

ORDINARY MEETING

OF

CITY STRATEGY COMMITTEE

AGENDA

Time: 9:30am
Date: Wednesday, 27 September 2017
Venue: Committee Room 1
Ground Floor, Council Offices
101 Wakefield Street
Wellington

MEMBERSHIP

Mayor Lester
Councillor Calvert
Councillor Calvi-Freeman
Councillor Dawson
Councillor Day
Councillor Eagle
Councillor Foster
Councillor Free
Councillor Gilberd
Councillor Lee
Councillor Marsh
Councillor Pannett (Chair)
Councillor Sparrow
Councillor Woolf
Councillor Young

NON-VOTING MEMBERS

Te Rūnanga o Toa Rangatira Incorporated
Port Nicholson Block Settlement Trust

Have your say!

You can make a short presentation to the Councillors at this meeting. Please let us know by noon the working day before the meeting. You can do this either by phoning 803-8334, emailing public.participation@wcc.govt.nz or writing to Democratic Services, Wellington City Council, PO Box 2199, Wellington, giving your name, phone number and the issue you would like to talk about.

AREA OF FOCUS

The role of the City Strategy Committee is to set the broad vision and direction of the city, determine specific outcomes that need to be met to deliver on that vision, and set in place the strategies and policies, bylaws and regulations, and work programmes to achieve those goals.

In determining and shaping the strategies, policies, regulations, and work programme of the Council, the Committee takes a holistic approach to ensure there is strong alignment between the objectives and work programmes of the seven strategic areas of Council, including:

- Environment and Infrastructure – delivering quality infrastructure to support healthy and sustainable living, protecting biodiversity and transitioning to a low carbon city
- Economic Development – promoting the city, attracting talent, keeping the city lively and raising the city's overall prosperity
- Cultural Wellbeing – enabling the city's creative communities to thrive, and supporting the city's galleries and museums to entertain and educate residents and visitors
- Social and Recreation – providing facilities and recreation opportunities to all to support quality living and healthy lifestyles
- Urban Development – making the city an attractive place to live, work and play, protecting its heritage and accommodating for growth
- Transport – ensuring people and goods move efficiently to and through the city
- Governance and Finance – building trust and confidence in decision-making by keeping residents informed, involved in decision-making, and ensuring residents receive value for money services.

The City Strategy Committee also determines what role the Council should play to achieve its objectives including: Service delivery, Funder, Regulator, Facilitator, Advocate

The City Strategy Committee works closely with the Long-term and Annual Plan committee to achieve its objectives.

Quorum: 8 members

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1 Meeting Conduct

1.1 Apologies

The Chairperson invites notice from members of apologies, including apologies for lateness and early departure from the meeting, where leave of absence has not previously been granted.

1.2 Conflict of Interest Declarations

Members are reminded of the need to be vigilant to stand aside from decision making when a conflict arises between their role as a member and any private or other external interest they might have.

1.3 Confirmation of Minutes

The minutes of the meeting held on 21 September 2017 will be put to the City Strategy Committee for confirmation.

1.4 Public Participation

A maximum of 60 minutes is set aside for public participation at the commencement of any meeting of the Council or committee that is open to the public. Under Standing Order 3.23.3 a written, oral or electronic application to address the meeting setting forth the subject, is required to be lodged with the Chief Executive by 12.00 noon of the working day prior to the meeting concerned, and subsequently approved by the Chairperson.

1.5 Items not on the Agenda

The Chairperson will give notice of items not on the agenda as follows:

Matters Requiring Urgent Attention as Determined by Resolution of the City Strategy Committee.

1. The reason why the item is not on the agenda; and
2. The reason why discussion of the item cannot be delayed until a subsequent meeting.

Minor Matters relating to the General Business of the City Strategy Committee.

No resolution, decision, or recommendation may be made in respect of the item except to refer it to a subsequent meeting of the City Strategy Committee for further discussion.

2. Strategy

AN INTEGRATED MASTERPLAN FOR SHELLY BAY

Purpose

1. To identify the feedback from the public consultation, including wider issues raised, and respond to the issues that are of concern to the community. To also recommend that Council proceed with the proposed sale and lease of land to Shelly Bay Limited (SBL) to provide for an integrated development solution through a masterplan that unlocks the potential of Shelly Bay for Wellingtonians, visitors and iwi.

Summary

2. The Council at its meeting of 26 April 2017 was presented with a report entitled *Proposed Long-Term Lease and Sale of Council Land at Shelly Bay*. The purpose of the report was to introduce to the Council the idea of a long-term lease and sale of part of the Council land at Shelly Bay. The primary recommendation from the meeting was to undertake public consultation, the outcome of which would help Council in its decision making.
3. The proposed integrated development is a compelling value proposition:
 - It maintains and enhances public accessibility.
 - It provides for increased housing supply.
 - A new visitor destination in the city is developed.
 - The risk allocation shifts from the Council to SBL.
 - The sale and lease largely offsets infrastructure commitments.
 - It improves the rating base for the city.
 - The commitments Council has made with iwi to work closer and in partnership are reinforced.
4. The substantive decision for the Council is whether or not it sells/leases a portion of its land holdings to facilitate the larger integrated development of Shelly Bay, and if so on what terms. A number of issues that assist in Council's decision were raised during the consultation process. This report focuses on the main areas of concern which are grouped as follows:
 - Integration with Council strategy;
 - Traffic improvements;
 - Assessment of the resource consent under the Housing Accords and Special Housing Areas Act 2013 (HASHAA); and
 - Infrastructure capacity and funding.

Other areas of concern include:

- Sea level rise;
 - Impact on the natural environment;
 - the wharves;
 - the design and
 - heritage
5. In response to the issues raised the following are proposed:

- The Council will continue to work with iwi, the community and central Government to develop a strategy; *Te Motu Kairangi - A Prospectus of Opportunities* - a Miramar-wide vision which seeks to embrace the unique opportunities of the peninsula as a whole.
 - The infrastructure and public space cost as it relates to infrastructure investment at Shelly Bay is \$20 million. Council's contribution would be 50%.
 - Consider improvements to Shelly Bay Road between Miramar Avenue and Shelly Bay to support multi-modal travel, in particular to enhance cycling while maintaining the natural character of the coastline. This is in line with progressing the aspiration of the Great Harbour Way.
 - Consider investing in an upgrade of the wider water supply and waste infrastructure to support future development across the wider Miramar Peninsula. This investment cost is estimated at \$5.6 million.
 - Work with SBL to instigate further research and opportunities to better accommodate the needs of the Little Penguin.
 - Confirm Council's Technical Advisory Group (TAG) as the design review panel to assess future designs of buildings, public spaces and other interventions, to confirm a quality outcome.
 - Consider seeking commitment through the proposed development agreement that SBL undertake to deliver an appropriate amount of affordable housing within Wellington city during the life of the development.
6. The integrated masterplan proposed by SBL gives certainty as to the outcome at Shelly Bay, which would direct the following for the 3.5 hectares of Council owned land:
- The retention of 2.6 hectares in Council ownership of publically accessible land for public space, waterfront promenade and road access.
 - The 125 year lease of approximately 0.6 hectares of land and two buildings; Shed 8 and the Shipwrights Building to SBL for commercial, mixed use development which will generally be publicly accessible. This lease is valued at approximately \$5.5 million.
 - The selling of approximately 0.3 hectares to SBL for housing. The value of this land is in the order of \$2.5 million.
7. If Council were not to approve the sale and lease:
- SBL is likely to deliver a less inclusive development.
 - There would be a cost to Council for deferred maintenance on buildings, infrastructure, seawalls and an upgrade for Shelly Bay Road.
 - The Council would not be delivering on its MOU commitments to iwi.
 - The best opportunity for the future of Shelly Bay since the air force base closed in 1995 would be lost for another period of time.
 - The Council would be missing an opportunity to show its ability to work in formal and informal partnerships to unlock housing pressures created by increased growth.
 - There is no certainty of the outcome for this site and the economic benefit would be lost.

8. If Council were not to approve the sale and lease, SBL would not be able to exercise all of the development rights under its existing resource consent. Any proposal to vary the present consent would have to be lodged with the Council resource consent team for its consideration and assessment as to whether the applied variation is in scope of the current consent.

Recommendations

That the City Strategy Committee:

1. Receive the information.
2. Recommend to Council that it
 - i. Note that resource consent has been granted for the redevelopment of Shelly Bay.
 - ii. Note the findings from the public consultation process.
 - iii. Note this proposal delivers on Council's wider strategic objectives around housing supply and commitment under the MOU partnership agreement with iwi.
 - iv. Note the significant public amenity and economic benefit in both the construction phase and in the post construction period.
 - v. Agree that Council sell the area identified in Attachment 1, being 0.3 hectares, more or less, to Shelly Bay Limited for approximately \$2.5 million.
 - vi. Agree that Council lease the area identified in Attachment 1, being 0.6 hectares, more or less, and Shed 8 and the Shipwright's Building to Shelly Bay Limited for a period of 125 years for approximately \$5.5 million.
 - vii. Agree that Council contribute half the cost of the development of public realm and infrastructure elements necessary to bring ageing infrastructure up to standard to help deliver the Shelly Bay masterplan.
 - viii. Request Wellington Water Limited to optimise the LTP budget for water infrastructure to enable \$5.6 million for infrastructure costs for additional water supply and waste water capacity to support future development on the Miramar Peninsula, the cost of which would be ultimately recovered as those developments are realised.
 - ix. request officers to further investigate the upgrade of Shelly Bay Road between Miramar Avenue and Shelly Bay.
 - x. Agree to include the projected costs and revenues in the Long Term Plan (LTP).
 - xi. Agree that Council officers prepare a development agreement outlining the principal commercial and legal terms of a sale and lease agreement with Shelly Bay Limited.
 - xii. Delegate authority to the Council's Chief Executive Officer and the Mayor to finalise and execute the relevant agreements.

Background

9. In a 1999 Environment Court decision that was considering planning provisions at Shelly Bay, Judge Kenderdine wrote: "the area is not very large so that sporadic

piecemeal, disjointed or incomplete development is undesirable. What is really required is for a person or organisation to come forward with a complete proposal for the whole area”.

10. The Council is now responding to an integrated development proposal undertaken as a joint partnership between the Port Nicholson Block Settlement Trust (PNBST) and The Wellington Company (TWC). The legal partnership goes under the name Shelly Bay Limited. The site for development is approximately 11.3 hectares, which is comprised of approximately 7.8 hectares owned by SBL and a Council-owned component of some 3.5 hectares.
11. PNBST is the legislative mandated entity for Taranaki Whānui kit e Upoko o te Ika (Taranaki Whānui). Taranaki Whānui migrated to Wellington in 1830 and is the original kaitiaki and mana whenua of Wellington. In 2009 Taranaki Whānui settled their historical grievances with the Government, and the purchase of Shelly Bay was part of that settlement. The objective of Taranaki Whānui is to restore, revitalise, strengthen and enhance the cultural, social and economic well-being of Taranaki Whānui and Wellington.
12. In response to a request by the PNBST and TWC, and under the HASHAA, the Council recommended to the Government that Shelly Bay become a Special Housing Area (SHA). The current Shelly Bay SHA is contained in an Order in Council dated 7 December 2015.
13. A resource consent was lodged in September 2016, assessed under the HASHAA, and approved in April 2017. The consent was granted for a comprehensive masterplan with a vision for the total site, which includes the Council land holding. The consent is for 352 houses and other commercial amenities such as cafes, bars, shops, a microbrewery and a boutique hotel. It also provides for a range of public spaces including a waterfront promenade, a village green, and two new parks at the northern and southern ends of the development. Public car parking, planting and other amenities are provided for. The consent provides for staged subdivision and a staged construction timeframe for the 352 units within 13 years of the issue of consent. Some of the buildings will be up to the maximum height the HASHAA provides for of 6 storeys or 27 metres. However the consent notes; ‘the development will be visually nestled into the landscape with the vegetated coastal escarpments remaining the visual dominant feature’.
14. This masterplan was designed by a highly regarded team of Wellington design consultants who have worked on many high profile projects around the country and Wellington including the Wellington waterfront - Waitangi Park and Te Wharewaka, and the Pukeahu National War Memorial Park. The team includes architects - Architecture +; urban designers - McIndoe Urban and landscape architects – Wraight Associates.
15. As part of the masterplan, SBL has proposed to the Council that it sells 0.3 hectares and leases 0.6 hectares of Council land to help deliver this vision. This will leave the Council owning 2.6 hectares at Shelly Bay which will ensure the public will have accessibility to, and through Shelly Bay.
16. Council officers have worked with SBL over the last 18 months to ensure that the proposal would deliver a sustainable, well designed and financially viable redevelopment of Shelly Bay.
17. Below is a timeline of events:

August 2008	PNBST was established to administer the Treaty of Waitangi
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	settlement of Taranaki Whānui
Late 2008	PNBST purchased a 4.5 ha holding in Shelly Bay
2014	TWC entered into a 5 year management agreement with PNBST to manage the estate
24 June 2014	Council and Government sign the Wellington City Housing Accord
March 2015	Consultation on the Wellington Growth Plan
June 2015	Council approved Shelly Bay as a Special Housing Area (SHA) under HASHAA
Late 2015	PNSBT and TWC present early development proposals to Council officers
7 December 2015	Government executed an Order in Council resulting in Shelly Bay being formally designated as a SHA
September 2016	TWC lodge a resource consent application containing a masterplan and design guide
31 January 2017	PNBST and TWC enter into a formal joint venture establishing SBL
18 April 2017	Resource consent approved
26 April 2017	<i>Report: Proposed Long-Term Lease and Sale of Council Land at Shelly Bay</i> – presented to Council
17 July -14 August 2017	Public consultation undertaken

18. A publicly excluded report – *Proposed Long-Term Lease and Sale of Council Land at Shelly Bay* - was presented to Council on 26 April 2017. The purpose of the report was to propose the long-term lease and sale of the Council land at Shelly Bay to support SBL to develop the land in accordance with its SHA status. It also requested the Council to agree to go out for public consultation.
19. The report highlighted:
- Over the next ten years it is estimated that deferred maintenance on property and infrastructure and ongoing operational losses will require investment by Council of some \$6.1 million.
 - The redevelopment of the site would remove this liability and realise a comprehensive, high quality solution for Shelly Bay with substantial public benefits.
 - The valuation for the purposes of the sale and lease is based on the land being fully serviced by infrastructure. This is not the case and therefore the true value of the land is arguably less than what SBL will contribute.
 - An arrangement was proposed where Council contributes 50% towards the infrastructure and public realm works required to support the development. The remaining 50% would be funded by SBL. The total estimated cost of these works has been estimated at \$20 million.
 - Specifically it is proposed that Council fund \$3.35 million in public realm works (50% of the total estimated cost of \$6.7 million) for the development, comprising

a village green, the road relocated behind the green enhancing better public access to the water's edge, two waterfront "point parks" located at each end of the development, and other streetscape works within the development area (all to remain in Council ownership). Further, it is proposed that Council fund \$6.5 million in infrastructure works (50% of the total estimated cost of \$13 million) made up primarily of upgrades to Shelly Bay Road and the Miramar Avenue intersection, water supply, stormwater and wastewater upgrades. The residual 50% of public realm and infrastructure costs would be met by SBL.

- The proposed development provides for the retention and adaptive re-use of two prominent buildings on Council land – the centrepiece of Shelly Bay - Shed 8 and the Shipwright's building. The cost of remediating these buildings to a reasonable standard of repair has been estimated at \$3.0 million. It is proposed that SBL remediate both buildings, at its cost, to a superior standard of repair as key public components of the proposed development. Both these buildings are in poor condition and require remedy before weathering and damage renders the buildings irreparable.
- Upon completion it is estimated the development will employ in excess of 100 people in full time jobs. During the construction phase it is estimated there will be a direct spend of \$216 million with an additional \$180 million in third-party spending in the local economy resulting directly from the Shelly Bay development. Overall a community benefit cost ratio in excess of 20 is expected during the construction phase, reducing to around 2.7 in the post construction period. A ferry service connecting Shelly Bay to the city is also proposed.
- Note that some of the figures that were proposed in the 26 April report have been slightly adjusted to reflect further work undertaken since then.

20. The land has been valued by giving consideration to comparable land sales in Wellington. Sales evidence is comprised of sites that are fully serviced by infrastructure – Shelly Bay is not – and it is therefore difficult to make a direct comparison. The sale and lease price results in gaining the fully serviced value for the Council land while the Council is contributing only 50% of the costs required to upgrade the site to a fully serviced state of amenity. The value of the land without an expected level of infrastructural support would arguably be considerably less than the price negotiated.

Discussion

Public consultation

21. A working group of Councillors including the portfolio leads of Community Planning and Engagement, Maori partnership, Urban Development and Housing as well as the three Eastern ward councillors, and Council officers was set up to develop the consultation process, questions to be asked of the public and consultation documentation.
22. The consultation ran from 17 July to 14 August 2017 inclusive.
23. The consultation documents were made available online at wellington.govt.nz/shellybay and at public libraries. The documents relating to the consultation were:
- *Have your say Shelly Bay development*– consultation document –attached as Attachment 2
 - Submission form

- Resource consent application
- Resource consent report
- Frequently asked questions – attached as Attachment 3

Public displays

24. Two public displays were set up for the Shelly Bay consultation: one at Shelly Bay itself and the other in Council reception in Wakefield Street. The displays contained the information from the consultation document *Have your Say on Shelly Bay*.

Public drop-in sessions

25. Two four-hour drop-in sessions were held at Shelly Bay – one on Sunday 23 July and the other on Sunday 30 July. In total about 120 people attended. The architect for the development, Stuart Gardyne of Architecture +, presented on the design and development rationale at each session. Council officers and a representative of Shelly Bay Ltd were on hand to answer questions.

Meeting for Miramar businesses

26. PNBST hosted a meeting for Miramar commercial ratepayers and commercial tenants on Monday 31 July at Shelly Bay. Trust and iwi representatives addressed the meeting along with David Chick, Chief Planner, and architect Stuart Gardyne. About 20 commercial ratepayers/tenants attended the meeting and asked questions.

Publicity and promotion

27. The Council issued a media release announcing the start of the consultation on Thursday 13 July. As a result, news articles appeared on Stuff and Scoop. Following the release of the consultation document on 17 July the Dominion Post featured a front page article about the consultation including the main elements of the proposed sale and lease agreement and details about the proposed development.
28. The Council promoted the consultation on its Facebook page and invited feedback, resulting in about 30 questions from the public which were responded to on Facebook and added to the online Q&A document. The Council also placed a quarter page advertisement about the consultation in the Dominion Post Weekend on Saturday 15 July.

Results of the public consultation

29. There were 1103 public submissions received on the proposed sale and lease of Council land at Shelly Bay. Of these, 60 submitters chose to be heard orally at hearings on 7 & 8 September. Attached as Attachment 4 is the report from consultants RMG who have analysed the submissions in detail.
30. The RMG report notes: *In summary, a formal survey was provided for respondents to give feedback on various aspects of the proposal. The survey questions can be summarised as follows:*
- *levels of support for Council's proposal to enter into an agreement with SBL to develop Shelly Bay, including the sale and lease of Council land and buildings at Shelly Bay and a sharing of the costs for associated infrastructure upgrades and public space development; and*
 - *reasons for their support or opposition to the proposal and its component parts, and the benefits and issues arising.*

The majority of responses utilised this survey format, though many respondents did not respond to all questions. Other respondents used a different format for their respective responses.

