
Adelaide Road Framework Implementation

1. Purpose of Report

The purpose of this report is:

- to provide feedback to the Committee on progress with implementation of various projects under the Adelaide Road Framework and to highlight issues that have arisen to date
- to set out alternative options to the current road widening approach that deliver on transport and urban development improvements on Adelaide Road
- to seek the Committee's agreement on the approach and funding requirements to deliver Adelaide Road improvements.

2. Executive Summary

The Adelaide Road Framework (“the Framework”) sets out a long-term vision for the future growth and development of the corridor and was formally adopted by the Council in November 2008. Progress has been made in implementing projects within the Adelaide Road Framework work programme.

An issue has arisen in regard to the funding requirements to implement the proposed widening of the Adelaide Road transport corridor. The funding approved by the Council in the Long-Term Council Community Plan 2009-19 (LTCCP) assumed that the total land acquisition and construction costs would be eligible for a 53% subsidy from the New Zealand Transport Agency (NZTA), equivalent to approximately \$10 million. Whilst the costs of the bus priority works and associated land acquisition is consistent with NZTA funding criteria, the amenity improvements and urban regeneration benefits are not.

NZTA subsidy should still be available for the installation of bus priority lanes and improvements to the John Street intersection, assuming the Council proceeds with these. The amount of subsidy for this work is estimated at \$1 million. Therefore, the net cost to the Council of proceeding with the road widening has increased by approximately \$9 million. This could be further increased by land acquisition compensatory costs, which are difficult to quantify at this time.

Given the extent of the potential funding impact the Committee is being presented with alternative options (and their associated costs). These are:

- continue with the current road widening proposal but phase the necessary property acquisition over a longer time period
- improve the John Street/Riddiford Street intersection and install bus priority lanes only
- implement the transport improvements within the existing road corridor along with streetscape amenity improvements.

These options offer solutions that address current and future transport needs and streetscape amenity improvements through adjustment of scope and timing, or both.

Amenity improvements proposed for the John Street/Riddiford Street intersection, for which a budget of \$650,000 has been allocated in 2009/10, have been deferred. This is due to uncertainty regarding the impact of future development on vacant land at the intersection and the adverse response of a property owner to the proposed acquisition requirements on his premises.

4. Background

4.1 Adelaide Road Framework implementation programme

The Adelaide Road Framework (“the Framework”) sets out a long-term vision for the future growth and development of the corridor and was formally adopted by the Council in November 2008. The vision, which was developed after extensive public consultation, aims to achieve regeneration of the Adelaide Road area, providing for significantly more residential and commercial development, supported by quality public amenities, streetscape and public transport.

A number of actions were identified for implementation under the Framework to help achieve these objectives and an initial prioritised programme of work was established. This resulted in the Council agreeing to allocate funding to a range of initiatives in the 2009/19 LTCCP. The current programme of work involves:

- securing planning policy changes to extend Suburban Centre zoning in the area with the objective of facilitating a better mix of uses, implementing increased building heights, setbacks and densities, and providing additional heritage and character protection
- undertaking amenity improvements in Drummond Street and at the John Street/Riddiford Street intersection (CAPEX project CX491 in the LTCCP)
- widening the Adelaide Road transport corridor between the Basin Reserve and the John Street/Riddiford Street intersection and improving its amenity (CAPEX project CX377 in the LTCCP).

The budget and timing of the CAPEX for the physical works approved in the LTCCP is shown in **Appendix 1**. Council approval of the CX377 budget was based on the assumption that New Zealand Transport Agency subsidy

equivalent to 53% of the total cost of property acquisition and construction works would be available.

5. Implementation progress

5.1 Planning policy changes

Proposed Plan Change 73 (Centres and Business Areas) was notified in September 2009. It is currently in the further submission stage, with a hearing due to be held in May this year. Under the plan change the Adelaide Road area becomes a Centre (Mt. Cook Centre), which enables a wide range of activities to establish there. Some additional building height is also provided for, with the maximum permitted building height being raised from 12 to 18 metres along Adelaide Road itself.

The provisions encourage a mix of uses and the retention of commercial and industrial activities through the permitted standards allowing residential only above the first floor. Adelaide Road is largely identified as a secondary frontage (except between the John Street intersection and Drummond Street which is a primary frontage), and additional urban design controls apply to ensure an active street edge.

The Committee will also be considering whether to proceed with a proposed heritage area for a group of buildings on the John Street intersection at its 11 March meeting. If this is agreed then a further plan change is proposed to be notified in May 2010 for proposed suburban centres heritage areas.

5.2 Drummond Street amenity improvements

Drummond Street, which intersects with Adelaide Road on both sides, was identified in the Framework as fulfilling a major role as a pedestrian corridor between the Mt Cook residential area to the west and the Town Belt to the east. The LTCCP provides a CAPEX budget of \$750,000 in the 2009/10 financial year for amenity improvements.

The proposed works include improvements to the pedestrian access between Tasman and Hanson Streets and enhancements to the streetscape in Drummond Street on the western side of Adelaide Road, in the form of improved lighting, tree planting and pavement design features. No improvements are currently proposed for the short spur on the eastern side of Adelaide Road.

Information has been mailed to local residents, advising them of the revised scope and timing of the project. A tender process to appoint a main contractor is currently under way and, at this stage, work is anticipated to start on-site mid to late April and to be substantially completed by 30 June 2010.

5.3 John Street/Riddiford Street intersection amenity improvements

A CAPEX budget of \$650,000 was included in the 2009/10 financial year under project CX491 to carry out amenity improvements to this intersection. The intersection is recognised as a traffic bottleneck and these improvements are intended to link with works to widen the intersection to improve traffic

flow and safety, being carried out under the Adelaide Road widening project (CX377).

A preliminary concept design of the improvements has been prepared. It assumes the acquisition by the Council of a 4 metre strip of land along the Adelaide Road frontages of the vacant site on the south eastern corner of the intersection that is currently the subject of a resource consent application by Progressive Enterprises Ltd for development as a supermarket and Zip Plumbing Ltd on the north eastern corner of the intersection.

Implementation of the project has been deferred due to:

- Current uncertainty over the outcome of the resource consent application submitted by Progressive Enterprises Ltd, which in turn creates uncertainty over the transfer to the Council of the land that is required for the amenity improvements along the Adelaide Road frontage of the proposed supermarket.
- Uncertainty over the new land owner's plans for the former Tip Top factory site just to the south of the proposed supermarket. Any future retail development on the site has the potential to generate additional traffic along Adelaide Road towards the John Street/Riddiford Street intersection, which could have implications for the design of the intersection layout and therefore the design of the amenity improvements.
- The reluctance of the proprietor of Zip Plumbing Ltd to consider entering into a willing seller/buyer arrangement for the Council's purchase of the land needed to facilitate the traffic improvements to the intersection. The use of any compulsory purchase process under the Public Works Act (PWA) will add delays.

It is very unlikely that the situation regarding future development will be resolved in the current financial year. Acquiring the land needed for the improvements could take between 18 months and 2 years.

5.4 Adelaide Road widening and amenity improvements

A budget of \$978,500 has been approved in the current financial year for the design of the road widening, the development of a property acquisition strategy and all of the planning work associated with preparing a Notice of Requirement under the Resource Management Act (RMA) to have a widened Adelaide Road transport corridor designated as legal road. No budget has been allocated in 2009/10 for property acquisition.

In terms of progress to date:

- a preferred alignment of the widened transport corridor has been prepared

- a property acquisition strategy has been developed and there has been preliminary communication with property owners affected by the proposed alignment
- planning consultants have been engaged to undertake, and are working on, the required assessment of environmental effects prior to preparing and lodging the Notice of Requirement on the Council's behalf
- a traffic assessment has been completed and peer reviewed.

