to shops and services, places of work and recreational destinations is essential in any successful city economy. This will be reliant on recognising the roles of all types of transport (car, bus, train, cable car, ferries, commercial vehicles, walking and cycling). Ensuring the city is better connected will</i>	Separation helps facilitate achievement of Urban Growth Goals of encouraging intensification of population within the Urban Growth Corridor as well as relieving congestion and enhancing active transport mode and public transport improvement opportunities..

<b>Status</b>	<b>Links to:</b>	<b>Transport Outcome</b>	<b>Assessment of fit for Basin Reserve Bridge Proposal</b>
		<p><i>mean:</i></p> <ul style="list-style-type: none"> <li>• <i>an increasingly pedestrian- and cycle-friendly city, where more trips can be made safely using active modes</i></li> <li>• <i>ensuring that local, city-wide and regional road and passenger transport systems function effectively for people and freight.</i></li> </ul>	
<b>Public Transport Spine Study</b>	Non Statutory	Gives effect to Regional Land Transport Strategy and Programme	To determine the desirable characteristics of a “high quality public transport system” in the context of the Ngauranga to Airport corridor

**Table 2. Strategic Fit Analysis Against Funding Criteria**

	<b>Comment</b>	<b>Assessment of fit for Basin Reserve Bridge Proposal</b>
Currently Funded through National Land Transport Programme	Funding approval implies a strong strategic fit with Government strategic objectives.	Separates traffic and decreases congestion (reducing congestion is one of the significant strategic objectives outlined in the Government Policy Statement).
Likelihood of funding through the National land Transport Programme	Based on current strategic assessment criteria remaining.	Already approved.
Funding Implications for Wellington City Council Ratepayers	This assessment is made on initial capital cost and whole of life costs.	Maybe modest costs in achieving enhanced mitigation outcomes but not assessed at this time.

**Table 3. Strategic Fit Analysis Against Regional Land Transport Strategy and Ngauranga to Airport Corridor Study Outcomes**

<b>Objective</b>	<b>Strategic target</b>	<b>Assessment of fit for Basin Reserve Bridge Proposal</b>
(1.1) Increased peak period public transport mode share	Public transport accounts for at least 23 million peak period trips per annum	Bus priority measures and supporting road network improvements identified, including bus lanes and improved intersection operation.
(1.2) Increased off peak public transport use & community connectedness	Public transport accounts for at least 23 million peak period trips per annum	Bus priority measures and supporting road network improvements including bus lanes and improved intersection operation.
(1.3) Improved public transport accessibility for all including transport disadvantaged	75% of people live with 400m and 90% within 800m of public transport stop providing service throughout day	Relocating bus stop from Adelaide to Rugby to improve disabled access and improved waiting facilities.
(1.4) Reduced public transport journey times compared to travel by private car	Continual reduction in peak public transport journey times for selected corridors	Bus priority measures identified and inter-peak bus journey times through Basin forecast to reduce by up to 40%.
(1.5) Increased public transport reliability	Continual improvement to bus and train services running to time	Bus priority measures reduce travel time variability at all times
(2.1) Increased mode share for pedestrians and cyclists	Continued growth in active mode share and continued growth in active mode share for work journeys.	Improved walking and cycling facilities included grade separated active mode routes. Improved crossings and lower traffic volumes on key routes.
(2.2) Improved level of service for pedestrians and cyclists	70% of people report a good or neither good nor bad level of service for the strategic pedestrian network.	Improved walking and cycling facilities included grade separated active mode routes. Improved crossings and lower traffic volumes on key routes.
(2.3) Increased safety for pedestrians and cyclists	Reduction in pedestrian casualties to no more than 152 and cyclists to no more than 110.	Provides new links and shared off road facilities and paths
(3.1) Reduced greenhouse gas	Transport CO <sub>2</sub> emissions remain	Reduction in congestion through grade separation reduces localised