The main findings from public consultation on the proposal are as follows:

- a greater number of respondents were unsupportive of the overall proposal and the proposed sale of land for housing than were supportive of those matters;*
- the lease of land and buildings for commercial/retail uses received similar levels of support and opposition, and the proposed public spaces and facilities received more supportive responses than unsupportive;*
- responses in support were frequently of a general nature, though respondents commonly identified increased housing supply, improved vibrancy in the area, adaptive reuse of existing buildings and improved tourism, economic or employment opportunities as benefits arising from the various aspects of the proposal;*
- commonly raised issues and/or reasons for not supporting the proposal included concerns about effects on the transportation network, cyclists and pedestrians, opposition to Council funding or subsidising aspects of the proposal, concerns that the planned development will have adverse effects on the character of the area and/or on local wildlife, and concerns about infrastructure capacity (among others);*
- many responses commented on the design and type of development anticipated, with some supportive and others suggesting the development should be less intensive, more affordable and/or more attractive;*
- a large number of respondents expressed a desire to ensure public accessibility is maintained or enhanced throughout the area, and others stressed the importance of preserving or enhancing the wide range of recreational activities currently enjoyed there;*
- other respondents raised process-related issues, including an often-expressed view that the resource consent application for the proposed development of the area should have been publicly notified and considered under the District Plan; and*
- a large number of parties took the opportunity to suggest further work, amendments to the proposal and/or improvements to the wider area, including the development of a wider framework to guide the future management of the Miramar Peninsula, requests for further public engagement, suggestions that the area should be converted to a regional park, that more emphasis should be placed on providing for public and active transport, and that upgrades to the wider transportation network should be prioritised to improve existing issues in the eastern suburbs (among others).*

Consideration of Matters Raised

31. The RMG report identifies the matters that were raised as part of the consultation process, identifying levels of support and non-support. This section provides responses to the matters that have had a level of non-support. In some cases the response clarifies issues, identifies issues that are outside the scope of this process and/or identifies issues that are still evolving.

32. The public consultation process has provided useful feedback. For the purposes of this report, the four major matters raised are grouped as follows:
- Integration with Council strategy;
 - Traffic improvements;
 - Assessment of the resource consent under HASHAA;
 - Infrastructure capacity and funding.

Other matters that were raised included:

- Sea level rise;
- impact on the natural environment;
- the wharves;
- the design and
- heritage.

Integration with Council strategy

33. The Wellington Urban Growth Plan – Urban Development and Transport Strategy 2014-2043 was consulted on in 2015. As part of the Implementation Plan it identified that Shelly Bay offered ‘a unique opportunity for high quality mixed-use development providing both residential accommodation and public uses’ (p. 23 Wellington Urban Growth Plan – Implementation Plan Draft for consultation March 2015). It proposed a joint master planning exercise between the Council and PNBST to deliver a long term solution for the site.
34. The Urban Growth Plan also proposed a Watts Peninsula Reserve be developed on the northern part of Miramar Peninsula into a heritage reserve in partnership with the Central Government and PNBST.
35. Over the years the Council has been in discussions with Central Government on the future of the Miramar peninsula and the Shelly Bay development proposal has evolved.
36. The adjacent former Mt Crawford prison site is going through the Government’s disposal process – this looks at whether the land needs to be offered to former owners. If not, the property will be offered to iwi under their Right of First Refusal.
37. There is now the opportunity to consider Shelly Bay in the wider context of Miramar – *Te Motu Kairangi - A Prospectus of Opportunities* is currently a proposal being discussed with Government and our iwi partners as a way forward to develop a visionary masterplan in partnership for Miramar.

Traffic improvements

38. The effects of increased traffic are the largest area of concern raised in submissions.
- Concerns over increased congestion on the wider network*
39. Currently Shelly Bay road is carrying 1,200 vehicles per day (vpd) and this is expected to rise following completion of the development to 4,700 vpd, an increase of 3,500. Currently Cobham Drive carries 36,500. It is likely the Shelly Bay traffic movements have been displaced from somewhere else, including from the Miramar peninsula.
40. The Council anticipates and plans for growth of the City. It makes provision for growth through its various strategies and policies including its Urban Growth Plan 2014-2043. Clearly every new development places an increased load on the existing infrastructure and Council’s urban development and transport strategies seek to provide for this growth through a balanced capital expenditure programme across the transport modes.

41. In terms of the wider network it can be expected that the majority of the traffic generated by the proposed development will travel towards the city via the state highway. It forms part of the Levin to Wellington Airport Roads of National Significance (RoNS) for which the NZTA have developed plans for major improvements. These include improvements to intersections, widening of Wellington Road and Ruahine Street and duplication of the Mount Victoria Tunnel. Other major improvements to the state highway within the inner city are being developed through the Let's Get Wellington Moving Project including potentially duplication of the Terrace Tunnel.

Concerns around impact on the Miramar Avenue and Shelly Bay Road intersection

42. The intersection of Shelly Bay Road with Miramar Avenue will be improved to a satisfactory standard to ensure the intersection will be safe and efficient. It is proposed the intersection has traffic signals installed, the cost of which is included in the infrastructure cost as discussed in paragraph 62.

The impact on Shelly Bay Road between Miramar Avenue and the Shelly Bay development

43. Shelly Bay Road is in poor condition, which has been exacerbated by a number of storms over the last four years. Work is about to start on two new seawalls. Other work is likely to be needed to be undertaken over the next few years to maintain access along the road. There is the opportunity to coordinate the maintenance work with a wider vision for Shelly Bay Road.
44. A significant number of submitters raised the issue of congestion, impacts on cyclists/pedestrians etc. As part of the solution it is proposed to upgrade the stretch of Shelly Bay Road between Miramar Avenue. It is expected that the levels of traffic projected will be able to be safely and conveniently accommodated and while it is desirable to provide a dedicated cycle way, there is a major environmental and cost impact to achieving this option.
45. A base case was consulted on: 6 metre wide carriageway and 1.5 m wide crushed lime path. The path would not be appropriate for cycling. This has been costed at \$1.21 million. Following the consultation, a number of other options have been considered.
46. Council officers have considered how to improve the conditions for all users, while taking into account the desire to mitigate impacts on the natural conditions of the coastline. A number of options have been considered. A preferred solution being to widen the 'shoulder' with continuous asphalt, with a more robust built edge to the coastline. This shoulder would be suitable for cycling and pedestrians. It will be a minimum of 1.5 metres wide for approximately 40% of the length with the balance a minimum of 2 metres wide. It will run immediately adjacent to the carriageway.
47. *Councillors asked that the financial information and outline scheme plans for consultation reflect a variety of options for public roadway through the site and between the Miramar cutting and the site.* Options were not able to be produced in time for the public consultation, but have now been developed in response to submitters concerns.

Parking within the development

48. It is proposed that there will be 128 time restricted public car parks on legal road within Shelly Bay. Overflow parking will be available at the headland park to the north and south of Shelly Bay. This will provide for the general public who wish to stop at Shelly Bay for leisure/recreational purposes rather than be available for residents/employees who will need to be accommodated within the off road parking areas.

The provision of different modes of transport

49. GWRC is responsible for planning and funding public transport in the Wellington region. SBL has proposed that a new ferry service would be provided and that could potentially be an attractive choice for some workers/ residents or visitors. Currently GWRC has no plans to fund such a ferry service. With regard to the provision of a regular bus service, GWRC has confirmed that this too is unlikely.

Assessment of resource consent under HASHAA

50. Issues with the granting of the resource consent have been raised including that the:
- Development was consented under the Housing Accords and Special Housing Areas Act 2013 (HASHAA) rather than the Resource Management Act 1991 (RMA) and by extension the District Plan;
 - Consent was not consulted on; and
 - Scale of development is larger than what is anticipated under the District Plan.
51. The purpose of HASHAA is to enhance housing affordability by facilitating an increase in land and housing supply. Under HASHAA the Council and Government entered into the Wellington City Housing Accord (the Accord) in June 2014. The Accord established the Council as an authorised agency under the HASHAA, and outlines how the Council and the Government will work together to increase housing supply in Wellington City.
52. Through the Accord, the Council recommended the creation of SHAs to the Minister of Housing. In March 2015 the Council agreed to recommend to the Minister the creation of a SHA at Shelly Bay. In October 2015 the Council recommended an amended area which encompassed the whole of the SBL landholding along with that area of the site owned by the Council. The Shelly Bay SHA included qualifying development criteria that stipulated the maximum height of development be 6 storeys or 27 metres, and that a minimum of 10 dwellings must be created.
53. Upon lodging of the application by TWC, officers determined the proposed Shelly Bay development to be a qualifying development under HASHAA.
54. As the development was assessed as meeting the requirements of a 'qualifying development' it was legally appropriate for it to be consented under HASHAA. The development was accordingly consented under HASHAA which requires the District Plan to be taken into consideration, but it is not a determining factor.
55. HASHAA contains a more limited notification regime than the RMA, essentially enabling the Council to only notify the owners of land adjacent to the site, local authorities and infrastructure providers at its discretion.
56. Council's consenting and legal teams have reviewed the process enabling the granting of a consent under HASHAA and are satisfied a proper process was followed.
57. The issue of the lack of affordable housing has been raised by submitters. The Order in Council does not require that the Shelly Bay development include affordable housing in order to qualify as development consented under HASHAA. PNBST is clear that their intent is to make an acceptable rate of return on investment, and use proceeds from Shelly Bay development for affordable housing off site for iwi. It is proposed that as part of the development agreement SBL will provide affordable housing elsewhere in the city.

Infrastructure capacity and funding

58. The proposed Council contribution to the infrastructure costs has been highlighted by a large number of submitters as a concern. The existing infrastructure is in poor state, barely able to support the existing uses in Shelly Bay. It is estimated that \$1million will need to be spent in the short term to just maintain water supply and waste water for the existing level of use. As well Shelly Bay Road has erosion issues, with new sea walls proposed. This is likely to present an ongoing maintenance requirement.
59. Calibre Consulting completed a report for Council officers (Attachment 5). This outlined a conceptual plan for an upgrade of infrastructure to support the proposed development at Shelly Bay. This report provided estimated costings for an upgrade to Shelly Bay Road, its intersection with Miramar Avenue, three waters infrastructure, seawalls, utilities and public realm.
60. In response to queries arising in the consultation period about the estimated quantum of cost, Council officers commissioned Wellington Water Ltd (WW) to undertake a peer review of the water supply and waste water component (Attachment 6). Calibre completed a specific task that related to the Shelly Bay redevelopment proposal only; WW was asked to consider the solution and the costings as per Calibre’s work, as well as provide a more strategic Miramar-wide infrastructure solution. In other words, upgrading the whole area in anticipation of the projected medium term growth expected on the peninsula over time.
61. WW is broadly supportive of the costs outlined in the Calibre report – if contingency is excluded the base figures are within 5% of each other. WW has included a potentially generous contingency allowance of 55%. In summary WW figures are some \$1-2 million greater than Calibre’s.
62. In April the Council asked *officers to report back to Council with information on the infrastructure costs for the development*. The breakdown of the infrastructure to support Shelly Bay can be split as follows:

Element	Cost (\$M)
Public Realm	6.70
Shelly Bay Road upgrade ¹	1.21
Shelly Bay Road – Miramar Avenue intersection –traffic signals	0.50
Water supply and waste water infrastructure – to Shelly Bay ²	8.90
Shelly Bay Stormwater	0.32
Seawall upgrades	0.60
Professional Fees	1.45
Rounding	0.32
Total	\$20.00

¹ This is base case option – further options have been developed as outlined in paragraph 49

² As assessed by Wellington Water Ltd

63. WW suggest there is a need for a combination of new infrastructure as well as upgrades to the existing infrastructure to provide wastewater and water supply infrastructure to service the Shelly Bay Development. WW propose that the upgrades

and new assets should be constructed with consideration given to the infrastructure needed to support all medium term growth on the Miramar peninsula. This is in line with the submission from LINZ. There are significant overall cost savings if future developments, such as any Mount Crawford development, are planned for in conjunction with the development in Shelly Bay.

64. Allocation of infrastructure costs has been made by proportioning the costs of the infrastructure based on required capacity needed for the Shelly Bay development and the remaining life of the assets requiring upgrade. The results of WW analysis are summarised below:

Description	Cost (\$M)
Total cost estimate of the components of the long term infrastructure upgrade plans for the Miramar peninsula	14.5
A contribution to the required new infrastructure that should be allocated to the Shelly Bay Development.	6.6
A contribution to the required upgrades of the existing infrastructure that should be allocated to the Shelly Bay Development.	2.3
Total contribution to the required wastewater and water supply infrastructure that should be allocated to the Shelly Bay Development	\$8.9

65. Of the total \$14.5 million worth of infrastructure upgrades across the peninsula, \$8.9 million is required to support the Shelly Bay development. The remaining \$5.6 million worth of infrastructure costs includes the cost to provide additional capacity to support other future development on the Miramar peninsula, this cost can be recovered as those developments are realised.
66. This analysis has excluded the costs of stormwater infrastructure at Shelly Bay as little detail has been provided in the Calibre report and the planned stormwater network services only the Shelly Bay development.
67. Council asked *officers to come back with final advice on how to manage the risks of the project to ensure that the Council does not incur further costs in the event that agreement is reached.* Discussions between SBL and Council officers have led to a proposal to split the public realm upgrades and infrastructure provisions 50:50. The rationale for this is:
- This is an important site for Wellington which would become an upgraded and new publicly accessible destination
 - There are significant economic benefits to be gained from the project during and post completion
 - Council land will be transferred at its fully serviced value
 - A better long-term outcome is achieved if Shelly Bay is looked at holistically
 - It helps deliver commitments on housing supply as outlined in the Wellington Housing Accord

- It supports the Council in its commitments to Taranaki Whānui ki Te Upoko o Te Ika as outlined in the joint MOU Partnership Agreement
- Council officer recommendation, following consultation, is that our contribution to the delivery of infrastructural upgrades necessary to support the Shelly Bay development be set at 50%.

Infrastructure funding policy

68. Council requested *officers to provide policy guidance for future decisions on Council funding infrastructure requirements if requested by private developers.*
69. The Council's Development Contribution Policy (DCP) requires developers to fund the cost of servicing growth from developments. Development agreements can be entered into, at the Council's discretion, as an alternative to applying the formula for calculating development contributions in the DCP, and are often suitable for large-scale bespoke arrangements such as this.
70. A private agreement mechanism is appropriate for Shelly Bay because the proposed development and associated network infrastructure and reserve upgrades are larger than the level of development anticipated for the area in the DCP and the LTP. Based on standard application of the DCP the entire development would only be liable for development contributions of approximately \$1million. Given the estimated cost of \$20m for the required infrastructure and reserve upgrades \$1million is clearly an inadequate contribution (being only 5%). As noted Council officers have negotiated a 50:50 split with SBL effectively resulting in a contribution of \$10 million from each party.
71. The council's contribution of 50% of infrastructure costs should be read in light of the fact that asset maintenance costs at the site over the next decade are in the vicinity of \$6.1 million. As development contributions should not be charged for asset maintenance costs, but rather service growth, the \$6.1 million portion should not be viewed as a development subsidy. The balance of the Council's contribution is considered a worthwhile investment for the reasons given in paragraph 67.
72. Other areas of concern include:
- Sea level rise;
 - Impact on the natural environment;
 - the wharves;
 - the design of the development and
 - heritage

Sea level rise

73. There is a lack of clarity around sea level rise, as to what the rise might be, and over what period. Tonkin & Taylor in a report to the Council; *Sea Level Rise Options Analysis*, June 2013, suggest the best assumption is that there is likely to be a sea level rise of 1m over the next 100 years.
74. A condition of the resource consent was that any building constructed on the site must have a minimum floor level of 2.1m RL (WCC New City Datum). The consent also noted that *'there is currently no modelling of this area held by the Wellington City Council, this level is to be based on the future maximum peak tide level as forecast by NIWA climate change modelling'*.
75. As well the Shelly Bay Design Guide has requirements to raise all ground floors 0.6 to 1.0 metres above ground level. The lowest ground levels are in the order 2 metres above high tide, but with the buildings set back from the water's edge the individual

building platforms are likely to be higher again. As well apartments and other buildings referred to as 'special buildings' have a requirement of a 6 metre ground to first floor inter-storey height which would allow the ground level to be raised without impacting on the use those ground floors.

76. Council asked *that officers come back to Council with advice on the risks that Council may face as a result of development in this low lying coastal area. This will include advice on how to indemnify the Council against future claims for infrastructure costs due to sea level rise on private land.*
77. In recent years both Kapiti Coast District and Christchurch City Council have attempted to indemnify themselves to future liabilities caused by sea level rise on private land; both cases were problematic. LGNZ is convening a Steering Group to provide advice on climate mitigation and adaptation. As well the Ministry for the Environment is preparing guidelines for Local Government in part to address this challenge. These will not be available until 2018.

Impact on the natural environment

78. The Shelly Bay Masterplan has an overarching objective around; "enhanced landscape and vegetation with visual and physical connections to the bush-clad hills".
79. SBL has advised that it will work with Te Papa in undertaking a research project; '*Embedding nature at the heart of the city: Proposals to create habitat for Little Penguins within Shelly Bay*'. Forest and Bird has undertaken a large amount of work in supporting Little Penguins along the Shelly bay foreshore and this work will be used to inform the research.

The wharves

80. The wharves are owned by SBL and are generally in very poor condition. The future of the wharves has not been determined; early estimates indicate a replacement cost of up to \$13million.

The design of the development

81. The design quality has been proposed as an important component of the development. Delivery of a quality outcome will be assisted by the establishment of a design review panel via Council's existing Technical Advisory Group. This is a condition of the resource consent.
82. Construction of any buildings, structures, open spaces, car parking or the relocation and alterations to existing buildings to be retained, will all be the subject of a detailed design review. All costs associated with the assessment by the design panel shall be borne by the consent holder.

Heritage

83. None of the buildings at Shelly Bay are listed heritage buildings, although several buildings on the site do hold heritage value. Under the proposed development, five of the most prominent buildings at Shelly Bay would be refurbished and re-used for commercial, retail and community purposes.
84. Shed 8 and the Shipwright's Building are owned by the Council. They stand on the waterfront in the centre of Shelly Bay. Under the sale and lease proposal, SBL would refurbish and maintain the buildings, and lease it as mixed use developments, potentially focusing on hospitality.

85. The Officers' Mess is owned by SBL. SBL proposes to refurbish the building and relocate it closer to the waterfront as part of a proposed boutique hotel.
86. The former Submariners' Mining Depot Barracks is owned by SBL and dates from 1887 and is the current home of the Chocolate Fish café. SBL proposes to relocate the building adjacent to the village green and refurbish it as a café.
87. One other building (owned by SBL and yet to be identified) will be refurbished and relocated closer to the waterfront as a community space.
88. An accidental discovery protocol condition is included in the consent so if SBL discovers items of heritage or cultural significance, works must cease and a detailed examination of the area begin.