The traffic assessment informs the assessment of environmental effects included with the Notice of Requirement and would also be used as the basis of a standard assessment report to be included with an application to NZTA for subsidy towards the cost of property acquisition and the physical street works involved in the widening of the corridor.

The traffic assessment report, prepared by Opus International Consultants, has concluded that implementation of the proposed configuration for a widened Adelaide Road corridor provides minimal additional traffic capacity and does not significantly reduce travel times when compared to the performance of the existing road configuration. In short, this is because:

- the proposal does not increase the number of traffic lanes
- any future increase in travel demand through and in the area is deemed likely to be satisfied principally by increased public transport provision, which can be accommodated at the expense of parking without the need for road widening
- the proposed amenity improvements, principally the provision of additional pedestrian crossings across Adelaide Road that are designed to enhance pedestrian amenity and safety, counter any reductions in travel time that may accrue to increased use of public transport.

Overall, the proposed road widening works are therefore assessed as having a benefit to cost ratio of less than 1.

The low benefit to cost ratio means it is now extremely unlikely that any application for NZTA subsidy towards the full cost of the project would succeed. This is due largely to NZTA's reliance on cost-benefit assessment mechanisms, which are primarily based on travel time savings. These mechanisms do not take sufficient account of the benefits to pedestrians and public transport or the related urban development outcomes that are identified in the Framework as the primary objectives of the road widening and that are the principal basis for the preparation of the Notice of Requirement.

NZTA subsidy should still be available though for the installation of bus priority lanes and improvements to the John Street intersection, assuming the Council proceeds with these. The estimated amount of subsidy for this work is \$1 million.

6. Options for Adelaide Road improvement

6.1 *Option 1 – continue with the current corridor improvements and road widening project*

A widened Adelaide Road facilitates an improved pedestrian environment with edge planting, permanent on-street parallel parking to service future land uses, a permanent bus lane in each direction, a general traffic lane in each direction and a fully planted raised central median. The works also encompass roading improvements at the John Street/Riddiford Street intersection. The project requires the existing Adelaide Road corridor to be widened from 21.5 metres to 25.5 metres on average (see **Appendix 2** for a cross-section diagram and **Appendix 3** for a plan view of the proposed layout).

In order to proceed with the project in this format, the Council is now faced with potentially having to make a much greater financial contribution than it has currently budgeted. The additional funding required is estimated at \$9 million in project CX377. A revised spending profile that spreads property acquisition over a longer period than is currently the case and starts the construction works later in order to ease the impact of this additional funding requirement is shown in **Appendix 8**. This also reflects the deferral of implementation of the John Street amenity improvements to 2011/12. The impact in 2010/11 is a reduction in CAPEX of \$3.576 million.

It should be noted that the total funding required may be subject to potential change. Some of the costs associated with property acquisition – for example, compensation for relocation and business disruption - are currently difficult to quantify and the budget may not cover these fully. Consequently, there remains a risk that the Council's contribution may further increase.

Given the findings of the traffic assessment report and the extent of the funding impact, two alternatives for upgrading Adelaide Road have been identified. Both alternatives achieve significant cost reductions by delivering improvements within the existing road corridor thus removing the required land and property acquisition component from the current proposal, which is currently budgeted to cost \$12.2 million.

6.2 *Option 2 - deliver transport benefits only*

This option would utilise the existing road corridor without the need for land acquisition except to accommodate improvements at the John Street/Riddiford Street intersection (see below). It would retain existing lane and footpath widths. An additional bus priority lane would be created in a southbound direction and preferably both bus priority lanes would be made permanent (see **Appendix 4** for a cross-section diagram and **Appendix 5** for a plan view of the proposed layout).

If the immediate permanent loss of on-street car parking on both sides of the street that would occur under the above layout is considered unacceptable by the Committee, the bus priority lanes could for now operate during morning and evening peak times only, in which case parking would still be available during off-peak hours. This arrangement would be temporary though and only remain in place until such time as public transport use reaches a level that requires permanent bus priority.

Improvements at the John Street/Riddiford Street intersection would still be undertaken both to improve current traffic flows and travel times and to future proof the intersection against potential future growth in traffic. Amenity improvements would also be undertaken (as per project CX491) but there would be no enhancements of any description to the pedestrian environment or any other amenity improvements along Adelaide Road.

The benefits of this option are that it would provide for improved travel times and reliability for public transport, allow improved access to the hospital for emergency vehicles, and some minor improvements to travel times for private vehicles. There would be additional protection for cyclists who would be able to utilise the bus lanes although the narrower lane widths would mean that they would have to follow buses rather than be able to pass them within the lane.

In summary, this option would deliver the public transport improvements identified by the Adelaide Road Framework and help relieve current and future traffic congestion occurring at the John Street/Riddiford Street intersection. However, it risks slowing a desired modal shift to walking and the leveraging of potential transport corridor improvements to stimulate the urban development and intensification identified by the Framework.

The cost of implementing this option is estimated at \$5.178 million (including the cost of the proposed amenity improvements at the John Street/Riddiford Street intersection, which are budgeted separately under CX491 – see paragraph 5.3), which represents a reduction in cost of \$15.136 million against Option 1. A profile of the spending is shown in **Appendix 8**. The impact in 2010/11 is a reduction in CAPEX of \$3.576 million.

6.3 Option 3 – implement a revised programme of improvements

This option would also utilise the existing road corridor but traffic lane and footpath widths would be reduced (by comparison with Option 2) to allow for the retention of permanent on-street parking on the western side of the street. An additional bus priority lane would be created in a southbound direction and both bus priority lanes would be made permanent. Streetscape amenity improvements along Adelaide Road would be of a similar scale as Option 1 but will be carried out in the existing central median and on the footpath (see **Appendix 6** for a cross-section diagram and **Appendix 7** for a plan view of the proposed layout).

In addition to the benefits delivered under Option 2 this option would provide for some limited permanent on-street parking to service the future land uses expected in the medium to longer-term and would deliver the amenity improvements proposed under the Framework. The key difference being that

the improvements would be within the existing road corridor and primarily on the western side of Adelaide Road

The footpath width and proposed amenity enhancements are of a similar scale to Option 1. This option would support the urban regeneration outcomes identified in the Framework through the transport and streetscape improvements.

The cost of implementing this option is estimated at \$9.940 million (including the cost of the amenity improvements at the John Street/Riddiford Street intersection), which represents a reduction in cost of \$10.374 million against Option 1. A profile of the spending is shown in **Appendix 8**. The impact in 2010/11 is a reduction in CAPEX of \$3.576 million.

6.4 Implications of the Committee's decision

Proceeding with Option 1 means the Council will be:

- committing to providing additional funding to fill the potential shortfall resulting from a much reduced level of NZTA subsidy
- continuing with the process to lodge a Notice of Requirement for the road widening
- continuing with the process of acquiring the property necessary to enable the construction of a widened road corridor.

The combination of the road widening, the amenity improvements and the proposed planning policy changes will continue to support desired urban development strategy outcomes around growth spine centres, transport, walking and cycling, as identified in the Framework.

Implementing either Option 2 or Option 3 instead will achieve the transportation objectives of the Framework without the need to widen the road and without the need to acquire property (except at the John Street/Riddiford Street intersection). Enhancement of what will remain a major transport corridor, particularly the improvement to bus priority, should still assist in the delivery of the desired urban regeneration outcomes under the Framework. Under Option 3 the combination of transport improvements, the amenity improvements and the proposed planning policy changes will continue to support the urban regeneration outcomes identified in the Framework.