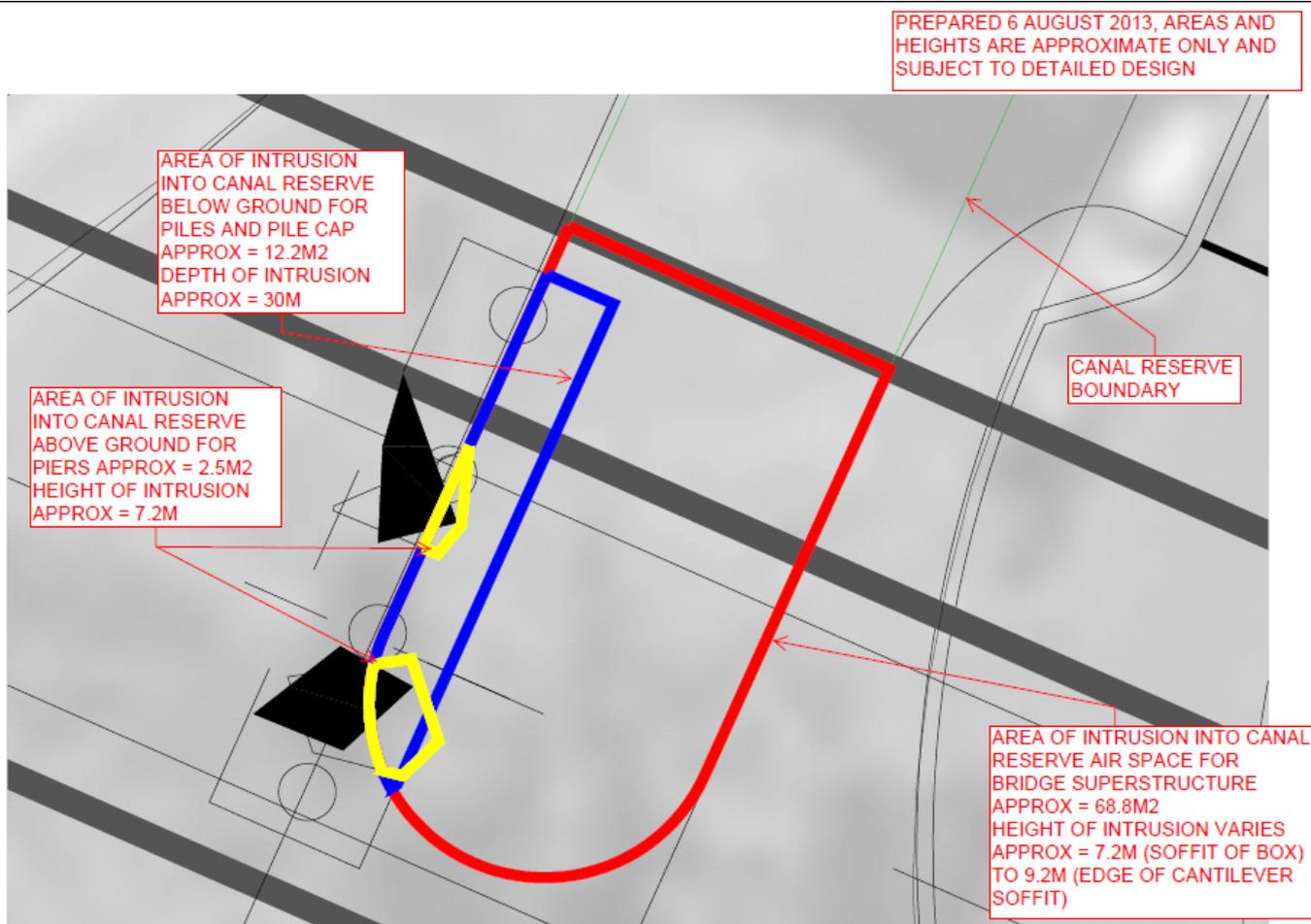
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<b>Objective</b>	<b>Strategic target</b>	<b>Assessment of fit for Basin Reserve Bridge Proposal</b>
emissions	below 2001 levels.	impacts
(3.3) Reduced fuel consumption	Petrol and diesel use remain below 2001 levels.	Reduction in congestion through grade separation reduces fuel use
(4.1) Reduced severe road congestion	Average congestion remains below 2003 levels despite growth in traffic.	Basin Reserve is key point which grade separation addresses.
(4.2) Maintain vehicle travel times between communities and regional destinations	Average vehicle journey speeds shown in travel time surveys for selector routes remain at or above 2003 levels.	Grade separation provides for improved travel times through basin on both north-south and east-west routes.
(5.1) Improved regional road safety	Continued reduction in number killed or seriously injured on regional roads.	Safety improvements for walking and cycling as well as grade separation minimising potential vehicle conflict points.
(7.1) Improved regional freight efficiency	Improved road journey times for freight between key destinations.	Improves journey times at Basin.
(8.1) Improved safety, efficiency and reliability of strategic road, public transport and freight links to the north of the region		Implementation of Basin Reserve grade separation an integral part of improving corridor safety, efficiency and reliability.
Design & construct improvements at the Basin Reserve to improve passenger transport, walking & cycling by separating north-south flows from east –west traffic and implement complimentary bus priority measures on Kent Tce, Cambridge Tce and Adelaide Rd	More passengers carried through this precinct by public transport.	Bus priority measures and supporting road network improvements including bus lanes and improved intersection operation
	Improved passenger transport journey times and reliability.	Bus priority measures identified and inter-peak bus journey times through Basin forecast to reduce by up to 40%.
	Reduced crash rates.	Grade separation reduces potential traffic conflict points and allows for improved pedestrian and cyclist safety.
	Reduced severe congestion	Grade separation reduces congestion.
Implement Bus Priority measures on key arterials, Airport, Regional Hospital	Faster, more reliable journey times. Greater passenger satisfaction.	Bus priority measures identified and inter-peak bus journey times through Basin forecast to reduce by 40%.