Options

89. There are essentially two options that Council could consider:
 - The Council approves the sale and lease of the land and buildings:
 - An integrated public accessible mixed use development is delivered
 - There is certainty as to the outcome
 - An agreement with SBL for affordable housing elsewhere in the City
 - The Council not to approve the sale and lease:
 - SBL is likely to deliver a less inclusive development.
 - There would be a cost to Council for deferred maintenance on buildings, infrastructure, seawalls and an upgrade for Shelly Bay Road.
 - The Council would not be delivering on its MOU commitments to iwi.
 - The Council would be missing an opportunity to show its ability to work in formal and informal partnerships to unlock housing pressures created by increased growth.
 - The best opportunity for the future of Shelly Bay since the air force base closed in 1995 would be lost.
 - There is no certainty of the outcome.
90. The first option gives the Council and the community a comprehensive high quality solution for Shelly Bay which will provide much needed housing for the city, it will be publicly accessible, as well as becoming a new public visitor destination for Wellington.

Next Actions

91. The public consultation process has delivered some useful input for consideration. Council officers will take on board these matters, and work both with SBL and look to incorporate into the wider Miramar peninsula strategy.
92. It is proposed that Council officers work collaboratively with SBL to formalise a development agreement for the common objective of delivering a sustainable, well designed, financially viable redevelopment of Shelly Bay.

Attachments

Attachment 1.	Shelly Bay land ownership - proposed areas to sell and lease	Page 25
Attachment 2.	Have your say Shelly Bay development	Page 26
Attachment 3.	Questions and answers - Shelly Bay development	Page 38

Attachment 4.	Consultation Process and Results - RMG	Page 47
Attachment 5.	Public Infrastructure Briefing - Calibre Consulting	Page 112
Attachment 6.	3 waters infrastrucutre cost estimation review - Wellington Water	Page 154

Author	Gerald Blunt, Design Manager
Authoriser	David Chick, Chief City Planner

SUPPORTING INFORMATION

Engagement and Consultation

The Council previously agreed with officers assessment of the significance of the proposal as moderate and agreed with officers recommendation to undertake public consultation.

Public consultation was undertaken on the 17th July to the 14th August 2017 (inclusive) and oral submissions were heard on the 7th and 8th September.

Treaty of Waitangi considerations

Local iwi (Port Nicholson Block Settlement Trust, Wellington Tenth Trust) were part of the consultation process.

Financial implications

The costs of public consultation on this development proposal were approximately \$50k .

Policy and legislative implications

The recommendations in this paper has been prepared in accordance with relevant Local Government Act decision-making requirements and are consistent with Council's Significance and Engagement Policy.

Risks / legal

There are risks in supporting, or not supporting the sale and lease of Council land in Shelly Bay, but overall the lost opportunity in not supporting the sale and lease is considered the greater risk.

Climate Change impact and considerations

The effects of climate change were discussed as part of the resource consent and will be further evolved in the detailed design of the building, and taken into account when considering applications for building consent.

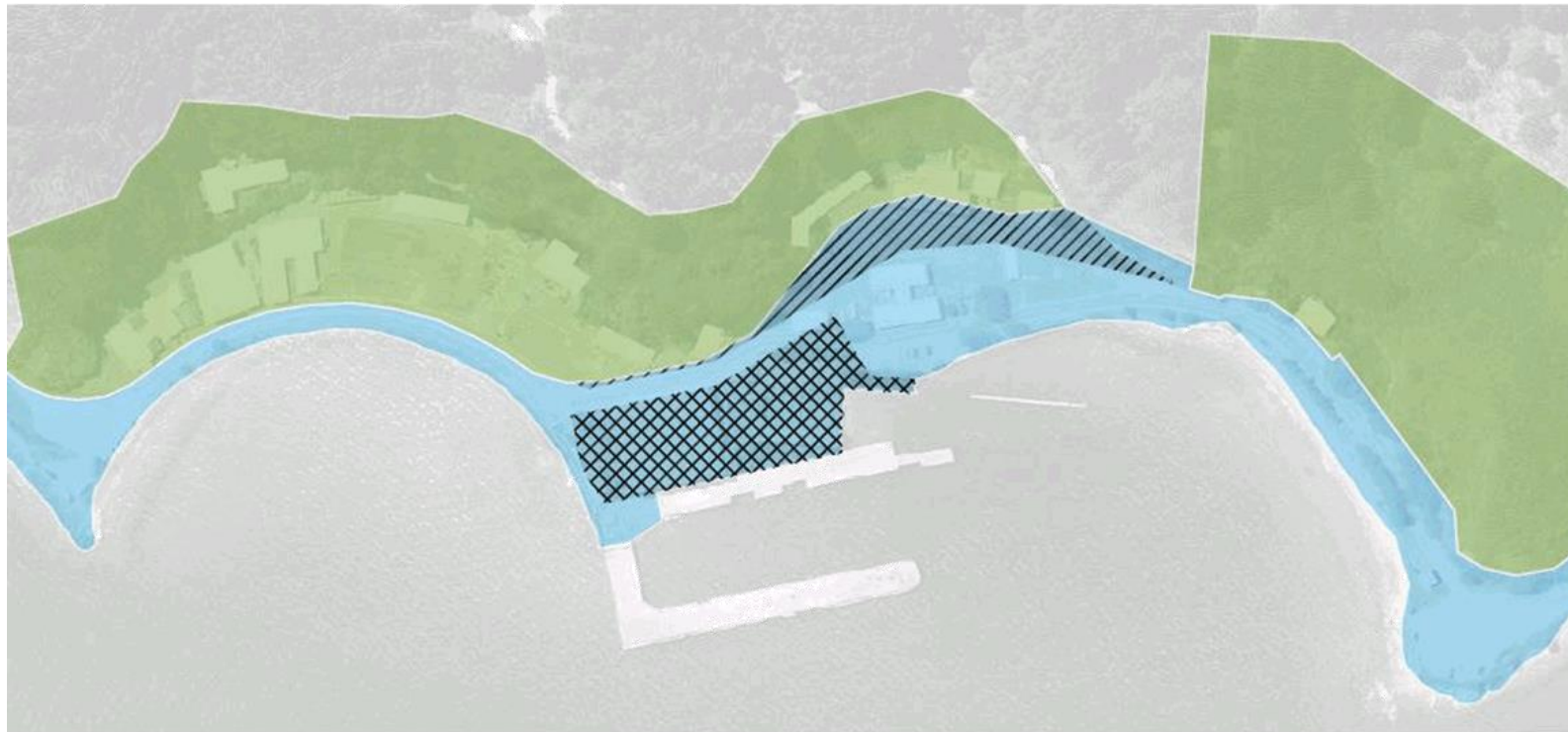
Communications Plan

Communications and engagement plans have covered the public consultation on Shelly Bay and the Council decision-making process to decide the outcome. It is in the Council's interests for a communications and engagement plan to be developed, covering the development going forward. Resource would need to be identified.

Health and Safety Impact considered

There are no perceived health and safety risks that would come about through supporting the recommendations in this paper.

Attachment 1



Shelly Bay land ownership - proposed areas to sell and lease

- Wellington City Council owned
- Shelly Bay Ltd owned
- ▨ Approximate area to sell - 0.3 hectares
- ▩ Approximate area to lease - 0.6 hectares

Have your say

Shelly Bay development

Proposed sale and lease of Council land



Me Heke Ki
Pōneke

Absolutely
Positively
Wellington

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Shelly Bay - overview of planned development	6-7
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The Council would like your views on the proposal to enter into an agreement to sell and lease land to Shelly Bay Ltd so the planned development of housing and public space can go ahead as envisaged.

Shelly Bay a brief history



Shelly Bay



Shelly Bay is set within the northern end of Te Motu Kairangi Miramar Peninsula – an area recognised for its outstanding natural characteristics.

Te Āti Awa settled areas around the bay before European settlement and remained there for some time after 1839 when Shelly Bay and most of Wellington was sold to the New Zealand Company.

The bay has an extensive military history dating from the late 19th century. It has naval origins but was later used by the New Zealand Air Force before decommissioning in 1995.

Above left: Submarine and Torpedo Mining Corps annual camp, Shelly Bay, Wellington. Smith, Sydney Charles, 1888-1972 :Photographs of New Zealand. Ref: 1/1-020236-G. Alexander Turnbull Library, Wellington, New Zealand. /records/22769110

On 14 February 2009 land at Shelly Bay was purchased by iwi mana whenua Taranaki Whānui ki Te Upoko o Te Ika as part of a Treaty of Waitangi settlement.

Port Nicholson Block Settlement Trust (PNBST) was set up in August 2008 to receive and manage the Treaty settlement package for the iwi.

In 2016, PNBST joined forces with developers The Wellington Company in a joint venture (Shelly Bay Ltd) to develop a proposal to regenerate Shelly Bay. They gave the proposed development the Māori name Taikuru.

Left: Aerial view of Shelly Bay, with Mount Crawford Prison, and a flying boat. Evening post (Newspaper. 1865-2002): Photographic negatives and prints of the Evening Post newspaper. Ref: EP/1959/1451-F. Alexander Turnbull Library, Wellington, New Zealand. /records/23261280

Shelly Bay today

Wellington City Council negotiated with the Crown over many years to maintain part ownership of land in Shelly Bay to provide public access for the scenic marine drive and to provide open space and access to the foreshore.



The Council owns about a third of Shelly Bay (3.5 hectares) including the foreshore and land and buildings next to it, running the length of the bay. The remaining two thirds (7.8 hectares) – mainly the flat ground on the landward side of Shelly Bay Road – is owned by Shelly Bay Ltd.

A small number of commercial tenants are based in the bay – including the Chocolate Fish Café; film and event service firm Propeller Studios; and Blackmore and Best art gallery and studio.

In the last 20 years, deferred maintenance has resulted in some of the buildings in Shelly Bay becoming run down and they are now in need of either a major upgrade or demolition. The seawall and other infrastructure are also in need of attention.



From top: Shelly Bay from south headland; the foreshore; Shed 8 existing condition; Shelly Bay from the north.

Shelly Bay what is planned

The Council granted resource consent in April 2017 to The Wellington Company for a plan that would develop Shelly Bay into a new neighbourhood with housing and a range of public spaces and facilities.

The development is an opportunity for the Council to resolve the future of Shelly Bay, enhance the open space and public access to the waterfront, and tackle deferred maintenance to its infrastructure and buildings there.

There are plans including a waterfront walkway; green space; parking and seating; cafes, bars and shops; a microbrewery and a 50-bed hotel.

The development would add 350 homes to Wellington's housing stock, providing more choice in housing and bringing in rates revenue of \$1.5 million a year to the city.



What are the economic benefits of the development?

During construction, about \$200 million would flow directly into the Wellington economy and a further \$300 million would come from indirect spending linked to the development.

After construction, more than 100 people would work full time in Shelly Bay creating an additional \$7.5 million in wages and salaries.

What are the benefits to the iwi?

The development of Shelly Bay will assist the iwi to meet their aspirations within the takiwā, including with papakainga and other housing; iwi development; and their education, social and cultural objectives.

From top: Proposed development; view southwards into proposed development in Shelly Bay Central; view towards the proposed village green. Images by Stantial Studio

Shelly Bay

overview of planned development

Shelly Bay would be a new visitor destination with attractive open public spaces and facilities. It would become a more appealing part of the popular scenic coastal route.

The vision of Shelly Bay Limited for the bay incorporates new high quality housing, public facilities located in a mix of new and refurbished premises, and improved infrastructure.

The development would complement existing local attractions such as Scorching Bay, Massey Memorial and the proposed heritage reserve above Shelly Bay on the Miramar Peninsula Te Motu Kairangi.

Housing

It is proposed the new homes would comprise 280 apartments, 58 townhouses and 14 standalone homes.

The front row of houses would be three-level townhouses and detached homes with front doors and gardens facing the road.

Behind these, at the base of the steep hill, would be apartment buildings up to six storeys. A road would separate the two levels of housing and provide vehicle access and parking.

North and south headlands

The headlands at the north and south of Shelly Bay remain as public spaces with views into Shelly Bay and the harbour – but with added facilities including picnic tables, low level planting, parking, kiosks with interpretive information, displays and sculptures.

Public walkway/cycleway

A coastal walkway would link the north and south headlands, opening up the foreshore between the two and providing opportunities for walking, cycling, sightseeing, fishing, picnicking and other activities.

Village green

This area would be retained as public space, with café facilities close by.

It is proposed to realign the public road so the village green and adjoining walkway/cycleway are traffic-free.

Central Shelly Bay

Central Shelly Bay would be the public focal point of the village with a mix of new and refurbished buildings providing public facilities including a community space, cafes, restaurants, a microbrewery and a boutique hotel.

View between
down laneway

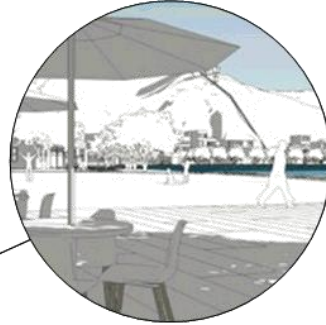


View south f
north headland to

Hotel veranda looking north across the Bay



Village green looking south



Images by architecture+ and Wraight + Associates



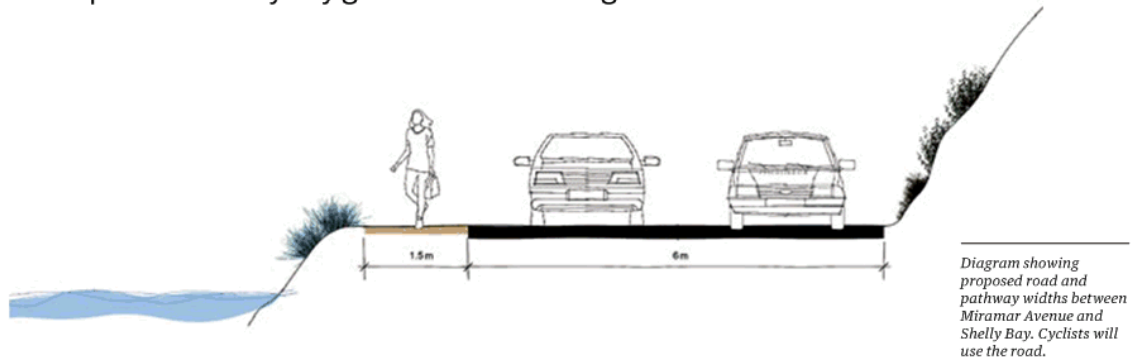
A new commercial/housing building, with shed 8 in the foreground



View north from south headland to Central Shelly Bay

Shelly Bay infrastructure

Improvements would need to be made to the public road, water supply, and stormwater and wastewater systems if the development of Shelly Bay goes ahead as envisaged.



The public road through Shelly Bay

It is proposed that the road from the Miramar Avenue intersection to Shelly Bay be six metres wide with a 1.5-metre adjacent pathway. This would allow for two-way vehicle traffic, cyclists and pedestrians.

The Miramar Avenue intersection may need minor improvements. A final roading plan would be submitted to Council for approval. Within the southern part of Shelly Bay, it is proposed the roadway will be re-routed to the back of the village green, away from the water. This would provide a clear separation between vehicles and cyclists/pedestrians.

Traffic

It is expected that traffic would increase from 1200 vehicles a day to 4700. The speed limit at Shelly Bay is 40 kilometres an hour. Roads of similar width but higher speed limits around Wellington cope satisfactorily with this sort of traffic capacity.

A ferry service

A passenger ferry service is proposed by the developer between Shelly Bay and Central Wellington.

This would provide public transport to and from the bay and would be an attractive alternative for those who wish to experience a harbour trip.

Stormwater and wastewater

The development of Shelly Bay would require the public stormwater network to be extended. The public wastewater network to the area would need to be replaced including a new pump station.

Water supply

It is expected a new reservoir and water supply pipework would be required to support the Shelly Bay development.



Existing road through Shelly Bay



Proposed road, relocated to the back of the village green

Shelly Bay proposed sale and lease agreement



Proposed development including public spaces, Central Shelly Bay

Background

Deferred maintenance means the Council needs to spend money in the near future at Shelly Bay to maintain infrastructure at an acceptable level and prevent property suffering irreparable damage. The buildings and infrastructure have been around a long time and, in the case of the buildings, their condition is affected by the marine environment and strong winds.

It is estimated it would cost the Council \$5.85 million just to refurbish the buildings and maintain the infrastructure to a minimum standard.

Alternatively, the Council could enter into the proposed agreement with Shelly Bay Ltd.

The proposal

Under the proposal, the total infrastructure upgrades (including roading, seawalls, water, sewerage and wastewater) are estimated at \$13 million.

The proposal also covers the upgrade of public space, including the development of three park areas, with walkways connecting them, at a cost of \$7 million. Completing that upgrade will significantly increase the value of the Council's land.

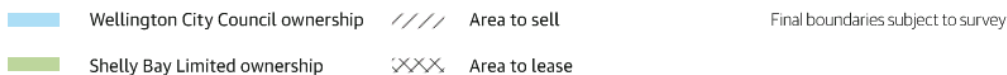
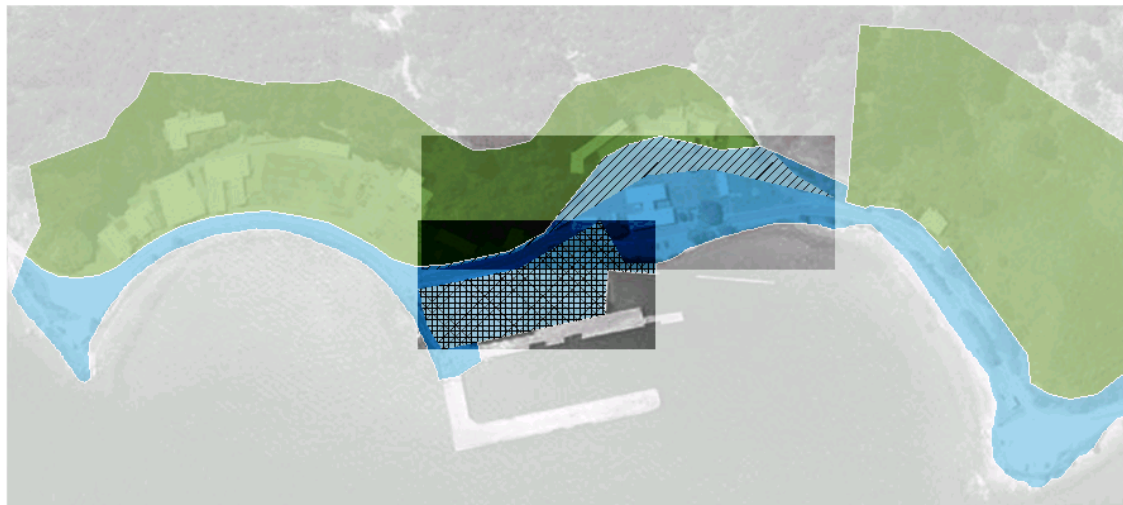
Under the proposal, Shelly Bay Ltd would meet half the cost of the Shelly Bay infrastructure upgrade and the public space development (\$10 million) and purchase/lease the land at a 'fully serviced' value of \$8 million. The land without infrastructure upgrade and public space development is worth significantly less.