Implementing Option 2 will not create any practical obstacles to widening the road corridor at a later date, should the Council be of a mind to do this. This is not the case with Option 3 as the eastern side footpath and the amenity improvements in the central median in the form of tree planting, would have to be removed as part of the process of realigning the carriageway.

In terms of development contributions, a contribution for roading purposes has already been established in relation to the implementation of the Adelaide Road widening project. The value of the growth related expenditure on which the contribution calculation is based does not need in theory to change whichever of the three options is adopted. This is because the same transport growth related works i.e. the John Street/Riddiford Street intersection and bus priority improvements are included in all three options and the original

assumption around the level of NZTA subsidy for these improvements remains unchanged by option selection.

It may be appropriate though to review whether the current assumption regarding anticipated growth in Equivalent Housing Units remains valid if either Option 2 or 3 is adopted. The allocation between citywide benefits relating to the easing of through traffic and local catchment benefits relating to the local enhancement in amenity may also need to be revisited. This review will be undertaken once the Committee's preferred implementation option is known.

7. Recommendations

1. Note the proposed amenity improvements at the John Street/Riddiford Street intersection, budgeted to occur in 2009/10, have been deferred given uncertainties of future land development and land acquisition requirements.
2. Note three options are available for implementation of improvements to Adelaide Road: Option 1 - proceed with the current road corridor improvement proposal including widening; Option 2 - address transport needs only without widening the road corridor; Option 3 - implement a revised programme of improvements without widening the road corridor.
3. Agree to implement Option 3 – implement a revised programme of improvements to Adelaide Road, which:
 - removes the need for road widening and associated land acquisition (except at the John Street/Riddiford Street intersection)
 - addresses current and anticipated traffic network congestion at the John Street/Riddiford Street intersection and provides for anticipated future traffic network growth through an improved public transport corridor
 - reduces the lane widths proposed in the other options in order to facilitate the creation of permanent bus priority/cycle lanes in each direction, and retains permanent parallel car-parking on the western side only
 - delivers streetscape amenity improvements along Adelaide Road of a similar scale to Option 1, except they are within the existing road corridor at an estimated cost of \$8.962 million, with spending scheduled as follows:

2009/10	2010/11	2011/12	2012/13	2013/14	Total
\$m	\$m	\$m	\$m	\$m	\$m
978	1.550	2.150	4.000	1.262	9.940

4. Note that the financial impact of implementing Option 3 will be to reduce CAPEX by \$3.576 million in 2010/11 and by \$10.374 million overall.

Appendix 1

Adelaide Road Framework – Current programme CAPEX budget 2009-17

Project	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	Total
	\$000	\$000	\$000	\$000	\$000	\$000	\$000	\$000	\$000
CX491 - Growth spine centres	1,638	-	-	-	-	-	-	-	1,638
CX377 - Rooding capacity	978	5,126	3,288	1,954	1,262	2,221	2,390	2,445	19,664
TOTAL FOR PROGRAMME	2,216	5,126	3,288	1,954	1,262	2,221	2,390	2,445	21,302

Note:

1. CX491 covers design and construction work associated with both Drummond Street and John Street amenity improvements. The John Street component is budgeted at \$650,000.