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<b>Objective</b>	<b>Strategic target</b>	<b>Assessment of fit for Basin Reserve Bridge Proposal</b>
and key suburban centres including Kilbirnie, Newtown, Hataitai Miramar.	More passengers carried.	
Investigation cycling and walking improvements that provide high quality facilities connecting local networks...	Increased pedestrian volumes. Reduced crash rates. Greater pedestrian satisfaction.	Improved walking and cycling facilities included grade separated active mode routes. Improved crossings and lower traffic volumes on key routes.
...improving passenger transport services to/from the Airport	More people using passenger transport to get to/from Airport.	Grade separation improves reliability and journey time predictability.

## Appendix 4: Canal Reserve





## Appendix 5: Mitigation Letter from NZTA



Level 9, PSIS House  
20 Ballance Street  
PO Box 5084, Lambton Quay  
Wellington 6145  
New Zealand  
T 64 4 894 5200  
F 64 4 894 3305  
[www.nzta.govt.nz](http://www.nzta.govt.nz)

7 August 2013

Geoff Swainson  
Manager, Transport Strategy & Policy  
Wellington City Council  
PO Box 2199

Dear Geoff,

### **Kent/Cambridge Terrace Landscape Development Plans**

I am writing to confirm our understanding of how to best progress a landscape plan for Kent/Cambridge Terraces (between Pirie Street and the Basin Reserve).

You made recall progressing a landscape plan for Kent/Cambridge Terrace was a resolution that resulted from the Wellington City Council (WCC) meeting on 21 March 2013 concerning its *Basin Reserve – Assessment of Alternatives for Transport Improvements Project* report.

The purpose of my letter is to confirm that the NZ Transport Agency will work with WCC to develop a landscape plan for Kent/Cambridge Terraces as soon as practicable. However, as I am sure you will appreciate, development of such a plan is dependent upon key decisions being made on the Public Transport Spine Study (PTSS), the Basin Bridge project (subject to a current RMA application) and the bus priority project identified in the Regional Land Transport Programme. In the meantime, and subject to the outcomes of these projects/studies, we believe the appropriate process for developing the landscape plan is as follows:

1. Develop a brief for establishing design principles. This work will identify opportunities and establish the types of outcomes that can be achieved. It will need to be aligned with design and development work proposed to deliver the PTSS outcomes and will need to involve Greater Wellington Regional Council, and other key stakeholders;
2. Develop a bus priority project design that secures adequate and appropriate future proofing. Design changes to the road corridor should be compatible with or deliver (in part or whole) the geometric requirements likely to be required by the preferred mode choice envisaged by the PTSS outcomes. There will also be a need to consider the outcomes of the Basin Bridge project consenting process;
3. In parallel with the above, develop a landscape plan for the entire Kent and Cambridge Terrace corridor (i.e. the Basin Reserve and Wakefield Street). It is unlikely that such a plan could be progressed in advance of bus priority design work envisaged in Step 2, as this work will establish what space is available on balance for all of the transport modes. This stage could also include advice on phasing and funding and consider, for example, how and by whom different components of the design can be delivered; and

4. Implementation. Look for opportunities to deliver the bus priority scheme in parallel with delivery of a central landscape median (Canal reserve) and the *Tunnel to Tunnel* project.

The above process is broad and needs to be further refined and agreed in discussion with WCC and relevant partners. Nevertheless, we believe that there is merit in starting work on the design principles (i.e. Step 1 above) as soon as possible. To this end, I have attached a scope for a possible initial workshop, which we believe could be the first step in progressing the landscape plan. We will be in contact shortly with the relevant staff to set up a time for the workshop.

We have also been considering how to best progress some of the other resolutions from the 21 March 2013 meeting, namely those relating to Karo Drive and Vivian Street.

With regard to Karo Drive, we can advise that an application to alter (and thereby reduce) the designation area to that needed to operate and maintain the State Highway (SH1) is currently being prepared. We will also be undertaking landscape treatments within other areas of the designation shortly. We will be able to supply draft plans and drawings to your officers shortly for comment.

With respect to the resolution regarding the long term corridor planning between Terrace Tunnel and Basin Reserve, and in particular the future use of Vivian Street, you may be aware that we are advancing plans for a clearway system on Vivian Street as part of the Tunnel to Tunnel project. We believe that this system will provide sufficient capacity to meet the future requirements of SH1 (to 2031) in this location.

You may also be aware that we have recently commenced the Terrace Tunnel investigation project. We expect the conclusions of this study will be helpful for informing any future discussions with WCC, and other key stakeholders, on the future long term needs of Vivian Street. The study is expected to conclude in early 2015. The Terrace Tunnel investigation work is being informed by and will inform the Network Operating Framework which is a piece of work being undertaken jointly with your officers (and those of Greater Wellington) to confirm a road use / purpose hierarchy and a network operating plan.

I trust that the above is helpful and clear. I look forward to your confirmation that WCC is in agreement with the approach for developing a landscape plan for Kent/Cambridge Terraces in due course. If you have any further questions, please do not hesitate to contact Greg Lee on 04 931 8906 /021 240 4388/ greg.lee@nzta.govt.nz.

Yours sincerely,



Selwyn Blackmore  
Wellington RoNS Development

Encl.

## BRIEFING WORKSHOP FOR CANAL RESERVE

### Objectives:

- To develop and agree a design brief for the redevelopment of Canal Reserve;
- To confirm the scope of the project as being the median space between Cambridge and Kent terraces for the length between the proposed Basin Reserve entry plaza and Vivian Street or otherwise; and
- To confirm relevant strategies and how they will inform the project (eg 2040 and PTSS).

The design brief will need to:

- provide the performance criteria for the space;
- develop the vision/design principles for the space;
- establish assumptions and site requirements such as:
  - define items to be retained (eg mature trees, memorials etc); and
  - delivery strategy.

### Outcomes:

The developed design brief will provide a platform for conceptual design studies to be diagrammed. The brief and concept design diagrams are to assist in the detailed design for any public transport enhancements on Kent and Cambridge Terrace.

### Attendees (indicative):

WCC: Urban Design (Anna Harley); Transport (Geoff Swainson, Steve Spence)

GW: transport strategy (manager of PTSS Project) Luke Troy, Nick Sargent; public transport

NZTA: Basin Bridge Project (John Hardwick-Smith, Megan Wraight, David Dunlop, Greg Lee);

Transport Planning (Mike Seabourne) and Planning & Investment (Amy Kears)