The net cost to the Council would be \$2 million (\$10 million cost of infrastructure/public space, minus \$8 million income from the sale/lease of Council land). For that amount, the proposed Shelly Bay development would become a reality including greatly enhanced public spaces and facilities – and the Council's existing building and infrastructure issues at Shelly Bay would be resolved.

Have your say on Shelly Bay

The Council would like your views on the proposal to enter into an agreement to sell and lease land to Shelly Bay Ltd so the planned development of housing and public space can go ahead as envisaged.

Areas for sale and lease



Main terms of the proposed agreement

The Council owns 3.5 hectares of land at Shelly Bay, mainly close to the waterfront.

The Council and Shelly Bay Ltd have agreed in principle on the main terms for a sale and lease agreement. These terms will be considered by the Council in September:

- The Council and Shelly Bay Limited would each pay \$10 million towards the costs of public infrastructure and public space associated with the development.
- Shelly Bay Ltd would buy 0.3 hectares of land from the Council for \$2.5 million* to be used for housing.
- Shelly Bay Ltd would sign a 125-year lease with Council for \$5.5 million* for 0.6 hectares of land, and Shed 8 and the former Shipwright's Building - to be used for commercial facilities and waterfront public space. Shelly Bay Ltd would be liable for the upgrade and maintenance of the two buildings.

*These figures are the current market valuation for the fully serviced sites, provided by an independent valuer.

How can you have your say?

You can find more detailed information, make a submission online or print a submission form at wellington.govt.nz/shellybay or you can email your submission to shellybay@wcc.govt.nz

Copies of the consultation documents are at the Central Library, 65 Victoria Street, and the Council Service Centre, 101 Wakefield Street.

Your feedback will be considered by the Council when it makes a final decision on the proposed sale and lease agreement for Shelly Bay in September 2017.

Please submit your feedback by 5pm on
Monday 14 August 2017.

**Come to the drop-in sessions at
Shelly Bay:**

Sunday 23 July, 11am–3pm

Sunday 30 July, 11am–3pm

There will be a short presentation
from Shelly Bay Ltd on the proposed
development at 12pm and 1pm at each
of the drop-in sessions.

J003729



Questions and answers – Shelly Bay development

The Council proposes to enter into a sale and lease agreement with Shelly Bay Ltd so the planned development of housing and public space can go ahead as envisaged in the bay. Here are some common questions about the proposal, with answers. If you have a question that's not answered here, email us at shellybay@wcc.govt.nz

To find out more about the proposal and give your feedback, go to wellington.govt.nz/shellybay

1. How much of the Council's land is proposed to be sold/leased?
2. Why did the Council not consult the community about the Shelly Bay resource consent?
3. Would the public be consulted about the Shelly Bay development if it progresses?
4. What are the next steps following public consultation?
5. Why is the Council only engaging with Shelly Bay Ltd for this development?
6. What could Shelly Bay Ltd develop if the Council does not sell/lease the land as proposed?
7. Can Shelly Bay Ltd fund more of the cost of the infrastructure improvements and public space development?
8. Does the Council usually fund infrastructure costs for developments? If not, why is the Council proposing to part fund the infrastructure and public space for the Shelly Bay development?
9. What changes are proposed for the road between the Miramar intersection and Shelly Bay?
10. What happens if the proposed road (six metres wide with a 1.5 metre adjacent path) is not adequate? Who would fund improvements?
11. What changes would be made to the road through Central Shelly Bay development?
12. How are the eastern suburbs going to cope with the traffic and infrastructure strains that come with this development? Who is paying for it, the ratepayers or the developer?
13. What public parking will there be? What about parking spaces for ferry users?
14. With the private development, can you assure Wellington ratepayers that we will have access to the road and beach front to the same degree as our public roads?
15. How will you maintain safe, comfortable access to the coast road on foot or by bike, with the increase in traffic and years of heavy trucks during building?
16. Will there be public transport?
17. Which Shelly Bay buildings would be re-used in the development?
18. Are any buildings at Shelly Bay heritage listed under the District Plan?
19. Have you considered the cultural impact of the development?

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- 20. What precautions would be in place to manage the risk of sea level rise, tsunami and earthquake?
- 21. What about the wharves at Shelly Bay?
- 22. If the Council and Shelly Bay Ltd reach an agreement, what happens if Shelly Bay Ltd then cannot proceed with the development for any reason?
- 23. What are the economic benefits of the development?
- 24. How would the quality of the development be assured?

1. How much of the Council’s land is proposed to be sold/leased?

The Council owns 3.5 hectares of land at Shelly Bay – mainly along the waterfront. It is proposed the Council sells and leases a total of 0.9 hectares of land to Shelly Bay Ltd. The proposal would see the Council sell 0.3 hectares of land to Shelly Bay Ltd to be developed as housing; and lease 0.6 hectares of land and two buildings on the waterfront to Shelly Bay Ltd to be developed for housing, commercial and retail facilities and public space.

Areas for sale and lease



2. Why did the Council not consult the community about the Shelly Bay resource consent?

In April 2017 the Council granted resource consent to The Wellington Company to develop housing and public space/facilities in Shelly Bay. (The Wellington Company and Port Nicholson Block Settlement Trust have established a joint venture to develop Shelly Bay).

The Council considered the resource consent under the Housing Accords and Special Housing Areas Act 2013 (HASHAA). The HASHAA aims to fast track housing projects in areas including Wellington where the housing market is under pressure. Under the HASHAA, Shelly Bay is designated a Special Housing Area.

The HASHAA limits councils' ability to notify the public about proposed developments in Special Housing Areas. Only owners of adjacent land and infrastructure providers can be notified. So the resource consent was not publicly notified.

3. Would the public be consulted about the Shelly Bay development if it progresses?

This consultation is your best opportunity to have your say on Shelly Bay. We are keen to hear your views on the proposal for the Council to enter into an agreement for the sale and lease of land to Shelly Bay Ltd.

The Council granted resource consent for the development in April 2017 which means the development has approval to proceed if the Council agrees to sell and lease land to Shelly Bay Ltd.

4. What are the next steps following public consultation?

After public consultation closes on 14 August, people who submitted their views on Shelly Bay will have the opportunity to speak to their submission at a meeting with councillors. If you made a written submission and indicated you wanted to speak to councillors about your views, we will contact you with the date, time and location of the meeting.

In late September, councillors will receive a report about the Shelly Bay consultation. They will consider your feedback and make a decision about whether to sell and lease land to Shelly Bay Ltd.

If they agree to proceed, the Council would negotiate a development agreement with Shelly Bay Ltd. The concept design would be developed and assessed by the design panel (see question 12) before construction got underway.

5. Why is the Council only engaging with Shelly Bay Ltd for this development?

The Council is responding to a proposal from the owners of the land adjacent to the Council's land at Shelly Bay.

Port Nicholson Block Settlement Trust (PNBST) was established in August 2008 to administer the Treaty of Waitangi settlement of the Taranaki Whānui. In 2008, PNBST purchased a holding in Shelly Bay as part of the settlement.

PNBST established a joint venture with developers The Wellington Company, known as Shelly Bay Ltd. They have put forward a proposal to develop land at Shelly Bay and the Council has granted them resource consent. The Council owns about a third of Shelly Bay, and Shelly Bay Ltd owns about two thirds.

6. What could Shelly Bay Ltd develop if the Council does not sell/lease the land as proposed?

The development cannot proceed in its current form if the Council does not sell and lease land to Shelly Bay Ltd.

Any development by Shelly Bay Ltd on its own land would require the company to demonstrate to the Council that existing public infrastructure was sufficient to support the development before any construction work could begin.

It is already known that the existing public infrastructure is not sufficient to support the full proposed development at Shelly Bay.

If the Council decided not to sell/lease land to Shelly Bay Ltd the Council could consider whether to go ahead and develop public spaces and infrastructure at Shelly Bay, and how to fund that.

7. Can Shelly Bay Ltd fund more of the cost of the infrastructure improvements and public space development than is proposed?

It is proposed that the Council and Shelly Bay Ltd pay \$10 million each for public infrastructure improvements and public space development, including upgrading the Council's seawall at Shelly Bay and road from Shelly Bay to Miramar. Shelly Bay Ltd has advised that is the maximum they will contribute.

8. Does the Council usually fund infrastructure costs for developments? If not, why is the Council proposing to part fund the infrastructure and public space for the Shelly Bay development?

Normally the developer pays. In this case, it is proposed that the Council and Shelly Bay Ltd pay \$10 million each for public infrastructure improvements (including the Council-owned seawall and public road) and public space development.

Shelly Bay Ltd would then purchase/lease about a hectare of the Council's land for \$8 million (the land without infrastructure upgrade and public space development is worth significantly less).

The net cost to the Council would be \$2 million (\$10 million cost of infrastructure/public space, minus \$8 million income from the sale/lease of Council land).

For that amount, the proposed Shelly Bay development would become a reality including greatly enhanced public spaces and facilities – and the Council's existing issues with deferred maintenance of buildings and infrastructure at Shelly Bay would be resolved.

If the sale and lease agreement does not proceed, the Council will have to spend about \$5.85 million just to refurbish its buildings at Shelly Bay and maintain the public infrastructure to a minimum standard.

9. What changes are proposed for the road between Miramar intersection and Shelly Bay?

It is proposed the road from the Miramar Avenue intersection to Shelly Bay be six metres wide (as it is now) with a 1.5 metre adjacent pathway. Cyclists would be expected to use the road.

10. What happens if the proposed road (six metres wide with a 1.5 metre adjacent pathway) is not adequate? Who would fund improvements?

Under the proposed agreement, the Council and Shelly Bay Ltd will each fund half the estimated cost of the public infrastructure including the proposed road (six metres wide with a 1.5 metre adjacent pathway).

The Council would be responsible for the construction of the road and would monitor the road during construction and after it is complete to make sure it is safe and suitable, and improve it if required. Any increase in the width and design of the road or adjacent path, over and above the agreed six metres wide plus 1.5m adjacent path, would require resource consent from Greater Wellington Regional Council. Wellington City Council would have to fully meet any costs of road improvements that exceed the agreed budget.

11. What changes would be made to the road through Central Shelly Bay development?

It is proposed the public road would be realigned behind the proposed village green so the green and the walkway/cycleway are traffic-free.

The images below show the existing public road and the proposed alignment of the road to the back of the village green.

Image 1 – existing public road



Image 2 – proposed realignment of public road



12. How are the eastern suburbs going to cope with the traffic and infrastructure strains that come with this development? Who is paying for it, the ratepayers or the developer?

The road from Shelly Bay to the Miramar intersection is expected to cope safely and well with the anticipated traffic increase. The intersection of Shelly Bay Road and Miramar Avenue will be improved to make it safe and efficient, possibly requiring traffic lights. Most of the traffic will travel to the city via the state highway which is in line for major improvements through the New Zealand Transport Authority.

It is proposed that the infrastructure and public realm costs related to the development (estimated at \$20 million) are split 50/50 between the developer and the Council.

13. What public parking will there be? What about parking spaces for ferry users?

There would be 128 time-limited car parks at Shelly Bay. Park and ride for ferry users will be considered as the plans for a ferry develop. The location for park and ride would depend on whether the ferry would dock.

14. With the private development, can you assure Wellington ratepayers that we will have access to the road and beach front to the same degree as our public roads?

Wellington City Council owns the public road and the waterfront at Shelly Bay. The Council is absolutely committed to maintaining and improving public access to the area

15. How will you maintain safe, comfortable access to the coast road on foot or by bike, with the increase in traffic and years of heavy trucks during building?

It is proposed the road from the Miramar Avenue intersection to Shelly Bay be six metres wide (as it is now) for vehicles and cyclists, with an additional 1.5 metre adjacent pathway. The Council would be responsible for the construction of the road and would monitor the road during construction and after it is complete to make sure it is safe and suitable, and improve it if required. A traffic management plan will be in place during construction.

16. Will there be public transport?

The provision of a subsidised bus service will be considered and the developer intends to provide a ferry service to and from the city centre.

17. Which Shelly Bay buildings would be re-used in the development?

Under the proposed development, five of the most prominent buildings at Shelly Bay would be refurbished and re-used for commercial, retail and community purposes.

- Shed 8 is owned by the Council. It stands on the waterfront in the centre of Shelly Bay and has a small number of tenants at the moment. Under the sale and lease proposal, Shelly Bay Ltd would refurbish and maintain the building, and lease it as commercial space.
- The Shipwright's Building is owned by the Council. It stands next to Shed 8 near the waterfront. Under the sale and lease proposal, Shelly Bay Ltd would refurbish and maintain the building, and lease it as commercial space.
- The Officers' Mess is owned by Shelly Bay Ltd. The developer proposes to refurbish the building and relocate it closer to the waterfront as part of a proposed boutique hotel.
- The former Submariners' Mining Depot Barracks (owned by Shelly Bay Ltd and on their land) dates from 1887 and is the current home of the Chocolate Fish café. The developer proposes to refurbish and relocate the building closer to the waterfront as a café.
- One other building (owned by Shelly Bay Ltd and yet to be identified) will be refurbished and relocated closer to the waterfront as a community space. The remainder of the buildings will be relocated away from Shelly Bay or demolished by Shelly Bay Ltd.

18. Are any of the buildings at Shelly Bay heritage listed under the District Plan?

No.

19. Have you considered the cultural impact of the development?

A [cultural impact assessment](#) was prepared on behalf of PNBST and Taranaki Whānui, reflecting the role of mana whenua in the long term development of Shelly Bay. The cultural impact assessment identified how the Māori history and significance of the area can be recognised in the development, including storytelling through interpretive displays and art work. The design guide for the development takes these factors into account.

20. What precautions would be in place to manage the risk of sea level rise, tsunami and earthquake?

All floors in the development must be at least 2.1 metres above sea level. That is based on the future maximum peak tide level as forecast by the National Institute of Water and Atmospheric Research (NIWA). The Council will monitor climate change advice and seismic requirements. Any changes would be discussed with Shelly Bay Ltd through the Technical Advisory Group (see question 12).

21. What about the wharves at Shelly Bay?

The wharves belong to Shelly Bay Ltd. The Council has been advised they are beyond repair. It would cost Shelly Bay Ltd about \$2 million to remove the wharves and about \$13 million to replace them. The proposed ferry service does not rely on the wharves: Shelly Bay Ltd has investigated an alternative solution for berthing.

22. If the Council and Shelly Bay Ltd reach an agreement, what happens if Shelly Bay Ltd then cannot proceed with the development for any reason?

If the Council decides to sell and lease land to Shelly Bay Ltd, the resource consent and development agreement will guide the requirements for the development. Any incoming developer to replace Shelly Bay Ltd would have to deliver the development in line with the requirements. The design panel would continue to oversee the quality of the development.

23. What are the economic benefits of the development?

During construction, about \$200 million would flow directly into the Wellington economy and a further \$300 million would come from indirect spending linked to the development. After construction, more than 100 people would work full time in Shelly Bay creating an additional \$7.5 million in wages and salaries. The economic benefits were ascertained by the Council's Research and Evaluation Unit.

24. How would the quality of the development be assured?

If the agreement goes ahead, the Council and Shelly Bay Ltd would commission the Council's Technical Advisory Group (a design panel of independent experts) to make sure the detailed designs meet the intent of the development as agreed in the resource consent. Shelly Bay Ltd would cover all the costs of the design panel's work.

Shelly Bay: proposed sale and lease of Council land

Consultation Process and Results



Prepared for Wellington City Council
September 2017



INTRODUCTION

This report provides a high-level summary of the consultation outcomes on the proposed sale and lease of Council-owned land at Shelly Bay to enable a planned mixed-use development of the wider area by Shelly Bay Limited (SBL). It describes the public consultation process undertaken by the Council and the methodology adopted for processing and reporting on the responses received, before presenting a summary of the feedback provided. The report also provides an account of the matters raised at the oral hearing of submissions.

EXECUTIVE SUMMARY

The Council sought public feedback on the proposal through a formal consultative process in July and August of 2017. The consultation involved the installation of a public information kiosk at Shelly Bay, public drop-in sessions on 23 and 30 July, and further engagement with the public via the Council website, print media and through direct correspondence and meetings with stakeholders.

A formal survey was provided for respondents to give feedback on various aspects of the proposal. The survey questions are more fully described in this report, but can be summarised as gauging respondents':

- levels of support for Council's proposal to enter into an agreement with SBL to develop Shelly Bay, including the sale and lease of Council land and buildings at Shelly Bay and a sharing of the costs for associated infrastructure upgrades and public space development; and
- reasons for their support or opposition to the proposal and its component parts, and the benefits and issues arising.

The majority of responses utilised this survey format, though many respondents did not respond to all questions. Other respondents used a different format for their respective responses.

In summary, the main findings from public consultation on the proposal are as follows:

- a greater number of respondents were unsupportive of the overall proposal and the proposed sale of land for housing than were supportive of those matters;
- the lease of land and buildings for commercial/retail uses received similar levels of support and opposition, and the proposed public spaces and facilities received more supportive responses than unsupportive;
- responses in support were frequently of a general nature, though respondents commonly identified increased housing supply, improved vibrancy in the area, adaptive reuse of existing buildings and improved tourism, economic or employment opportunities as benefits arising from the various aspects of the proposal;
- commonly raised issues and/or reasons for not supporting the proposal included concerns about effects on the transportation network, cyclists and pedestrians, opposition to Council funding or subsidising aspects of the proposal, concerns that the planned development will have adverse effects on the character of the area and/or on local wildlife, and concerns about infrastructure capacity (among others);
- many responses commented on the design and type of development anticipated, with some supportive and others suggesting the development should be less intensive, more affordable, more attractive and/or more inclusive;

- a large number of respondents expressed a desire to ensure public accessibility is maintained or enhanced throughout the area, and others stressed the importance of preserving or enhancing the wide range of recreational activities currently enjoyed there;
- other respondents raised process-related issues, including an often-expressed view that the resource consent application for the proposed development of the area should have been publicly notified and considered under the District Plan rather than under special housing legislation; and
- a large number of parties took the opportunity to suggest further work, amendments to the proposal and/or improvements to the wider area, including the development of a wider framework to guide the future management of the Miramar Peninsula, requests for further public engagement, suggestions that the area should be converted to a regional park, that more emphasis should be placed on providing for public and active transport, and that upgrades to the wider transportation network should be prioritised to improve existing issues in the eastern suburbs (among others).

STRUCTURE OF REPORT

The remainder of this report is organised as follows:

- firstly, a summary of the consultation process is provided;
- that summary is followed by an outline of the survey questions asked by the Council in its formal consultation material;
- a brief description of the feedback summary process is then provided, before the results are presented; and
- the report concludes with a summary of the oral hearing process.

SCOPE OF CONSULTATION

The Council resolved to formally consult on the proposal at its meeting of 26 April 2017. The period for receiving public feedback ran from 17 July – 14 August 2017.

The public consultation process was led by the Council and facilitated by the City Shaper, Democratic Services, Web Design and IT teams. The process comprised the following:

- A detailed information kiosk was set up at Shelly Bay, including information panels showing perspectives, plans and sections of the proposed development. Submission forms and a deposit box were also on display.
- Two public-drop in sessions were held on 23 and 30 July (respectively), which included formal presentations by representatives of the Council and SBL.
- Information relating to the proposal, together with an online submission form, was placed on the 'Have Your Say' page of the Council website.
- Hard copies of the submission forms were made available at the Central Library, and at the Council reception on the ground floor of the Wakefield Street building.
- Individual letters were sent to key stakeholders, including local interest groups.
- Print media was also utilised by the Council.