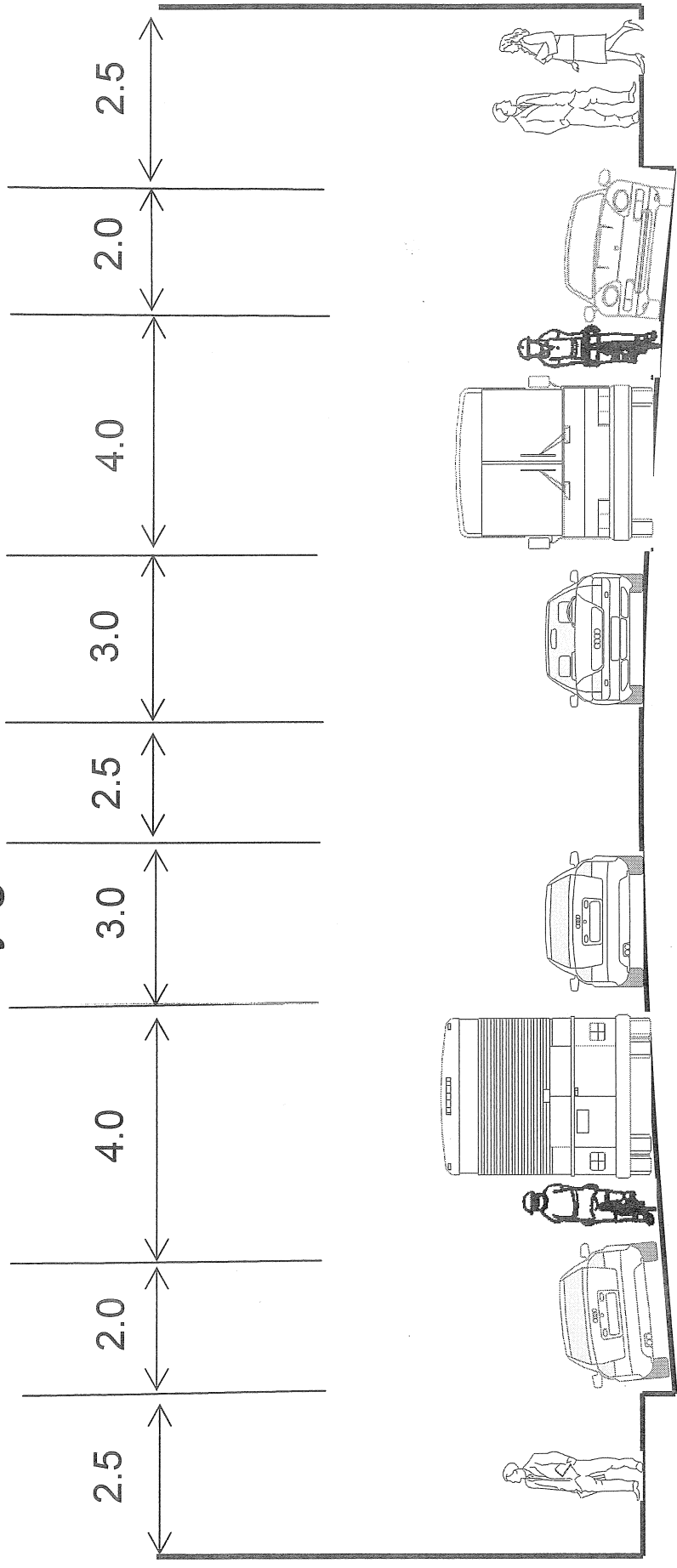
Adelaide Road

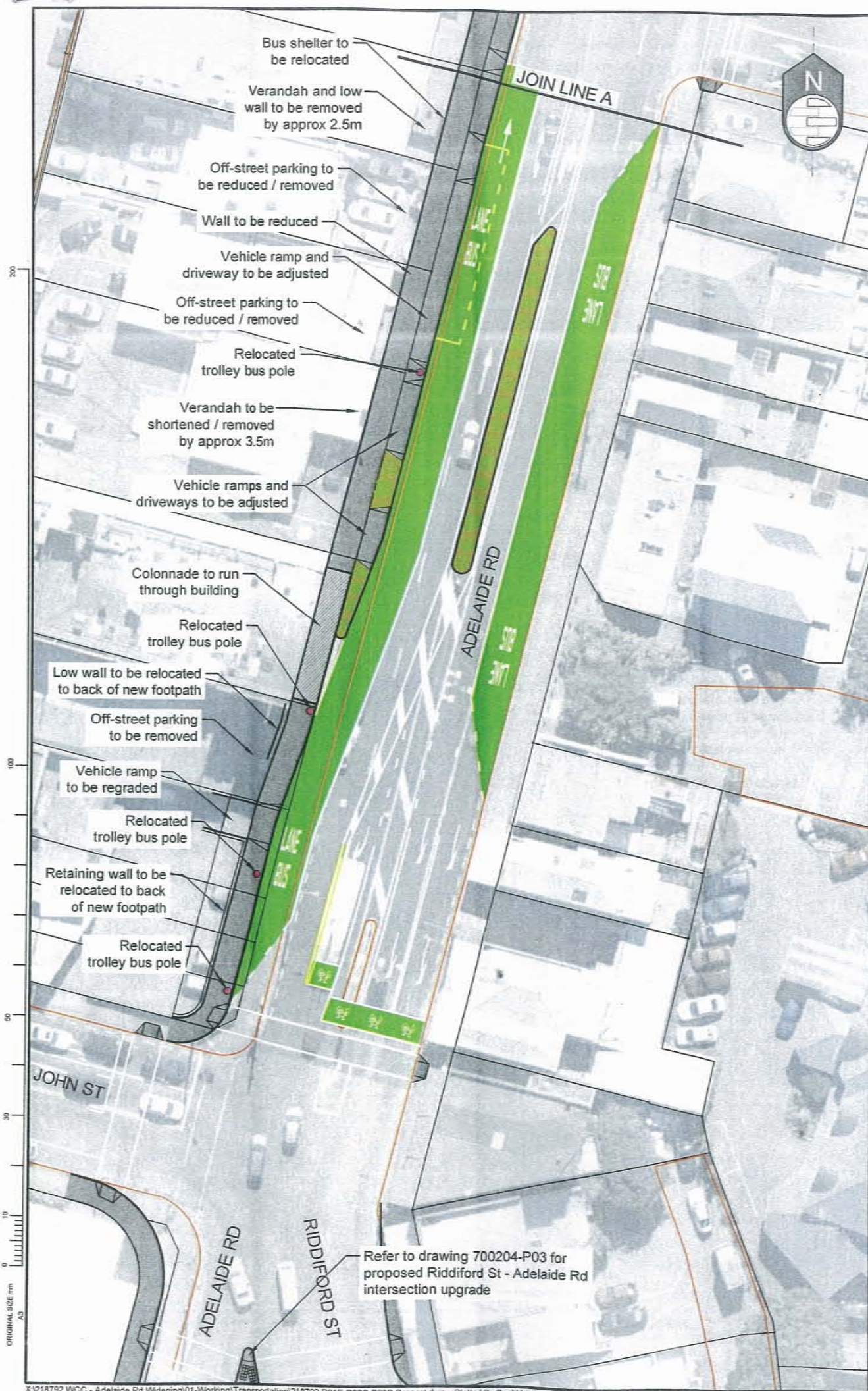
Proposed cross section (25.5m)

Parallel parking both sides

Full time bus/cycle lane

Two-way general traffic lane





NOTES
 This drawing is for discussion purposes only and this concept is subject to detailed site investigation, topographical survey and design.

KEY:

- Existing kerb line
- New kerb line
- New footpath
- New Bus Lane
- New landscaping

**PRELIMINARY ONLY
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No.	Revisions	App	Date
E	Bus stops relocated		21/09/09
D	Various amendments	ATM	15/09/09
C	Lane widths, Hospital Rd int. amended	ATM	14/07/09
B	Alignment at south end amended	SAW	10/07/09
A	John St/Adelaide Rd intersection	ATM	08/05/09

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Designed	WCC / ATM	03/09
Drawn	PCV	03/09
Reviewed	ATM	03/09
Approved	SAW	03/09

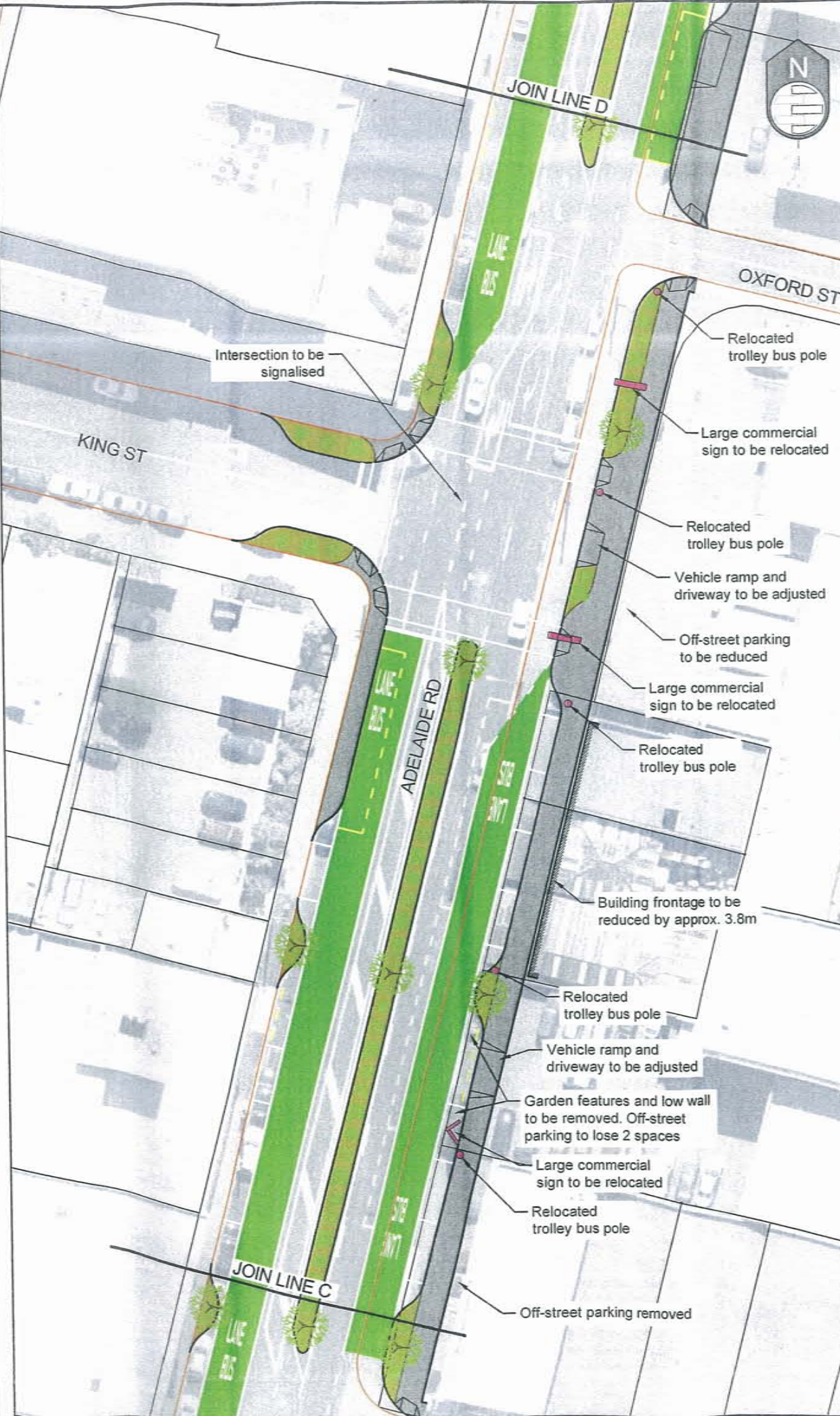
Client **Absolutely POSITIVELY Wellington**

Project **ADELAIDE ROAD WIDENING**

Sheet Title **Concept Plan Sheet 1 of 3**

Drawing Status	Preliminary
Office Location	Wellington Pht: 04-384 2029
Project	218792 Drawing P01
Scale	(A3) 1:500 Revision E

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C	Drummond St & King St signalised	21/7/09
B	Landscaping amended	ATM 15/09/09
A	Lane widths amended	ATM 14/07/09
No.	Revisions	App. Date
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Designed	WCC / ATM	03/09
Drawn	PCV	03/09
Reviewed	ATM	03/09
Approved	SAW	03/09

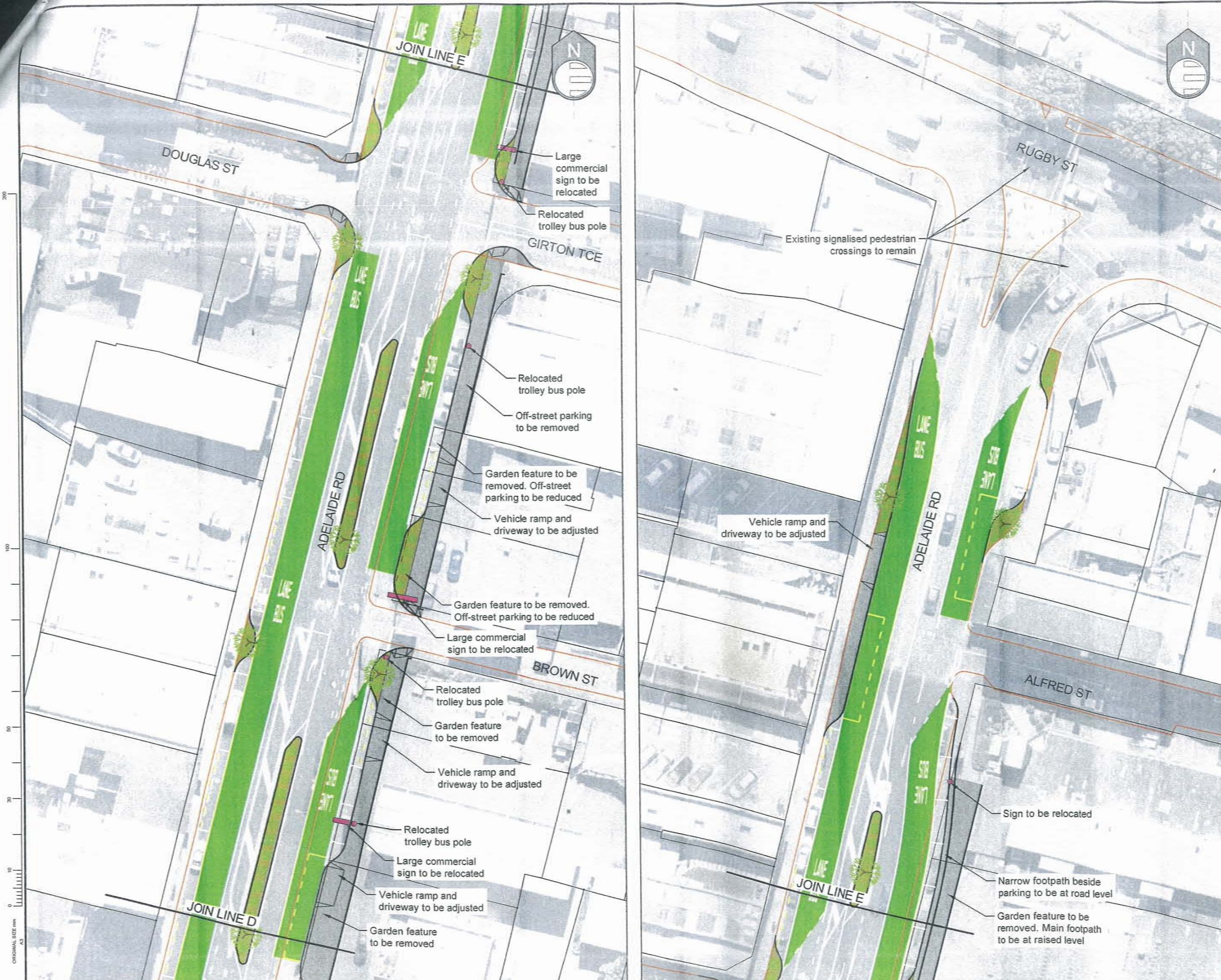
Client: **Absolutely POSITIVELY Wellington**

Project: **ADELAIDE ROAD WIDENING**

Sheet Title: **Concept Plan Sheet 2 of 3**

Drawing Status	Preliminary	File: 04-384 2029
Office Location	Wellington	
Project	218792	Drawing P02
Scale	(A3) 1:500	Revision C





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- New Bus Lane
- New landscaping

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C	Amendments adjacent medical centre	ATM	15/09/09
B	Various amendments	ATM	14/07/09
A	Lane widths amended	ATM	14/07/09
No. Revisions			
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Surveyed			
Designed	WCC / ATM		03/09
Drawn	PCV		03/09
Reviewed	ATM		03/09
Approved	SAW		03/09