After the consultation period formally closed, the Council's City Strategy Committee conducted oral hearings of submissions for parties that wished to be heard.

FEEDBACK QUESTIONS

The survey forms included questions designed to gather feedback on distinct aspects of the proposal. The specific questions were as follows:

1. *It is proposed that the Council enters into an agreement with Shelly Bay Ltd that involves these main elements:*
 - *the sale of a plot of Council land to Shelly Bay Ltd enable housing development,*
 - *the lease of a plot of Council land and two buildings to Shelly Bay Ltd to enable the development of commercial/retail facilities,*
 - *a 50/50 split between the Council and Shelly Bay Ltd for the cost of infrastructure improvement (including the Council's seawall and road) and public space development.*

Overall, what is your level of support for the Council entering into an agreement with Shelly Bay Ltd to develop Shelly Bay?

[options provided] *Do not support at all / Not really supportive / Neutral / Supportive / Very supportive*

What are your main reasons for supporting/not supporting this agreement?

2. *The Council is proposing to sell an area of land to Shelly Bay Ltd so it can be developed as housing. To see the plot of land referred to, go to page 10 of the consultation document at wellington.govt.nz/shellybay*

What is your level of support for that proposal?

[options provided] *Do not support at all / Not really supportive / Neutral / Supportive / Very supportive*

- 3) *What do you see as the benefits and/or issues with the proposal for the Council to sell the area of land so it can be developed for housing?*

4. *The Council is proposing to lease an area of land and two buildings on the waterfront to Shelly Bay Ltd so that the area can be developed for [housing and]* commercial/retail purposes. To see the plot of land referred to, go to page 10 of the consultation document at wellington.govt.nz/shellybay*

What is your level of support for that proposal?

[options provided] *Do not support at all / Not really supportive / Neutral / Supportive / Very supportive*

- 5) *What do you see as the benefits and/or issues with the proposal for the Council to lease that area of land and two buildings so it can be developed for commercial/retail purposes?*

- 6) *The proposed public spaces and facilities at Shelly Bay include a waterfront walkway; green space; parking and seating; cafes, bars and shops; a microbrewery and a boutique hotel.*

Overall, what is your level of support for the proposed public spaces and facilities at Shelly Bay?

[options provided] *Do not support at all / Not really supportive / Neutral / Supportive / Very supportive*

- 7) *What do you see as the benefits and/or issues with the public spaces and facilities?*

- 8) *What other comments or questions do you have?*

* Note to reader – the hard copy survey forms included the words ‘housing and’ in Question 4, whereas the online forms did not. It is understood this was a typographical error on the hard copy forms.

FEEDBACK SURVEY METHODOLOGY

As noted above, an online submission form was created, and a drop box was set up in the kiosk to allow respondents to deposit hard copy responses. The submission form requested that respondents supply their name and an email or postal address. Duplicate submissions detected were subsequently consolidated for analytical purposes.

Some submissions were signed by, or were on behalf of, two or more people; however, these were treated as a single submission.

Several parties made comments on the Council's Facebook page. These are provided at **Annexure 1** and are summarised at various intervals below. The Facebook feedback has been differentiated from the other formal responses provided in the various discussion sections.

Overall, 1103 responses were received as follows:

- 40 hard copy responses were deposited in the drop box, returned to the reception area at Council or mailed in to the Council;
- 963 electronic submissions were made on the Council website; and
- 100 responses were made via email.

The responses ranged in length and detail from a single sentence through to multiple specific outcomes sought. Some respondents used the form as a cover sheet, attaching further pages with feedback set out in narrative form. Wherever possible, narrative responses have been correlated with the feedback form questions for comparative purposes.

Each response was individually numbered and the results were collated. Responses were organised into a database structured to compile results for the specific questions provided in the feedback forms. Additional fields were also used for general comments and feedback that extended beyond the scope of the direct questions on the forms.

The focus of this summary has been on capturing broad themes, issues and comments provided in the responses, rather than a comprehensive reproduction of each point made in each response.

Some discretion has been exercised for the purposes of tabulating the data into defined categories as follows:

- for the submissions that utilised the formal survey forms provided by the Council (online and hard copy), responses have been analysed where they were recorded by the respondents, meaning that where a respondent has repeated a certain theme or point in multiple fields, some issue duplication has resulted;
- for the submissions that adopted an alternative format:
 - themes that were applicable to specific questions on the feedback forms were recorded under the relevant field(s) for quantitative purposes; and
 - where themes were not applicable to the specific questions, these were summarised as 'other' comments.

In relation to the latter point above, it is noted that the cataloguing of the non-survey type responses has resulted in a relatively larger number of responses under questions 1A and 8, as those are related to the proposal as a whole and other matters, respectively.

The tabulated output is the compilers' best assessment of wording to accurately reflect each response, and to group like responses for comparative purposes.

SUMMARY OF SURVEY RESPONSES TO QUESTIONS

The summary below focusses on the results of responses to the form questions, along with some general, high-level comments regarding the nature and trends¹ seen in the feedback. The summary also includes some of the wider responses provided in the 'other comments' section of the form, and in the bespoke submissions which did not utilise the form format.

The figures in the tables and graphs below are *exclusive* of the feedback received on the Council Facebook Page. However, the 'general observations' sections make reference to the Facebook feedback where relevant.

As question 1 was presented in two parts on the survey forms, this has been captured below two separate response sets. The question aimed at gauging levels of support for Council entering into an agreement with SBL to develop the area is hereafter referred to as 'Question 1A'. The question seeking to understand the main reasons for supporting or not supporting the agreement is referred to as 'Question 1B'.

¹ NB – some rounding has occurred for percentages below, such that some compiled results may not equal 100%.

Question 1A:

Overall, what is your level of support for the Council entering into an agreement with SBL to develop Shelly Bay?

Feedback (out of 1,103 responses)	Total
Do not support at all	466
Very supportive	358
Not really supportive	117
Supportive	71
Neutral	54
No response provided	37



Figure 1: Level of support for the proposal (% of respondents²). Graph at right combines 'Do not support at all' with 'Not really supportive' and 'Very supportive' with 'Supportive'.

General observations:

- The parties that do not support this aspect of the proposal comprise 53% of responses, outnumbering those expressing some level of support by a ratio of more than 4:3.
- The two largest categories of responses collectively made up 74% of the feedback received, with the largest group being not supportive 'at all' (42%) and the second largest being 'very supportive' (32%).
- Of the 91 parties that expressed no overall view, or a neutral view, some indicated that they were not opposed to development on the site *in general*, but that they held concerns about some aspects of the proposal. Those qualitative responses are captured in relation to subsequent questions.
- Facebook feedback has not been quantified, but responses were both for and against the proposal as discussed further below.

² Total figures may not add up to 100% due to rounding.

Question 1B:

What are your main reasons for supporting/not supporting this agreement?

Feedback (out of 2,898 responses) ³			Total
Traffic + Roading	increased congestion	231	378
	impacts on cyclists/pedestrians	107	
	other	30	
	gather more evidence	10	
Sale / lease	prefer retain all Council land	160	325
	support proposal	128	
	other	30	
	lease only	6	
	sale only	1	
Environmental	effects on existing/natural character	158	274
	effects on wildlife/habitat	112	
	positive effects	4	
Infrastructure	concern about lack of capacity	113	264
	oppose infrastructure cost to Council	104	
	support proposed upgrades	28	
	other	19	
Funding general	oppose Council subsidy	175	250
	support Council part funding	50	
	other	25	
Proposed housing	oppose (general)	94	221
	support (general)	59	
	less intensive	41	
	more affordable	23	
	other	4	
General / other	support	115	218
	oppose	92	
	other	11	
Recreational facilities/opportunities	recognise / enhance existing	105	161
	support proposal	30	
	other	14	
	enable variety of activities	12	
Public accessibility	ensure good / better access for public	109	148
	other	23	
	support proposal	16	
Heritage	concern about effects on heritage	83	145
	support adaptive reuse	60	
	other	2	
Design of development	oppose	61	141
	support	54	
	ensure good / better design outcome	22	
	other	4	
Process	oppose HASHAA/ lack of notification	50	94
	conduct further consultation	33	
	other	10	
	support	1	
Housing supply/increased population	support	73	77
	oppose	4	
Concern about hazard risk			54
Parking provision	provide adequate/more parking	49	52
	other	3	
Other suggestions /	other	13	45

³ The number of responses exceeds 1103 as many respondents made multiple comments on this matter.

enhancements	improve wharves	10	
	campground / camper van park	6	
	convert all public land to recreational	9	
	Trail / footpath enhancements	4	
	create wildlife habitat / area	3	
Iwi / cultural	support proposal / benefits to iwi	26	34
	oppose proposal / greater benefits to iwi needed	4	
	other	4	
Economic/Tourism benefits			17

Some effort has been made by the compilers (for this and subsequent questions) to capture the feedback accurately in its context. For this reason, there are issues/benefits identified in the table above that are similar to others but have been collated into distinct sub-categories. For example, general support and opposition feedback has been separated into comments relating specifically to the proposal (or the sale and lease aspects), and to comments which are of a generally supportive or non-supportive nature.

General observations:

- The most common topic in the responses related to vehicle traffic, with around 90% of respondents on that matter expressing concerns about effects arising from increased vehicle congestion and/or specifically in relation to pedestrian and cyclist safety and amenity.
- Other responses that were not supportive of the proposal frequently expressed concern about Council subsidising private development and/or associated infrastructure. A similar number of responses either expressed a general lack of support for the proposal or a desire that all Council land be retained. Another notable selection of the unsupportive feedback related to impacts of the proposal on the physical environment, including on the existing character of the area and on local wildlife / habitat.
- The most common reasons for supporting the proposal were of a general nature, either in broad support of the sale and lease arrangements or of the anticipated development itself. These responses included comments such as '*just get on with it*' or '*will be good for Wellington*'.
- Other common reasons for support included increased housing supply, adaptive reuse of existing buildings the design of the proposed development, and perceived benefits for tourism/employment/economy.
- Of the group of responses relating to further work or enhancements, the most common issues related to ensuring public access and existing recreational opportunities are maintained or enhanced by the proposal. Other frequent suggestions included the need to provide adequate public carparking, that further consultation should be carried out and that the proposed housing should be less intense or more affordable.
- Another suggestion for further work that featured regularly at the hearing of oral submissions was the suggestion that a masterplan should be generated to guide future management of the wider peninsula.
- Consistent with the other responses, Facebook feedback included:
 - general support for the proposal;
 - concern about traffic effects;
 - concern about hazard risk;
 - desire for more affordable housing;

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- desire for prioritisation of public and active transport modes over private vehicles;
 - preference for more open space and/or uninterrupted access to the coast;
 - concern about the capacity and cost of infrastructure; and
 - support for increased housing supply.

Question 2:

The Council is proposing to sell an area of land to Shelly Bay Ltd so it can be developed as housing. To see the plot of land referred to, go to page 10 of the consultation document at wellington.govt.nz/shellybay. What is your level of support for the proposed sale of land to SBL for use as housing?

Feedback (out of 1,103 responses)	Total
Do not support at all	477
Very supportive	334
Not really supportive	91
Supportive	86
Neutral	63
No response provided	52



Figure 2: Level of support for the proposed sale of land for housing (% of respondents⁴). Graph at right combines 'Do not support at all' with 'Not really supportive' and 'Very supportive' with 'Supportive'.

General observations:

- Results for this question were similar to Question 1. Respondents who expressed some lack of support for the proposal outnumbered those in support by a ratio of more than 4:3.
- Also similar to Question 1, the most common responses were not supportive 'at all' (43%) and 'very supportive' (30%).

⁴ Total figures may not add up to 100% due to rounding.

Question 3:

What do you see as the benefits and/or issues with the proposal for the Council to sell the area of land so it can be developed for housing?

Feedback (out of 1,926 responses) ⁵			Total
Proposed housing	oppose (general)	109	279
	support (general)	77	
	more affordable	52	
	less intensive	35	
	other	6	
Sale of land (general)	prefer retain all land / do not support	139	268
	general support proposal	116	
	prefer lease to sale	8	
	other	5	
Traffic & roading	increased congestion	149	208
	impacts on cyclists/pedestrians	45	
	other	11	
	gather more evidence	3	
Environmental	effects on existing/natural character	92	162
	effects on wildlife/habitat	62	
	other	6	
	positive effects	2	
Infrastructure	concern about lack of capacity	80	150
	oppose infrastructure cost to Council	47	
	support proposed upgrades	14	
	other	9	
Housing supply/increased population	support	137	146
	oppose	9	
Other (general)	oppose (other)	65	139
	support (other)	63	
	other (general)	11	
Use of the area	prefer current uses	52	122
	suggest other public use/facility	35	
	support proposal	29	
	other	6	
Public accessibility	ensure good / better access for public	97	118
	other	11	
	support proposal	10	
Design of development	oppose	39	95
	support	38	
	ensure good / better design outcome	13	
	other	5	
Heritage	concern about effects on heritage	46	73
	support adaptive reuse	25	
	other	2	
Private investment	support	25	58
	ensure Council gets good/better deal	18	
	oppose	13	
	other	2	
Process	oppose HASHAA/ lack of notification	22	44
	conduct further consultation	14	
	other	8	
Provide adequate/more parking			35
Concern about hazard risk			20

⁵ The number of responses exceeds 1103 as many respondents made multiple comments on this matter.

Economic / Tourism benefits	9
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General observations:

- The most common topic addressed in the responses related to the proposed housing. Of the responses pertaining to that topic, 70% (collectively) were either in general opposition to the housing, or expressed a preference that the housing is less intensive or more affordable. Just under 30% expressed general support for the proposed housing.
- The other most common responses related to the sale of the land and traffic effects. Of those responses relating to the sale of land, 55% preferred the retention of Council land and/or leasing of the land rather than selling, with the remaining 45% supporting the sale. 97% of responses relating to traffic effects were concerned with congestion and/or safety and amenity effects on pedestrians and cyclists.
- Similar to Question 1B, some responses included suggestions or further work. The most common of these responses related to ensuring good/better public access, providing sufficient carparking, ensuring public transport is well catered for and exploring tourism opportunities for the area.
- Other commonly identified issues included concerns about changes to existing character of the area, infrastructure capacity and impacts on wildlife/habitat.
- The benefit identified most by respondents related to the increase in housing supply anticipated by the development.
- Again, facebook feedback was consistent with the issues raised above, as per Question 1B.

Question 4:

The Council is proposing to lease an area of land and two buildings on the waterfront to Shelly Bay Ltd so that the area can be developed for [housing and]* commercial/retail purposes. To see the plot of land referred to, go to page 10 of the consultation document at wellington.govt.nz/shellybay

What is your level of support for that proposal?

**note previous comment re: difference in wording on online and hard copy survey forms.*

Feedback (out of 1,103 responses)	Total
Do not support at all	346
Very supportive	328
Neutral	136
Supportive	129
Not really supportive	102
No response provided	62



Figure 3: Level of support for the proposed lease of land and buildings (% of respondents). Graph at right combines 'Do not support at all' with 'Not really supportive' and 'Very supportive' with 'Supportive'.

General observations:

- This question experienced higher rates of support than questions 1A and 2. Unsupportive responses were less frequent than for those earlier questions. Levels of support and opposition were broadly equal in relation to this aspect of the proposal.
- The two largest categories of responses collectively made up 61% of the feedback received, with the largest group being not supportive 'at all' (31%) and the second largest being 'very supportive' (30%).
- The rate of respondents who were either neutral or silent on this matter (18%) was more than double the rate for Question 1A.

Question 5:

What do you see as the benefits and/or issues with the proposal for the Council to lease that area of land and two buildings so it can be developed for commercial/retail purposes?

Feedback (out of 1,359 responses) ⁶		Total	
Council lease / oversight / ongoing revenue	support proposal	196	343
	oppose	114	
	more info about commercial terms/uses needed	16	
	other	16	
	prefer sale to lease	1	
Commercial activity proposed	support commercial uses	184	318
	prefer community / other use	85	
	other	49	
Other/general	oppose (other)	51	146
	support (other)	65	
	other	30	
Traffic & Rooding	increased congestion	72	123
	impacts on cyclists/pedestrians	33	
	other	16	
	gather more evidence	2	
Vitality/vibrancy of area	proposal will enhance	66	95
	proposal will reduce	26	
	other	3	
Heritage	concern about effects on heritage	61	90
	support adaptive reuse	27	
	other	2	
Public accessibility	support proposal	63	77
	ensure good / better access for public	14	
Infrastructure	concern about lack of capacity	33	69
	oppose infrastructure cost to Council	18	
	support proposed upgrades	13	
	other	5	
Parking provision	provide adequate/more parking	33	36
	other	3	
Process	oppose HASHAA/ lack of notification	18	30
	conduct further consultation	11	
	other	1	
Environmental	effects on existing/natural character	8	15
	effects on wildlife/habitat	7	
Economic / Tourism benefits		10	
Concern about hazard risk		7	

General observations:

- The most common topics addressed in the responses related to the lease arrangements and to the proposed commercial activities. In relation to both matters, responses were more supportive than not. Those responses that did not support the proposed commercial activities largely preferred some community or other uses, and some responses suggested that alternatives should be explored and/or further work commissioned.
- Other regular reasons for supporting the lease aspect of the proposal related to respondents' views that the proposal will enhance vitality/vibrancy and/or accessibility in the area;

⁶ The number of responses exceeds 1103 as many respondents made multiple comments on this matter.

- Common reasons for not supporting the lease aspect included traffic effects, concern about heritage effects and concern about infrastructure capacity and funding.
- Facebook feedback was generally not focussed on the lease aspect of the proposal, though some commented on the ability (or otherwise) for existing commercial, community, cultural activities to continue operation post development.

Question 6:

The proposed public spaces and facilities at Shelly Bay include a waterfront walkway; green space; parking and seating; cafes, bars and shops; a microbrewery and a boutique hotel.

Overall, what is your level of support for the proposed public spaces and facilities at Shelly Bay?

Feedback (out of 1,103 responses)	Total
Very supportive	370
Do not support at all	293
Supportive	143
Not really supportive	114
Neutral	108
No response	75

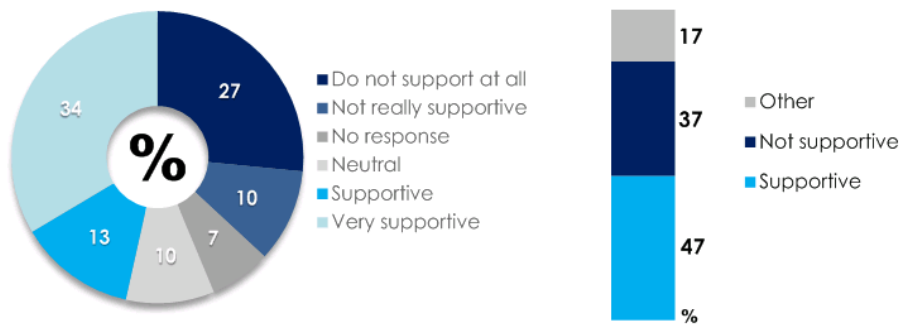


Figure 4: Level of support for the proposed public spaces & facilities (% of respondents⁷). Graph at right combines 'Do not support at all' with 'Not really supportive' and 'Very supportive' with 'Supportive'.