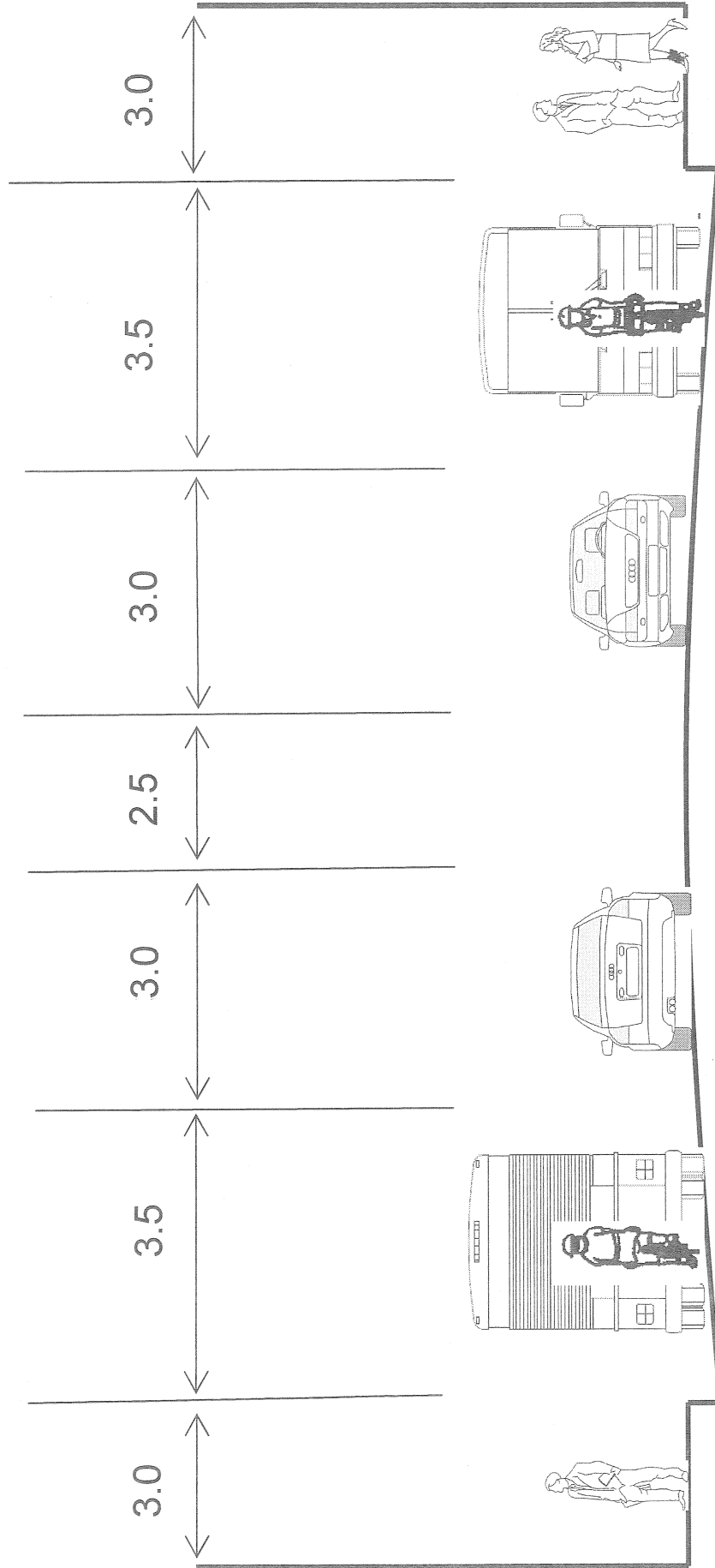
Project
ADELAIDE ROAD WIDENING

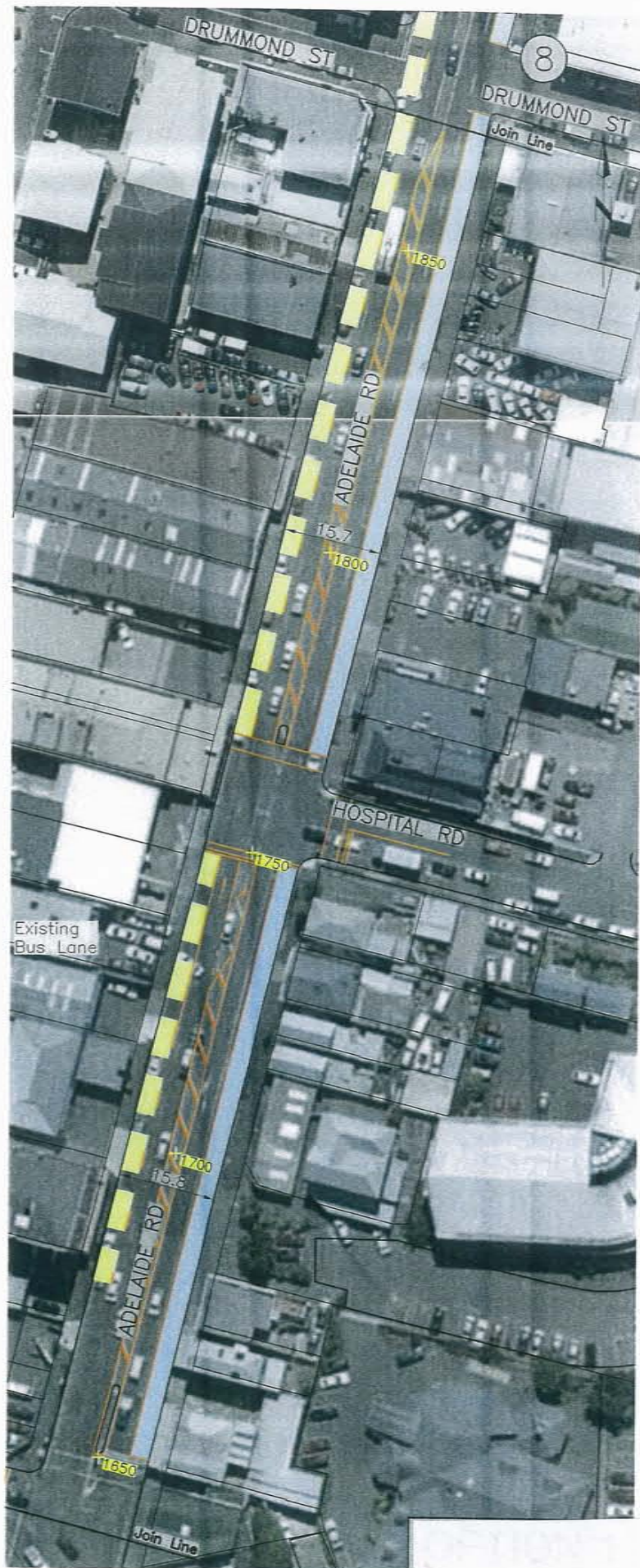
Sheet Title
Concept Plan Sheet 3 of 3

Drawing Status	Preliminary	Office Location	Wellington	Ph: 04-384 2029
Project	218792	Drawing	P03	
Scale	(A3) 1:500	Revision	C	



Adelaide Road
Alternative road cross section (21.5m)
Two-way traffic lanes
Permanent Bus/Cycle lanes both sides



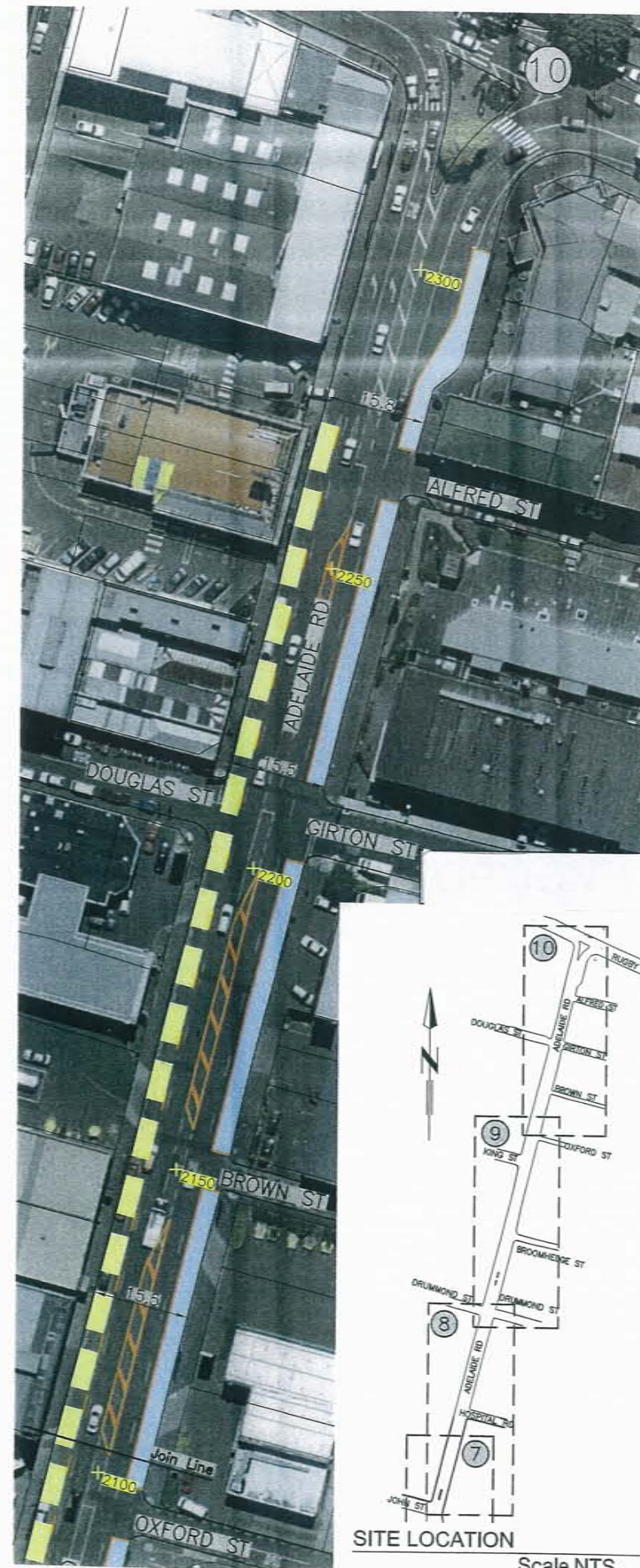


PLAN (Part 8 of 10)
Scale 1:1000

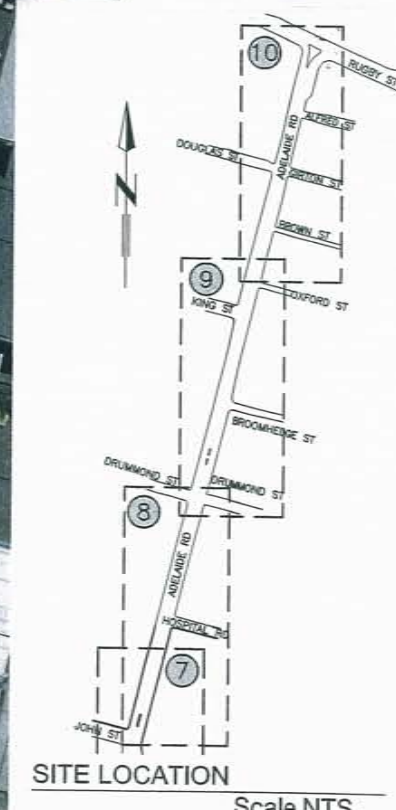
Orthography 1:500 flown Feb 2002 owned by Terralink NZ and used under licence by Wellington City Council



PLAN (Part 9 of 10)
Scale 1:1000



PLAN (Part 10 of 10)
Scale 1:1000



SITE LOCATION

Scale NTS

CONCEPT

LEGEND

- Existing AM Peak Bus Lane
- PM Peak Bus Lane
- Proposed Works
- New Roadmarkings
- Chainage

WCC REVIEW

	Initials	Date	Signed
Reviewed by:			
Reviewed by:			

CHECK PLAN

	Initials	Date	Signed
Drawn			
Checked			
Approved			

No.	Issue	Date

A	AM/PM details added	6/06	
No.	Revisions	Date	Appvd
Designed	MRB	Date 03/06	
Drawn	MRB	03/06	
Checked			
Approved			
File	1011/16/46	Ref	WCC/16127-50/ocad

Client

Project

Bus Lane Investigations

Sheet Title
Newtown/Rintoul to City
General Layout-Sheet 4
1:1000 (A3 ORIGINAL)