General observations:

- Of the four questions that sought to gauge respective levels of support about the various aspects of the proposal, this question experienced the highest levels of support, with 47% of responses being in support.
- The two largest categories of responses collectively made up 61% of the feedback received, with the largest group being 'very supportive' (34%) and the second largest being not supportive 'at all' (27%).

⁷ Total figures may not add up to 100% due to rounding.

Question 7:

What do you see as the benefits and/or issues with the public spaces and facilities?

Feedback (out of 1,226 responses) ⁸		Total	
Recreational activities & facilities	recognise / enhance existing	144	324
	support proposed recreational facilities	115	
	enable variety of recreational activities	42	
	other	23	
Public accessibility	ensure good/better access to public areas	151	222
	support proposal	51	
	other	20	
Proposed mix of public facilities and spaces	oppose	119	179
	support	43	
	other	17	
Traffic & roading	increased congestion	85	158
	impacts on cyclists/pedestrians	39	
	other	34	
General / other	support	69	145
	oppose	49	
	other	27	
Parking	provide adequate / more parking	68	79
	other	11	
Economic / Tourism benefits		50	
Funding	greater contribution from SBL	14	35
	Council fund improvements without other development	13	
	other	8	
Concern about adverse environmental effects		21	
Concern about hazard risk		8	
Infrastructure capacity/cost		5	

General observations:

- The most common topic in the comments on this question pertained to recreational activities. A large proportion of those comments sought for the existing recreational opportunities of the area to be maintained or enhanced, and a selection of respondents expressed a desire for a wider mix of recreational activities to be provided. More than a third of the responses see the proposal as providing recreational benefits.
- Public accessibility and traffic matters were among the other most common topics addressed. While some responses lent support to the public accessibility enabled by the proposal, the number expressing either concern that the proposal would erode public accessibility, or a desire to ensure that accessibility is maintained or enhanced was considerably more. Concern about traffic effects again related to network safety and efficiency effects from congestion, and to impacts on cyclists and pedestrians.

⁸ The number of responses exceeds 1103 as many respondents made multiple comments on this matter.

- Other common reasons for support included the positive effects on tourism and employment, and general economic performance.
- Additional reasons for opposing this aspect of the proposal related to funding, with a number of responses seeking a greater contribution from SBL or for Council to fund improvements of the area independently from the proposed agreement approach.
- There was more negative feedback on the proposed mix of facilities (brewpub, hotel, cafes, etc) than supportive feedback.
- Other suggestions under this question included (among others):
 - enhancement of the wharves to facilitate recreational opportunities and the ferry service;
 - assurances that public transport would be provided for;
 - establishment of campgrounds and/or motorhome parks; and
 - conversion of the entire area to a regional park;
- The Facebook page exchanges included several comments expressing a desire for retention or enhancement of open space or green space.

Question 8:

What other comments or questions do you have?

Most respondents took the opportunity to provide additional comments. In many instances, respondents used this section to amplify (or justify) feedback provided elsewhere in the submission form – both in support and in opposition. Given that, and as the remaining ‘other’ matters are wide-ranging in their scope, it is considered a more appropriate response for this portion of the summary to adopt a more qualitative approach than the preceding sections.

In taking that approach here, some editorial license has been exercised by the compilers for the sake of brevity. To this end, the summary points below are provided to distil key themes for high-level analysis – it is not intended to be a comprehensive list of all matters raised. Should any reader want to obtain a complete picture of the ‘other’ feedback provided, reference should be made to each of the responses themselves.

For navigation purposes, the discussion below has been broken down into general topic areas.

Traffic & roading

- As with previous questions, traffic and roading issues were of the most common response topics.
- Similarly, the responses were primarily concerned with:
 - increased congestion in the area and exacerbation of traffic safety and efficiency issues in the eastern suburbs and between that area and the Central City;
 - effects on cyclists, including increased safety risks and reduction in recreational amenity;
 - doubt that sufficient area is available in the roading corridor at Shelly Bay Road to accommodate multiple transport modes safely and efficiently, or related fears that the requisite widening works would have adverse environmental implications;
 - a desire for viable public transport accessibility to be provided for, and a reduction in private vehicle dependency;
 - particular concern for construction traffic over the 10+ years the development staging programme proposes; and
 - a desire to ensure sufficient carparking is provided for the area.

Funding

- The predominant feedback in relation to funding was opposition to the Council contributing to, or subsidising, private development. Some responses raised this in a general context, whilst others referred expressly to shared funding of infrastructure.
- Some comments also were opposed to the potential contribution from Council being uncapped whilst the contribution from SBL is capped.
- Others called for greater detail of the commercial terms/arrangements to be made available to the public.

Infrastructure

- In addition to those expressing concerns about infrastructure funding arrangements, most who commented on this issue were concerned about the services lacking sufficient capacity to accommodate the development.

- Some responses expressed support for the shared funding arrangement for services, seeing it as a 'win-win' for SBL and the Council.

Environmental

- As with previous questions, the two main environmental concerns in responses related to the manner in which the development will change the existing character of the area, and to the potential impact on wildlife and habitat (in particular for the blue penguin).

Process

- Respondents also amplified their previously stated concerns about the use of the HASHAA process to consent the development, and/or expressed a desire for more consultation in response to this question.
- Another group of responses suggested that a more extensive masterplan exercise should be conducted for the wider peninsula before the form and timing of development at Shelly Bay is determined.

Recreational activities and public accessibility

- The majority of responses relating to recreational activities focussed on the benefits derived from existing opportunities in the area, and the need to maintain or enhance them.
- Related to this, many responses signalled that good access to the coast in particular is essential for a range of activities currently enjoyed in the area – fishing, diving, windsurfing and swimming to name a few. Many expressed concern that accessibility will be limited by the development, though some respondents gave the view that the proposal affords opportunities for access to be enhanced.

Hazard risk

- Most responses relating to hazards pertained to risk from sea level rise and coastal erosion, and the possible future liabilities for the Council in the event of inundation.
- Some saw benefit in the proposal enabling repair/maintenance of the seawalls, but others suggested that other parts of the city should be prioritised for such works to protect existing residents.
- Others raised issues around slope stability and seismic hazards.

Housing and design

- Some echoed previous points in support that the development will increase the supply of housing in Wellington.
- A large proportion of respondents, however, were either opposed to the proposed housing or expressed a desire for the housing to be more affordable and/or less intensive. In the latter respect, some noted that closer adherence to the District Plan and Shelly Bay Design Guide's expectations about built form would provide for a better overall outcome.
- Some responses expressed concern that the development would become a gated community and preclude access though the area;
- Support levels were mixed on the concept designs for proposed buildings; however, a large majority of these respondents were either opposed to the designs, or expressed a desire to see better outcomes achieved through subsequent detailed design stages.

Other points

- A wide range of other comments were made, again, many of which were similar in nature to points raised elsewhere in respective responses, including:
 - general comments of support and opposition to the development itself and to various aspects of the proposal to sell/lease land and buildings;
 - support for the increased vitality and vibrancy resulting from the development;
 - suggestions for improvements to the wider area, including in relation to wharf enhancements, more green or open space, provision of a cable car up Mt Crawford, retention of existing community and small-scale commercial activities in the area, and increased tourism opportunities (among others);
 - support for the benefits to iwi arising from the proposal; and
 - responses expressing both support and concern about modifications to heritage buildings and values in the area.

DISCUSSION

The opportunity has been taken to briefly compare (at **Figure 5**) the responses to the 4 questions in the survey targeted at gauging respondents' levels of support for the various aspects of the proposal.

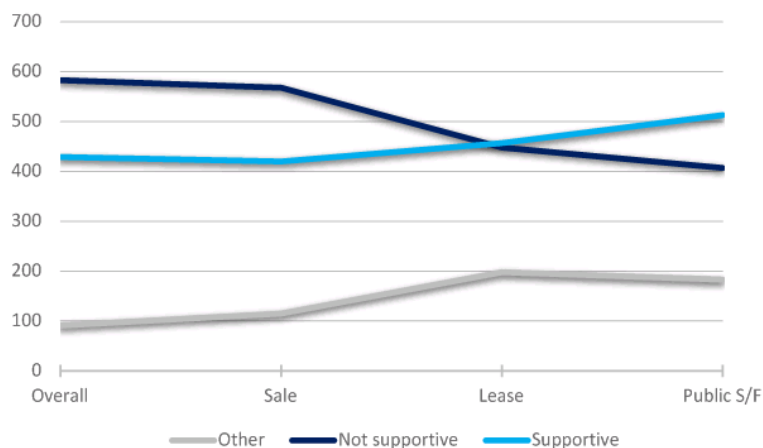


Figure 5: Comparison of support levels for Questions 1A (overall proposal/agreement), 2 (sale of land for housing), 4 (lease of land and buildings), and 6 (public spaces / facilities).

Relatively speaking, support levels were highest in relation to the lease and public improvement aspects of the proposal; and opposition levels were highest in relation to the overall agreement between Council and SBL and the proposed sale of land for housing. It is worth noting that the incidence of lowest opposition – relating to the public spaces and facilities – coincided with the highest rate of non-response for the four questions.

It should also be observed that while these figures provide an indication of the support levels expressed, many responses were subsequently qualified as conditional or respondents took the opportunity in the qualitative response boxes following the support/oppose questions to:

- express concern about certain matters notwithstanding a generally supportive position;
- signal favour for certain aspects of the proposal despite an overall position of opposition; or
- to express support and/or opposition on matters notwithstanding a neutral position.

Time did not allow the incidence of such responses to be recorded, and this point is noted here simply for context in viewing the range of results presented in Figure 5. In any case, the qualitative responses for the remaining questions were considered in each given context, independent of overall support or opposition levels (where clearly expressed).

ORAL HEARINGS

Oral hearings were held by Council's City Strategy Committee on Thursday 7th and Friday 8th of September 2017. This part of the report provides a brief summary of the matters raised in the submitters' presentations and in response to questions from Committee members.

Ms Frances Velvin

A fourth generation Wellingtonian, Ms Velvin expressed her love of the beautiful coastline and recreational opportunities along Wellington harbour. She noted that Shelly Bay and the wider coastline hold importance to her family.

Ms Velvin expressed her strong opposition to the proposal, including the sale and lease of Council land, and the Council contributing large sums of money to private enterprise. She emphasised three main points from her submission, being that the proposal:

- is unsympathetic to local environment and its quiet, peaceful, rural, unsophisticated, raw beauty;
- is designed to maximise private profit at the expense of public enjoyment, which will be undermined by the staged construction for more than a decade by noise and traffic; and
- has not been subject to a comprehensive, independent environmental impact assessment.

Ms Velvin urged the Council to abandon the development, to not enter into any agreement with SBL, to undertake further engagement, to commission an independent environmental effects assessment, and to ensure all costs are met by SBL, not the Council.

Ms Angela Foster + Roger Walker – Havana Architects

The two submitters were speaking on behalf of a number of architects based in central Wellington. They shared the view that the proposal will kick off a much-needed revitalisation of the area. It will increase housing stock in urban, rather than suburban environment – thereby avoiding urban sprawl.

The group noted that Council has successfully contributed to a number of other urban projects in coordination with private landowners – such as the City's recent lane developments. They suggested that a similar partnership approach should be used at Shelly Bay to ensure good development outcomes.

Mr Walker gave kudos to the Wellington Company's track record with Hannah apartment redevelopment and suggested their vision and execution would have a similar beneficial effect at Shelly Bay. He also noted that the area previously was subject to limited public access when military operated there. After that former use ceased, the public has enjoyed access on de facto basis. The proposal will enhance public access in Mr Walker's view, rather than hinder it.

Mr Walker urged the Council not to be concerned about wildlife and habitat, pointing to other parts of the coastline in the area that would remain available for that use.

The pair closed their presentation noting that infrastructure costs will be less significant to new greenfields on the urban fringe, and that the development will present additional tourism opportunities, consistent with the progressive attitude fostered by successive City Councils in the past few years.

Mr Alan Hucks

Mr Hucks introduced himself as a resident of Miramar peninsula for 43 years. He explained that he has seen many things change in the area over that time.

Mr Hucks addressed three key points, as follows:

- *Purpose* – he asked what purpose beyond profiteering that the proposal achieves. In his assessment SBL will profit and the Council will make good rate return; however, he questioned if that was the best choice for the development. He asked if all viable options have been considered or any other potential development partners invited to think differently? For example, he noted tourism opportunities and affordable housing as alternative aims.
- *History* – Mr Hucks spoke of the long, rich history of the area dating back to its first Maori settlement. He expressed disappointment with the area deteriorating over the last 10 years. In his view, the area is only an amazing destination today due to local artists, entrepreneurs and pioneers who have operated there despite the physical condition of the area. Mr Hucks questioned whether the proposal would continue to provide for the value those entities add to the area.
- *Legacy* – Mr Hucks observed that Wellington’s citizens are being asked to enter into 125 year lease with an entity whose sole focus is to make economic gains. In his view, that outcome is short sided and puts short-term gains ahead of longer term benefits to future generations.

In conclusion, Mr Hucks noted that he supports development of area, provided it is based on partnerships that benefit all Wellingtonians.

Mr Max Meyers

Mr Meyers introduced himself as a valuer, involved in Wellington property since the 1970s. He further explained he has been an Eastern Suburb resident on and off many years, and a regular runner and driver around the Shelly Bay area.

Mr Meyers is in support of the proposal; however, he expressed concern about a scenario where the proposal does not proceed. In his view, the wharves and buildings are in a state of disrepair and must be improved. He noted that without the wider development of the area, those improvements become difficult and potentially costly.

Mr Meyers believed the sale / lease arrangement is an effective way for Council to get good value out for the improvements, thereby adding value both commercially and recreationally. In his view, the result will be improved access and traffic management (which has been increasing already recently). If development doesn’t proceed, Mr Meyers believes the area will further deteriorate.

Mr Meyers also expressed a desire to see fresh thinking about the Massey memorial and how it can be made more visible, prominent and accessible. He observed also that the addition of several hundred residents to the area will exacerbate existing traffic issues getting in/out of the eastern suburbs.

He closed his presentation by signalling support for the developer based on his observations of previous projects. In Mr Meyers’ view, developers should profit by improving areas, and not all developers have the ability to deal with problems and retain long term interest in the City as the Wellington Company.

In response to a question from the Committee about his views on the type of development/housing proposed, Mr Meyers gave the view that most new housing tends to be mid-upper quality out of economic necessity. He noted that there are inherent difficulties in providing good-quality low-cost housing, particularly at Shelly Bay where economies of scale are limited.

Mr Andrew Muir

Mr Muir has been a resident of Miramar his entire life, and recognised the uniqueness of Shelly Bay from an early age. He observed that the area is very popular for cyclists, walkers and drivers. His main focus was on the quality and design of Shelly Bay Road.

In his view, the road should be widened to allow for a wider carriageway and ample space for active transport modes. Mr Muir acknowledged the works would be expensive for Council to upgrade, and would be an added cost to ratepayers.

Mr Muir's desire is for the land for sale/lease should be retained for carparking and/or other public use. He believes there will be a carparking shortfall, which will be a major issue. Mr Muir was dubious that public transport would be viable in the location, which would result in a predominance of 2-car households. Public parking will be at a premium with residents and visitors fighting over what is provided.

The Committee asked his preference on widening the road – whether it should occur to the seaward or landward side of the existing road. Mr Muir acknowledged there may be a tension between economic and environmental drivers, but believed that widening could occur on both sides.

Mr Duncan McKee

Mr McKee is a resident of eastern suburbs, where his family has been based since 1958. He opened his presentation expressing concern about the loss of public land at Shelly Bay, and related it to the Treasure Island area sold by Wellington Harbour board for housing at Greta Point. Mr McKee observed there is a lot of common land at Shelly Bay that is undeveloped, serviced by road and not over crowded. He believes that the proposed development will change the nature/character of the area, possibly resulting in the area becoming gated as it was during previous use of the area by the military.

Mr McKee described Shelly Bay as a wild area, and expressed his admiration that the site is “falling to bits”. His preference is that the area remains like it is, and is not subject to further investment. Any decision to develop the site should be made 50 years from now, after more investigations and when there is less alternative for accommodating growth.

Mr Ken New & Karin Wiley – Forest & Bird

The presenters consider that the use of HASHAA legislation to consent the development was incorrectly done. In their view, inclusion of a boutique hotel does not meet the intent of the act for development to be *largely* residential. The pair also noted that while there is no specific requirement in HASHAA to have existing infrastructure, the servicing here is inadequate and ratepayers are having to subsidise the development. Mr New pointed to the lack of affordable housing proposed despite public expectation that the Act would deliver more affordability.

Forest & Bird believe the proposal should have been considered under the RMA, which requires a full environmental impact assessment. Should the decision be taken to widen the road, the

presenters expressed concern that this would result in substantial effects on the environment. This should have been considered before granting consent under HASHAA in their view.

Forest & Bird does not support the lack of public transport apart from a possible ferry service. They consider the development will result in a large increase in private traffic on public roads, noting that all services have to be provided from scratch and Shelly Bay Road will require widening for construction and operational traffic.

The presenters noted that the proposed development is close to sea level. With the Council yet to decide how to deal with seal level rise on a city-wide basis, the group questioned the decision to establish a new coastal suburb.

Another main concern for Forest & Bird relates to the unique species of penguin struggling to survive on this part of the Wellington coast. The presenters explained that the penguins return to their birthplace in order to breed and nest. The species is not migratory, and when its breeding habitat is destroyed, it has major implications on the population.

Destruction of their natural habitat concerns the group as they fear it will lead to increased likelihood of the birds attempting to cross the road for alternative habitat areas. In turn, it is feared this would result in increased risk to injury or death of the animals. The group also believe the proposal will undermine the several hours of volunteer time committed by group to support the survival of the species in the area.

In response to a question from the Committee, Ms Wiley noted that the group has observed 15 natural nest sites along this stretch of coast, and a further 7 nest boxes have been provided in the area. The pair also noted that Forest & Bird would be willing to provide expertise to the Council and SBL to minimise the potential impact of the development on habitat.

Ms Michelle Rush

Ms Rush's main point was to emphasise the opportunity for Shelly Bay to be a future-focussed settlement for Wellington. In particular, she urged use of sensitive environmental design including water and energy conservation principles.

Ms Rush implored the Council to use its bargaining position with SBL for leverage to get good environmental outcomes in the design. She gave the view that Wellington is 30 years behind other cities in New Zealand on water and energy sensitivity.

Ms Rush added that transport solutions for the development should be people-focussed, rather than car-dependent. She supported the potential ferry service, and suggested the road should be one-lane and slow-speed, with only shuttles and delivery vehicles provided access. Ms Rush's view is that active transport should be emphasised, observing that younger generations don't drive as much as older generations.

In her view, any new community at Shelly Bay should be diverse and inclusive. Ms Rush added that ratepayer contributions should not be used to subsidise exclusive housing. She concluded by noting she supports development of the area, but that it must include social housing with enduring affordability for residents.