Job No.	161275/50	Sheet No.	IR04	Revision	A
			of 10 shts		

Duffill Watts & Tse Ltd
CONSULTING ENGINEERS

APPENDIX 5

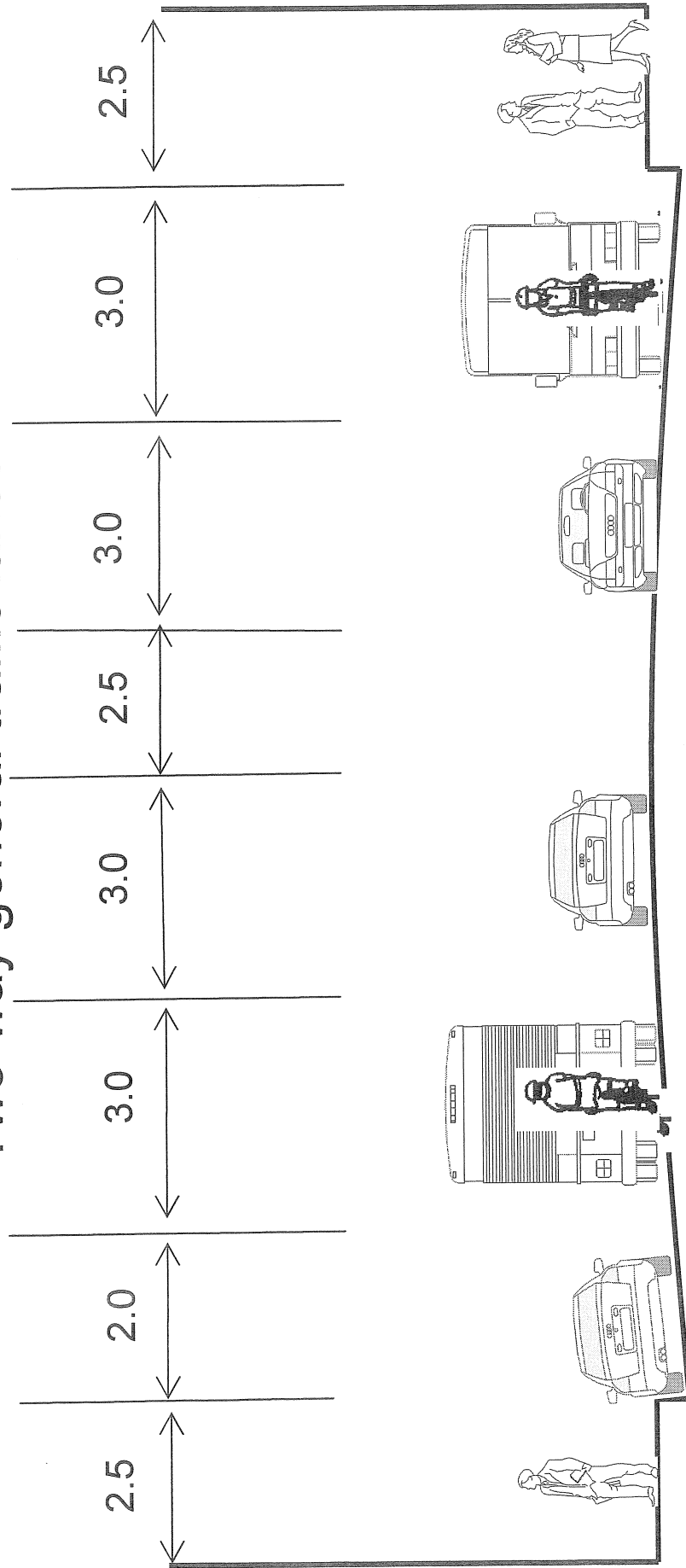
Adelaide Road

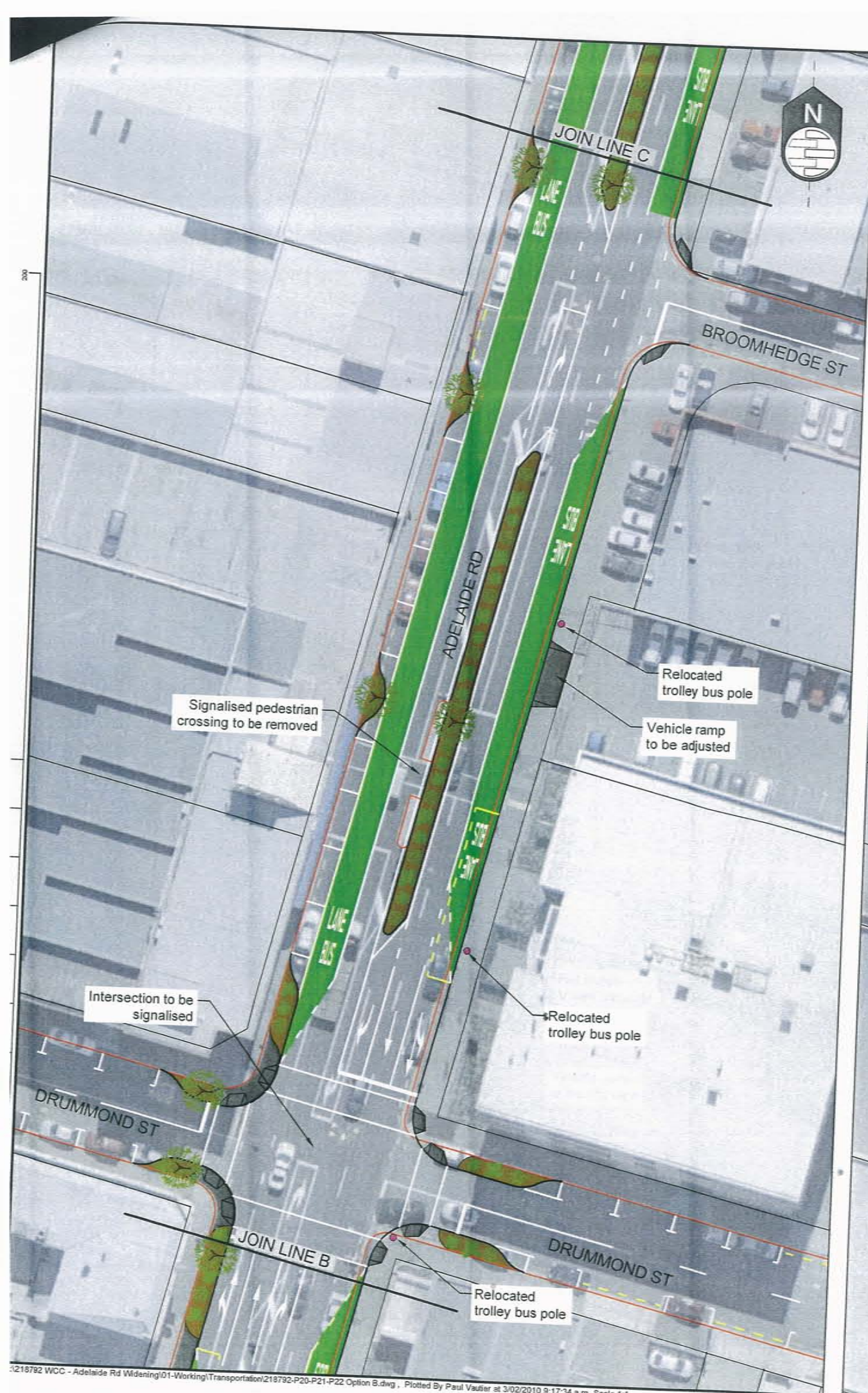
Modified cross section (21.5m)

Parallel parking west side only

Full time bus/cycle lane

Two-way general traffic lanes





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No.	Revisions	App.	Date

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Surveyed	Drawn	Revised	Approved	Date
	WCC / ATM	ATM	SAW	01/10
		PCV		01/10
				02/02/10
				03/02/10

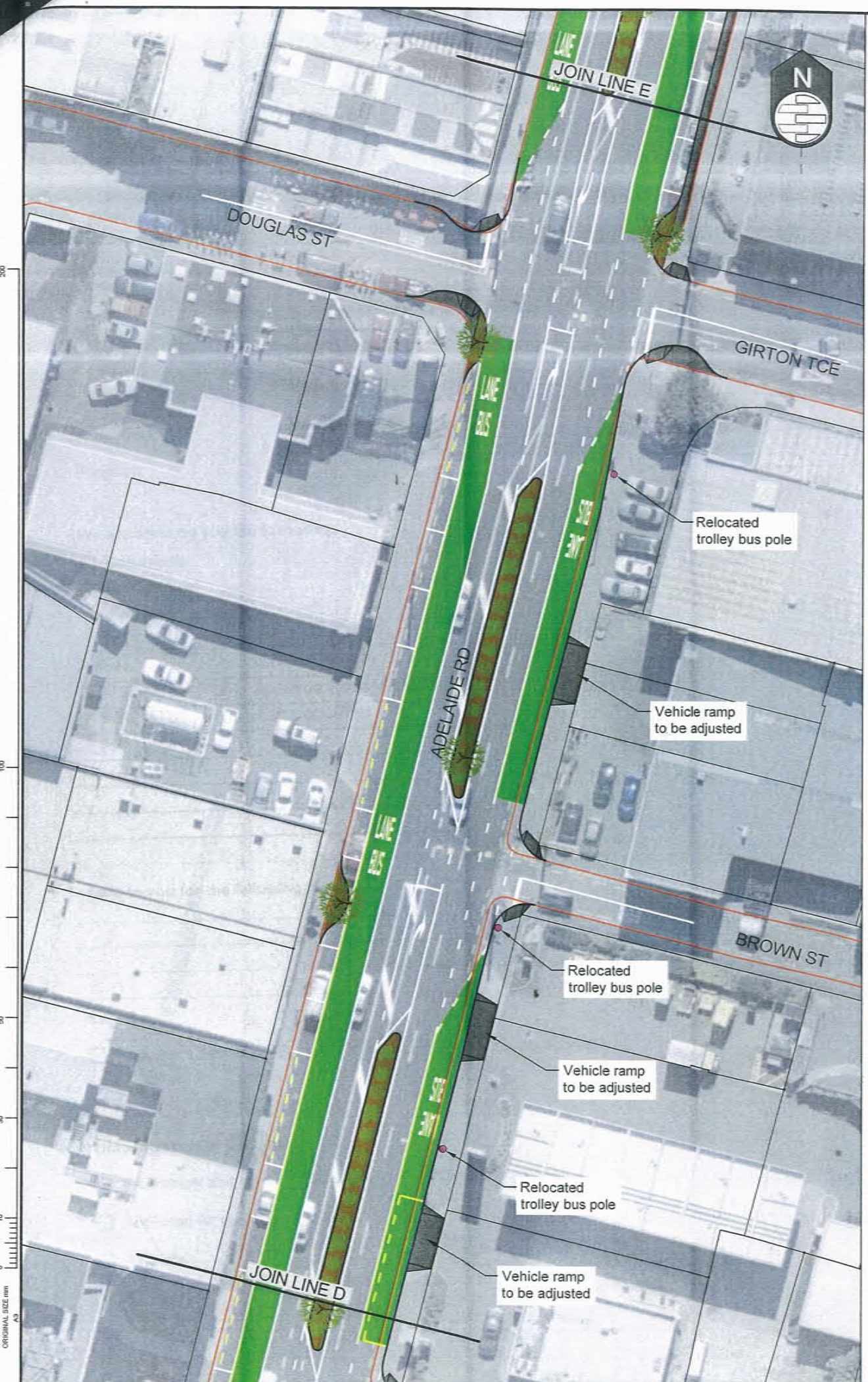
Client: **Absolutely POSITIVELY Wellington**
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Project: **ADELAIDE ROAD WIDENING**
 Sheet Title: **Within Road Reserve**
 Concept Plan - Sheet 2 of 3

Drawing Status: Preliminary	Office Location: Wellington	Proj: 04-384 2029
Project: 218792	Drawing: P21	
Scale: (A3) 1:500	Revision: -	



218792 WCC - Adelaide Rd Widening\01-Working\Transportation\218792-P20-P21-P22 Option B.dwg, Plotted By Paul Vautier at 3/02/2010 9:17:34 a.m. Scale 1:1



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Surveys	Designed	WCC / ATM	01/10
Drawn	PCV		01/10
Reviewed	ATM		02/02/10
Approved	SAW		03/02/10

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Project **ADELAIDE ROAD WIDENING**

Sheet Title **Within Road Reserve**
 Concept Plan - Sheet 3 of 3

Drawing Status	Preliminary	Plot: 04-384 2029
Office Location	Wellington	
Project	218792	Drawing P22
Scale	(A3) 1:500	Revision



Notes:

1. Figures shown for CX491 are for the John Street amenity improvements only.
2. None of the totals above takes account of the NZTA subsidy that officers believe will be available for eligible works under each option i.e. for the John Street/Riddiford Street intersection and bus priority improvements. This is estimated at \$1 million.
3. Other than the reduced level of subsidy for Option 1, the OPEX impacts of the above CAPEX spending proposals have not been identified in this report.