Ms Nicole Miller – Wellington Underwater Club

Ms Miller explained the club is the oldest active scuba club in New Zealand. In the club's view, Miramar is unique and has great potential to be a biodiversity and recreational hotspot. It is

currently a recreational asset and provider of seafood for divers and fisherpersons, but could be further enhanced to that end.

The group is concerned about road widening and the impact on marine habitat, including the prevalence of seaweed. Ms Miller explained that seaweed is important for divers given its role in providing habitat areas for marine life. She also observed that road widening could affect the habitat of the penguin, and that stormwater runoff may have adverse effects (quantity and quality). The group is concerned about overflow events into the bay due to impacts on food collection. Ms Miller encouraged blue/green environmental design practices to be employed.

The club expressed a number of additional concerns, including:

- the questionable resilience of new assets during earthquakes, and the impact of sea level rise on the proposed development area;
- the impact of increased vehicle traffic, including effects on penguins; and
- lack of public transport options leading to greater car use.

Ms Miller closed her presentation by suggesting that opportunities could be taken for alternative uses of the area, including preservation and adaptive reuse of the wharves and surrounding areas.

The group wants to ensure the open space areas remain accessible to Wellingtonians and to ensure best practice is followed in the management of rubbish, recycling and pests.

Mr Grahame Hanns

Mr Hanns urged the Council to take a leap of faith. In his view, the development of Shelly Bay is the most exciting opportunity in the city for a long time. He believes that concerns about the width and design of the local road is a red herring, raising comparisons with other Wellington suburban streets.

In his view, the development offers an exciting prospect, and he disagrees with others' suggestions that the area should be used as open space. Mr Hanns expressed the preference that the area is developed, rather than left to resemble a practical museum piece.

Mr Stan Andis

Mr Andis opposes the proposal due to the substantial and extensive nature of the anticipated development. He believed that HASHAA has been used to exclude public notification for the proposal, and questioned why the consent was approved by Council officers under delegated authority. In his view, the process avoided transparency and credibility.

Mr Andis expressed uncertainty with how this current process might impact on the development itself. He believes there should have been a full hearing of submissions under the RMA and the current LGA engagement process in unacceptable.

Mr Andis explained that widening of the local road will be essential to facilitate the anticipated traffic. He observed that consent may be required from the Regional Council for road works in the coastal area, and questioned why the associated costs should be met by WCC rather than SBL.

Mr Andis' desired outcome would be for Council to abandon the current process and re-notify proposal under an RMA process before proceeding further.

Ms Yvonne Weeber

Ms Weeber introduced herself as an urban designer, landscape architect and neighbour of Shelly Bay for many years. In her view, the existing road, local coastline and open space should remain in Council hands and remain accessible to public in the future.

Ms Weeber considered that the consenting of the proposal under HASHAA was incorrect process, and believed the proposal should have been determined through a publicly notified RMA process. In her view, HASHAA does not provide a robust resource management process.

Ms Weeber explained that infrastructure costs have not been well quantified, and expressed concern that Council's potential contribution is not capped. In her opinion, if SBL is unable to afford the necessary works without Council investment and the sale/lease proposal, then the development should not proceed. Ms Weeber also suggested that a masterplan should be prepared for the whole peninsula to carefully plan infrastructure integration of the wider area.

Ms Weeber found the consultation document to be misleading about the amount and location of land to be sold/leased. She also gave the view that the scale and intensity of the proposed development is not sympathetic to the area and is inconsistent with expectation of the relevant District Plan Design Guide.

Ms Weeber also urged that provision be made for affordable/inclusive housing and design alternatives with lower private vehicle dependency and greater active transport opportunities.

Ms Weeber closed her presentation by asking how sea level rise will be managed, particularly if council be laden with associated liabilities.

Mr Jim McMahon – Wellington Civic Trust

Mr McMahon explained that the Trust takes holistic view of developments such as this.

The first issue Mr McMahon raised was a lack of an overall masterplan for Miramar peninsula. He noted that in 2011, there was some intent for Council to produce such a plan to strategically outline public accessibility and other improvements to the wider peninsula.

Secondly, Mr McMahon expressed the Trust's view that use of the HASHAA legislation is inappropriate for the consenting of this development. The group believes that more affordable and less intensive housing should be provided for.

Mr McMahon noted the area is popular on sunny days and is used widely by various groups for social, recreational and cultural purposes. Finally, Mr McMahon expressed the Trust's concern about congestion and traffic issues. He noted current difficulties and exacerbation of those with increased congestion from the development.

Mr Uli Muellner

Mr Muellner is a resident and local businessman in Miramar. He outlined three areas of concern to the Committee as follows:

- *Infrastructure/traffic* - Mr Muellner is concerned that ratepayers will carry too much risk around the funding and future use of services, particularly given risks with sea level rise. He also observed that increased traffic volumes will impact Shelly Bay Road and main arterial routes into the city which are already very congested.

- *Recreational use and access* – Mr Muellner made the point that many people use the area for diving, fishing, beach access and windsurfing. He emphasised that Shark Bay is one of the main access points for the latter, and that the spot is currently well served for parking, but his fear is that the development will affect that;
- *Type of development* – Mr Muellner described the proposed development design as brutal and unattractive. In his view, the taller buildings proposed do not sit well into the landscape. Mr Muellner believes the buildings would destroy the existing character of the area for generations to come.

Mr Muellner closed by referring the Committee to previous concept plans for the area produced by WETA which he found to be exciting and accessible to all Wellingtonians. His view is that the proposed design is in contrast to those traits of the WETA concept. He urged the Committee to hold an architecture competition for the area, including options for wider Watts Peninsula.

Jo Copeland

Ms Copeland has been a resident of Wellington all her life, and family has been in the area since 1848. She is also an employer, and she explained to the Committee that 5 employees of her company have moved to Wellington from afar because they love the City's outdoor opportunities.

Ms Copeland told the Committee that the proposal upsets her deeply because of how it will change the existing character and amenity of Shelly Bay. She emphasised that the area is priceless, and used by thousands for recreation and beaches, particularly in the summer.

In her view, the proposal is over-developed, exclusive and private. Ms Copeland believes the proposal will benefit few at the expense of many and should be abandoned.

Among other concerns, Ms Copeland told the Committee that the beaches will be destroyed, inadequate parking will be provided, access to the foreshore will be impaired, the quiet pleasure of beaches will be lost, and walking and cycling opportunities precluded.

Ms Copeland concluded her presentation by describing the development as not befitting of Wellington. She believes people love the area's accessibility, peacefulness, and appearance now – and that these benefits will be lost along with its quirky, cultural and artistic traits. While she agrees that something does need to be done to improve dilapidated parts of the area, Ms Copeland urged the Committee to preserve the area as outdoor space for future generations.

Mr Brian Finn – Park Road Post, Weta Workshop, Weta Digital, Peter Jackson & Fran Walsh

Mr Finn noted that the submitter group is collectively responsible for a 2000-strong workforce, most of which work in Miramar. The group acknowledged their contribution to effects on the area due to their operation – both positive and negative.

Mr Finn highlighted the group's concern about the use of HASHAA for consenting the development and the associated lack of notification. In their view, the area does not satisfy HASHAA criteria and consenting should have been administered under the District Plan.

The group finds the proposed development to be out of scale and too dense for the area and its character. They also question the site's suitability given known risks of sea level rise and coastal erosion.

The group also expressed concerns about the construction phase of the project, and the strain on roading and servicing demands. They find the 4-fold increase in traffic volumes to be significant and are concerned with the unspecified nature of required road construction/improvements. Mr Finn noted there is limited ability to widen road, and development will affect traffic access for the group.

He also noted that existing infrastructure is already under intense pressure. The group fears that will be exacerbated with the developments additional demands. They believe the associated upgrade costs are understated and likely to rise overtime, resulting in added financial burden on ratepayers.

The group believes the unique nature and current uses of the area have not been well considered. The think retention of green space should be a focus, rather than the built form and residential uses proposed. In their view, the area should be retained as an asset for Wellingtonians to enjoy. Mr Finn told the Committee that the group fears the proposal will set a precedent effect and may lead to further intensification of Watts Peninsula and Mt Crawford. Overall, the group prefers less housing, more open space, and better infrastructure management than currently proposed.

Mr Finn concluded by extending an offer from the group to work with developers, the Council and other interested groups to achieve a better overall outcome, including through developing a masterplan for the wider peninsula.

Mr Finn then provided some additional comments on behalf of Mr Jackson and Ms Walsh. The pair appreciate Council's desire to improve the area and to enable housing and employment; however, they are opposed to the scale of development and the associated impacts on infrastructure.

They are also concerned with debt implications for ratepayers to provide servicing. In their view, Wellingtonians lose both ways with the proposed deal, particularly as public recreation assets will be lost to private development which the public will have to subsidise. Mr Finn concluded with the submitters' view that any development in the area needs careful consideration and custodianship by the Council.

The Committee asked Mr Finn if the group had met with iwi or SBL to discuss the project. Mr Finn explained that a meeting is scheduled for the near future with Port Nicholson Settlement Block Trust and with Council Officers, but not with the Wellington Company. The group has offered to be part of redevelopment of the area before and is offering to do so again.

The Committee also asked if the group was surprised about the proposal given its previous discussions with iwi and its development concepts for the area that failed to materialise. In response, Mr Finn firstly clarified that the previous development concept was for a museum proposal and that the development constraints were the major hurdle to that project going ahead. The group was less surprised about the fact that some other development has been proposed, and more concerned that it was consented on a non-notified basis.

Ms Ruth Pemberton

Ms Pemberton introduced herself as a resident of Wellington for 35 years, and a long-term member of Forest & Bird. She told the Committee that she is completely opposed to the proposal, citing 3 main concerns, being:

- environmental concerns, particularly on the fragile habitat for local penguins (a rarity to reside so close to a city);

- opposition to her rates paying for improvements to the area to subsidise private development; and
- the lack of consideration of climate change, which she finds contradictory to Council's wider engagement with the community on the matter.

Ms Pemberton urged the Committee to take on board the detailed submissions presented in opposition to the development.

Mr Tim Bollinger

Mr Bollinger told the Committee it is telling that 1100 submissions were received, and that most issues related to matters beyond the scope of this consultation. Relatedly, he found the advertorial from the Wellington Company in the Dominion Post promoting the consultation to be misleading where it described the development as comprising around 350 new residential properties, when it includes nearly that many standalone dwellings, plus 140-bed rest home and a 50-room hotel.

Mr Bollinger believes the area is important for recreational opportunities. He told the Committee it would be a terrible outcome if the development proceeds without providing a viable public transport option. In his view, any development of the area should include a reduced number of units, and restrictions on private vehicles. He urged the Committee to convert the road to an active transport corridor and to ensure the establishment of a ferry service.

Mr Bollinger closed his presentation by echoing Mr Finn's sentiments that the public was surprised by the development and that custodianship from Council should not be abandoned

Mr Richard Burrell

Mr Burrell tabled peer reviews of planning and technical reports attached to the HASHAA consent application for the Committee's consideration. He told the Committee that Shelly Bay is of tremendous value to the public, and any sale or lease of it should be dictated by its owners – the ratepayers.

Drawing on his experience in property development, Mr Burrell expressed concern about SBL benefitting from the proposal while the rest of the public loses out. He noted alternative proposals from other parties that he was aware of which were considerably more favourable to the Council than current arrangements with SBL.

Mr Burrell described the Council land for sale as 'essential' given its location. He expressed the view that the land should not be cheaply disposed of, and that the public should have full access to the commercial terms and evaluation information.

Mr Burrell referred the Committee to his transport peer review paper. He explained that the results are not favourable, in particular that the original transport assessment report underestimates effects. He also gave the view that the consent application did not follow a due and proper process, and would be subject to judicial review.

Mr Burrell questioned why the Council was hesitant about fully disclosing all commercial information. By his calculations, the estimates of infrastructure costs alone are inaccurate. Mr Burrell believes the City will need to spend \$22-25M over next 10 years in order to service the area. He also noted that the partnership approach appears to be at odds with Council's long standing Development Contributions policy.

In Mr Burrell's view, the Council should buy the land owned by iwi at Shelly Bay and convert it to parkland. He reinforced this point in response to a question from the Committee, suggesting a 'give-a-little' campaign could be used for funding. Mr Burrell clarified that iwi should not be out of pocket as a result in such a change in approach, but he is firmly of the view that the City's housing should be provided in the northern suburbs and inner city, rather than at Shelly Bay.

In response to other questions from the Committee, Mr Burrell:

- clarified that his estimates on costs came from a number of engineering firms, all of which arrived at similar figures;
- noted an example of one of his developments in Silverstream where he is required to provide 2km of pipe to service the development, all at his cost (as opposed to Council subsidy);
- suggested that the valuer who provided the land valuations to the parties involved in the Shelly Bay was conflicted; and
- that his understanding of the necessary works to the road required to service Shelly Bay would be in the order of \$12M to enable multiple transport modes.

Mr David Graham + Sally Dossor – Scots College Cycling Club

Mr Graham and Ms Dossor were accompanied by two members of the College's cycling club. The group's primary concern about the development is the effect it will have on cycling safety and amenity in the area.

Mr Graham noted that the club typically is responsible for 20-30 cyclists per day in the Miramar area, including students, parents and coaches. Shelly Bay Road is the preferred route for 2-3 training rides per week. The group suggested that the ride around Shelly Bay would be in the top 5 preferred routes for most cyclists in Wellington due to scenic views and low traffic. While the road is currently in bad condition, the group finds motorists are often mindful of cyclists on morning training rides.

The group fears that riding will not be safe with the large-scale increase in the number of vehicles, especially for younger riders. They suggested improvements that could be carried out to mitigate their concerns, including:

- better enforcement of slower speed environment (at 40kph), or further reduction to the posted speed limit to 35kph;
- improvements to intersections and along the road from the cutting;
- tar sealed lanes could be used to enhance safety as well.

The group expressed its appreciation for the opportunity to have input into the process; however, the club thinks additional, more detailed assessments need to be conducted to ensure impacts on cyclists are fully quantified and managed by the project. In the group's view, the current traffic data has been underestimated, including in relation to the volume of cyclists present and in relation to the time of year in which monitoring data was taken. Moreover, the group highlighted that it is not well known what improvements will be conducted to the road, so the overall impact on cyclists is not fully understood.

The group concluded by noting they are not alone in their submissions, and that there are real concerns by others about increased traffic flows and the corresponding impact on active transport. They observed that many that support the development also want traffic and cycling issues addressed or have assumed they will be. The club urged the Committee to take further independent advice and noted the report by Tim Kelly commissioned by Mr Burrell.

Overall, the group seeks the avoidance of significant reductions in recreational amenity and safety for cyclists on the peninsula.

Ms Leigh Malcolm

Ms Malcolm introduced herself as an artist and designer, based in Shelly Bay for the last 15 years. She is not in support of sale of public land to a private developer.

Ms Malcolm noted her opposition to the capping of developer funding by SBL, noting that Council has the liability if that cap is exceeded. In her view, that possibility has been poorly explained to the public, and she observed that new services are extensive and costly.

Ms Malcolm added that once public land is gone, it's gone. In her view, the financial gains realised in future will go to private developer, not the public. She believes, however, that ratepayers should benefit first and foremost if Council is disposing of land. Ms Malcolm also considered that a 125-year lease amounts to a sale and is equally poor.

Ms Malcolm clarified that she is not opposed to development of new green spaces, but is opposed to the way it is presented as part of a private development in the promotional material. In her view, the Council should retain ownership of that land and provide adequate parking that caters to all anticipated users. Along similar lines, Ms Malcolm is concerned that the development will undermine recreational activities and public accessibility. Her ideal outcome would be for Council to improve and retain the land.

Ms Malcom concluded by expressing concern about the lack of a viable public transport solution for the development, which will lead to higher rates of private vehicle journeys.

Mr David Hazlett

Mr Hazlett opened his presentation by clarifying he is not opposed to some development of the site; however, he opposes the current proposal because it favours exclusive high-density development over the needs of most ratepayers. In his view, public engagement on the proposal has been lacking, and the entire scheme should be open to consultation, not just funding arrangements.

Mr Hazlett questioned what alternatives were considered, noting his own preference for minimal additional buildings to be constructed, particularly for residential purposes. He further added that the lack of infrastructure and maintenance will have had an impact on the initial value of the land, which will dramatically increase with the improvements funded by Council. In his view, SBL will benefit from those improvements and the ratepayer will not.

Mr Hazlett contrasted the development to projects in London, where 35% of housing is affordable. He also expressed concerns that public accessibility will be limited, particularly as competition for carparking will increase.

Mr Hazlett told the Committee the area has outstanding natural characteristics and that those traits dictate an architectural competition for the overall design of the development. The

current proposal is too dense, poorly designed and a missed opportunity for a landmark development to enhance Wellington's reputation as a destination in his view.

Mr Hazlett concluded by expressing if the developer cannot make the numbers work without Council's partnership then they should not pursue it and the council should not participate.

Ms Faye Bishop

Ms Bishop firstly described her objection to the proposal in relation to Council expenditure on the development, including the flow on costs to ratepayers. In particular, she is Concerned about rate increases as a result.

Ms Bishop also expressed concerns about large increases in traffic volumes from new residents, visitors and employees. She mooted a road connection from the top of the hill behind Shelly Bay as a possible mitigation solution.

In Ms Bishop's view, the Council-owned land should stay public open space. Alternatively, she suggested the land should be converted to public amenities, such as a camper van park / campground.

Ms Bishop told the Committee that Shelly Bay has natural uniqueness and some buildings date back to World War I. She also expressed concern about effects on the resident penguin population. She concluded her presentation by noting that roading works, and widening from Miramar avenue will create a large change to the area. In her view, people will struggle to access small beaches for swimming and fishing; however, she sees opportunity for the wharves to be improved to afford recreational opportunities.

Ms Karen Smyth

Ms Smyth explained that she is very opposed to the sale or lease of Council land. She suspects the lease would amount to permanent loss, and in her view, the Council should not sell or lease the land under any circumstances. Ms Smyth observed that without the public land, the remainder of the development would be less desirable and less accessible.

Ms Smyth also expressed her distaste for the design of the proposed development. She regrets the current state of buildings and wharves, but noted there remains a lot of history in the area and the buildings. In her view, restoration should be prioritised before any new development is added, which would result in more attractive and more affordable housing opportunities.

Ms Smyth described the Chocolate Fish as a unique destination, and fears it will lose its charm if the area is developed. She also expressed disappointment with the lack of public transport solutions proposed.

In response to questions from the Committee, Ms Smyth gave the view that the project is capable of achieving much more than what is proposed and could be improved in all aspects.

Mr Chris Horne

Mr Horne expressed confusion as to why the consent application was non-notified, particularly given his expectation that it will result in significant effects on the environment. He also outlined various reasons for opposing the sale and lease of Council land, including:

- the development would create a largely car dependent suburb, which is poor planning practice, particularly since Paris Accord commitments;

- it would be contrary to Council's aims to be carbon-neutral;
- the proposal is out of scale with the peninsula's character;
- traffic volumes are staggering and will adversely affect walkers, runners and cyclists;
- fears that parking will overtake footpaths;
- the unlikelihood that a bus service will be practical given the site's isolation, and the unreliable, weather-dependency of the possible ferry service;
- concern about how the road will be widened;
- his opposition to ratepayers funding stormwater, wastewater and water supply upgrades;
- the lack of a substantive environmental impact assessment; and
- his overall appraisal that the development will result in a soulless suburb.

Mr Derek McCorkindale

Mr McCorkindale introduced himself as a Seatoun resident of 37 years. He explained he is broadly supportive of development, but also expressed some concerns/comments about various matters, including:

- Council overpaying to subsidise servicing in the area;
- his preference for all land to be subject to long-term lease, rather than partial sale;
- the free Council underwrite to SBL on roading and infrastructure upgrades;
- suboptimal rates return on the public investment;
- his concern with the consultation material suggesting the Council's negotiation options are binary – in his view, there are other multiple other arrangements that could be explored;
- the need to provide for additional carparking; and
- the lack of clarity around use of the wharves, enhancements to the beach area or revenue to Council from the developer (cashflow analysis).

Mr Russell Tregonning

Mr Tregonning opposes the proposal completely. He told the Committee that climate breakdown has not been well considered. Mr Tregonning believes sea level rise and increased storm events need to factor into the discussion of the proposal's detailed design, suggesting that no development should proceed below 1.9m at high tide.

Mr Tregonning noted that 6 years ago, a major reserve was proposed at the end of the peninsula, much like Stanley Park in Vancouver, which he supports.

He concluded by setting out his vision of the area for the Committee's consideration:

- stop the current proposal and rethink where to take it;
- consult widely on multiple plans;
- buy land from iwi; and
- create unique and substantial park.

Ms Pauline Swann

Ms Swann referred the Committee to papers relating to sea level rise attached to her submission. She explained that the base value for planning scenarios should be much higher.

Ms Swann also quoted from editorial in the Dominion Post from April 2017, noting points made about non-notification of the consent application and about increased traffic movements anticipated by the development.

In her view, public accessibility will be compromised in favour of a private development. Ms Swann's preference is for the area to be retained for Wellingtonians and visitors for recreational activities and existing commercial and cultural activities.

Ms Swan closed her presentation by noting a recent discussion she held with an engineer who suggested that homes in the area could be built on stilts to avoid storm surge and rising seas. She also observed that under such a scenario, cars and other personal property would not be protected from those effects.

Mr Nick Tipping

Mr Tipping is the former head of the jazz programme at the school of music, and has been a freelance professional musician in Wellington for 20 years.

Mr Tipping explained that the buildings at 100 Shelly Bay Road have been used for 20 years as rehearsal space for local musicians, including Phoenix Foundation, the Black Seeds, Brett McKenzie, Little Bushman, and more. He noted that the older spaces afforded cheap, accessible options for artists, enhanced by the location being relatively remote and unlikely to lead to noise conflicts.

Mr Tipping noted that alternative rehearsal spaces will be required if these assets are lost, noting also the difficulty in finding alternatives that meet performers' needs. He explained that rehearsal spaces are vital to successful performances, and Council should take measurable steps to ensure artists are not forced out.

Mr Bernard O'Shaughnessy

Mr O'Shaughnessy told the Committee he is in conditional support of the proposal, observing that other submitters seemed to share that position. In his view, the conditions are the points which the Council should be particularly focussed on.

Mr O'Shaughnessy noted that climate change and protection of the local environment are important considerations, including the urgency of improving the existing seawalls. He also urged the Committee to consider options for improvements in the wider area (eg Mt Crawford), and opportunities for integration with development at Shelly Bay.

Peter Cullen – Wellington Chamber of Commerce

Mr Cullen told the Committee that the Chamber is supportive of the Council entering into an agreement for sale and lease of land and buildings at Shelly Bay. In their view, the proposal presents a real opportunity given its location and potential.

The Chamber welcomes the public involvement and participation, and wanted to take the opportunity to tell the Committee that the City must continue to grow and develop. Relatedly, the Chamber is concerned about public blocking progress on various projects over recent years, and this project runs some risk of similar outcomes.

The Chamber welcomes the potential economic benefits of the proposal, including creation of full time jobs.

Mr Cullen said the site is currently an eyesore and in need of improvement, noting that the Chamber welcomes the emphasis on enhanced public spaces, residential, recreation and hospitality uses. The group is supportive of the proposed mix and quality of design, and particularly supportive of increased housing supply.

The group supports the commercial arrangements provided there is a business case that supports that a good return will be realised on the Council's investment. Overall, the Chamber is comfortable with shared funding of infrastructure improvements.

Mr Thomas Wutzler, Yvonne Legarth & Miramar BID

Mr Wutzler opened the presentation by explaining that BID initially became involved due to concerns about infrastructure capacity in the area. The group approached Council in 2016 for further detailed information, but Council has not provided the information requested. Subsequently, BID engaged with iwi to discuss various issues related to the development of Shelly Bay.

The group does not support the sale and lease of land as proposed. The main concerns the group has include:

- sea level rise and the risk to the road and parts of the development;
- the state of the Seawalls and the cost of repairs/maintenance;
- costs associated with roading infrastructure;
- that market value is not assured and alternatives to the proposal have not been adequately not explored;
- the wider infrastructure capacity and supply issues facing Miramar;
- traffic effects; and
- that the detailed design of the future buildings remains unknown.

Ms Legarth explained that she worked for Council previously in relation to Shelly Bay to negotiate specific carefully-considered design controls on future development at Shelly Bay. She noted that security of the Road was under negotiation at the time. In her view, the consent for the development proposal has not considered the provisions of the District Plan, including the Shelly Bay Design Guide.

The pair told the Committee that the opportunity should be taken to consider alternative options before the disposal of the land. They added that infrastructure costs are unknown, uncapped and unlikely to be just 50% funded by Council. Retaining walls and other capital improvements will be significant in the group's view.

Vehicle and pedestrian safety is another concern to the group. BID's traffic engineer described the transportation assessment attached to the consent application as superficial for a proposal of this size. The crash history wasn't fully considered and the report was based on unrepresentative monitoring data. BID's suggestion to the Committee was to look more closely at the figures.

The pair raised concerns about hazard risk, having regard to Regional Council hazard mapping data. They noted that the risk is to Council and further detailed assessment should be commissioned. Buildings will essentially be required to avoid inundation over 65 years, and Council should have evidence to show this is achievable in their view.

The group is concerned about the loss of future opportunities on the wider peninsula and the undermining of BID's own efforts. They believe there is a need for a wider strategic plan for the area, rather than piecemeal developments. They stressed the need for further engagement and consideration of alternative options.

The pair also reminded the Committee of Council's obligations under s101 of the Local Government Act and the need for their assessments to be recorded and well thought through.

The Committee asked the group to explain if any one issue was of particular significance to them, and whether (for example) Council imposing a cap on funding might go some way to allay the group's concern. In response, the pair explained the group's view that the proposed development is too dense, and there is insufficient thought about infrastructure and parking.

The Committee invited the pair to consider its position if a fresh consent application came through without use of Council land. They noted that the land belongs to iwi and they are entitled to explore development options. However, the group remains of the view that this area is not a practical place for housing despite the need for more in the City.

The group reiterated that it has been trying to work with Council since 2016 as to its preferred outcome for the Council land, and would continue to offer that collaboration. They also clarified their previous point about seawalls in the area, noting that there are other areas in the City that should be prioritised ahead of Shelly Bay.

Mr Craig Boyes

Mr Boyes is a fisherman who utilises the area regularly. He is concerned that the proposal will limit access and fishability of the area, and that any road widening will exacerbate that effect.

He told the Committee that he has been a member of a club (with 113 members) that has fished the harbour for nearly 60 years. He noted that 90% of the members fish from the shore, and the waters in this area are very important. An aim of the group is to hold an annual competition in the harbour to showcase the city to wider New Zealand.

He concluded by asking the Council not to proceed with the proposal.

In response to a question from the Committee, Mr Boyes noted a key point for him is to continue to be able to drive to various spots along the peninsula and to park adjacent to the

areas that provide access to fishing spots. He also noted that desirability of fishing areas changes in relation to proximity to Shelly Bay depending on the weather conditions.

Mr Mark Shanks

Mr Shanks told the Committee he opposes the proposal in entirety. He cited three main reasons for that position, being:

- the destruction of existing natural features he fears would result;
- the disruption of the area's peace and quiet; and
- that the proposal was about profit – not people – and that the ratepayer is underwriting long term debt and liability and perpetuation of inequality in favour of elitist housing.

In Mr Shanks' view, the public has been excluded up until now. He expressed concerns about a lack of transparency. Mr Shanks disapproves of Council's fixation on growth, underwritten by ratepayers who prefer retention of open spaces, free and easy access to coast, more accepting and inclusive society, paying back debt, reducing pollution, and maintaining/improving existing infrastructure.

Mr Shanks told the Committee he found the form of the proposed development monotonous with no architectural value. In his closing comments, Mr Shanks told the Committee that growth cannot solve the problems created by growth, and he urged the Committee to listen to locals opposed to development.

Ms Jennifer McDougall

Ms McDougall introduced herself as a local resident of Miramar and a weekly attendee at a class based at the former Airforce gym. She observed that the building is falling apart and leaky. Ms McDougall noted that she trains for races by running around Shelly Bay, and while she is not a confident cyclist, she has observed the high frequency of cyclists there.

Ms McDougall reminded the Committee of Council's purported policy support for public and active transport, which appears contrary to the outcome fostered by the development. In her view, there should be a track around entire peninsula for all active transport modes.

Ms McDougall is troubled by the HASHAA process and the avoidance of a notified consent process. She was of the view that the legislation was supposed to be about affordability, which is in contrast the proposal.

Ms McDougall told the Committee that she perceived a lack of transparency in the choice of developer and development type. She acknowledged that iwi are entitled to partner with whoever they chose, but that Council could consider alternatives.

Ms McDougall described Shelly Bay as the jewel in Wellington's crown. In her view, proposed design of the development should have been more publicly-informed. For example, she believed a motor-home park would be a logical use for the area. Ms McDougall said it was unfortunate that the previous proposal for a film museum did not progress there.

Ms McDougall concluded by telling the Committee that Council will have to pick up tab for road improvements, which will be expensive. She believes the current levels of service are poor at main intersections and upgrades will be required.

Ms McDougall was asked her views on the current speed limit. She responded by noting she was unaware that the posted speed limit is 40km/hr until recently, but that motorists typically won't achieve that speed anyway due to windy nature of road and the number of cyclists. More cars would make it more stressful for drivers in her view.

[Mr Jim Mikoz – Wellington Recreational Marine Fishers Assn](#)

Mr Mikoz told the Committee that the Association is opposed to development. In their view, the proposal will shut off public access and deny fisherpersons access to their recreational destinations. Mr Mikoz explained that the group wants to ensure access to wharves if development proceeds.

Mr Mikoz noted that the waters to the west of the peninsula are important due their trapping of warm surface temperatures during late year nor'westers. He noted also the many freshwater springs off the length of Shelly Bay Road.

The Association is concerned that the road will result similarly to Airport Drive and other parts of the City where access has been increasingly limited and/or under maintained by the Council.

Mr Mikoz noted that Shelly Bay is used by windsurfers and kayakers as well as fisherpersons. Under-provision of vehicle parking in the area will lead to conflict with recreational users having reduced access in his view. The Association also feels that Council has not engaged well with interest groups to manage their respective concerns.

[Ms Mary Varnham](#)

Ms Varnham is a resident of Miramar. She told the Committee that she is not opposed to *something* happening and Shelly Bay, noting that the area is unique worthy of an opportunity for a new waterfront community there. However, her view is that the Council should step back from this proposal and think about a more innovative, community-led approach that will be world leading. Ms Varnham described the development plan is "pedestrian" and "unimaginative." She told the Committee the area should be subject to an international design competition and that the ongoing development of the area could be overseen by an independent design panel to ensure development is of high quality.

Ms Varnham drew parallels between the proposed development and previous development on the inner-city waterfront. She said they shared poor prior consultation, fast-tracked approvals + non-notification.

Ms Varnham also questioned why the development lacked sustainability principles in the design, in particular the lack of viable public transport and energy efficient design. She noted that any retirement village that might be developed at the site would suffer from its isolation from Miramar or other higher service centres.

Ms Varnham was asked if she was aware that the majority of the land comprising the proposed development would be on private land. She told the Committee that she was aware that the Council land comprises a third of the site, and Council therefore has leverage to affect outcomes. In response to a subsequent question, Ms Varnham told the Committee she hoped SBL would rethink its development should the Council decide not to proceed with the partnership arrangements.

Mr Morris Love & Wayne Mulligan – Wellington Tenth Trust

Mr Love is the Chair of the Wellington Tenth Trust and trustee of Port Nicholson Block Settlement Trust. He noted that the latter purchase the former defence land at Shelly Bay in 2009. Mr Love explained that the Tenth Trust unconditionally supports the sale and lease of land to SBL, and rejects the notion that that the project is for the benefit of a single developer. He told the Committee that the project will benefit over 10,000 people in Wellington, most of which have lower average incomes than existing residents of Miramar.

Mr Love noted the Trust's support for the development plan consented by the Council, and noted its comprehensive nature will avoid a piecemeal outcome. He clarified to the Committee that the Council-owned land will largely be for public use, particularly at ground floor, with access to the coastal promenade – an area which is inaccessible today and previously during military occupation of the site. Mr Love observed that much of the land subject to the sale proposal is paper road, and the plan is to slightly shift the alignment of the road towards the coast to achieve a more desirable outcome for residents and the public. The Trust considers the net result of the development will be overall greater access to the coast for the public.

The Trust considers that sharing of costs for infrastructure is appropriate due to the area's current state of disrepair. Mr Love told the Committee that infrastructure upgrades would have been inevitable irrespective of any level of development in the future at some stage, and the development affords unique opportunities to more efficiently manage costs.

Mr Mulligan explained that should the Council decide not to proceed with the partnership, it would not necessarily stop SBL proceeding, but it would prevent Shelly Bay from being the best it can be. He questioned what Council would do with its derelict buildings and failing infrastructure under such a scenario. In his view, it would not be in the best interests of the good faith relationship between iwi and the Council or in keeping with the principles of the Treaty for the partnership to be dispensed with.

Mr Mulligan described the cost to Council as minimal, at only \$2M. The result, he said, will be fantastic for the City, which has been awaiting the area's improvement for a long time. Mr Mulligan also clarified that the proposal is for mixed, not exclusive, housing and is part of a wider plan to provide diverse housing projects across the city. In his view, the ratepayer investment in this project will bring good returns to the City over the short, medium and long term.

Mr Mulligan concluded by explaining that iwi will be meeting \$18M of the \$20M infrastructure cost, and is paying \$8M for land the Council obtained at no cost. He extended the invitation to sit down with any interested party to clarify public misconceptions about the proposal; and he said that all parties can rest assured that this proposal will not be exclusive, will improve public access, and will increase the amount of publicly accessible land.

Mr Mike Mellor – Living Streets Aotearoa

Mr Mellor explained that the submitter's main concern is about access. He quoted from the District Plan and the Urban Growth Plan to underscore Council's standing policies about ensuring activities and developments are designed to be accessible by multiple transport modes.

Mr Mellor noted that a 1.5m footpath would be below absolute minimum required by NZTA. In his view, the Council should be more forthcoming to the public when substandard services are being provided. Mr Mellor believes the proposal makes inadequate provision for cycling, which will result in cyclists' use of the footpath. He also told the Committee that public transport has not been provided for, and the Regional Council does not consider it is warranted. He

acknowledged the potential for a ferry service, but considers it would not be reliable and is weather/maintenance dependent.

Mr Mellor concluded by urging the Council to look more closely at the proposal and to consider whether it is consistent with the Council's own strategic aims.

Mr Mellor was invited by the Committee to describe an ideal road design if he had the opportunity. He explained that it is a difficult task because of narrowness of road corridor. Mr Mellor said the road corridor should be 21m wide, whereas it is 7.5m now. Widening would result in damage along the cliffside and/or habitat for penguins in his view. Mr Mellor also suggested that a cable car up to prison site should be considered, particularly if it could facilitate access to the Maupuia bus route via Miramar. He also mooted severely restricting private vehicle traffic and prioritisation of cyclists.

The Committee asked Mr Mellor if the key issue is one of scale and nature of development, and associated traffic generation. Mr Mellor said that seems to be the case. He explained it was not the position of the group to say what the development should be; rather their purpose was to signal the proposal is too dense to meet what is required by the District Plan and Urban Growth Plan.

Ms Lalita Kasanji

Ms Kasanji told the Committee that she was born and bred in Miramar, and has observed great change there during her lifetime. She explained that the main issue in Miramar is traffic congestion, compounded by the limited access points for residents and visitors and increased volumes over the last few years. Ms Kasanji noted that commutes to/from the central city can be lengthy, and weekend traffic is unpredictable. These effects will be exacerbated by traffic from the proposed development in her view.

Ms Kasanji observed that the physical constraints at Shelly Bay make it difficult for the road to be widened and improved. Not only will residential traffic increase, but also service and construction vehicle traffic. She also highlighted existing sewerage issues in Miramar, particularly during heavy rain and high tide events. Ms Kasanji is concerned these effects will be exacerbated by the development.

Ms Kasanji also expressed concern over coastal erosion and the appropriateness of the development locating as proposed. She told the Committee she is concerned about cost and potential overruns to ratepayers for service improvements/upgrades, and also about potential precedent effect for further housing being developed elsewhere on the peninsula.

Ms Kasanji concluded by giving the view that the development benefits few at a cost to ratepayers.

Ms Anita Lowcay

Ms Lowcay introduced herself as a Seatoun resident for 6 years and a Wellington resident for 30+ years. She does not support sale or lease of land for three main reasons.

Firstly, she noted that Council liability for infrastructure is uncapped, and that the Council may fund more than the anticipated 50% share as a result. Her fear is that the costs could be far greater, and that they would fall to ratepayers. Ms Lowcay urged the Committee to renegotiate the agreement to put costs of inflating improvements to the developer.

Ms Lowcay's second issue related to the increased vehicles on the peninsula, which will compound existing problems. She told the Committee that the traffic report attached to the consent application is limited in scope. Ms Lowcay believes the peak hour traffic effect has not been sufficiently considered, including at Cobham/Calabar road roundabout. She told the Committee that the report's assumptions are flawed particularly in relation to predicted flows, referring also to conflicting messages the report had in comparison with a similar report for the airport runway extension. Ms Lowcay shared the view of other speakers that the possible ferry service would be unreliable and subject to disruption from weather.

Ms Lowcay's final point related to the effect of sea level rise, and the apparently limited lifespan of the development (at 25-50 years). She noted this is an existing issue that will only get worse, and she urged the Committee to consider residents of Seatoun who also may be in need of assistance with hazard mitigation. In Ms Lowcay's view, existing residents' protection of land from hazards should be prioritised over new development.

Mr Richard Shea

Mr Shea has been a resident of Miramar for 20+ years, often making use of Shelly Bay. He highlighted some of the main points from his submission.

Firstly, Mr Shea gave the view that costs are not being borne in fair and reasonable manner. In his opinion, the development is questionable and Council should not be willing to enter the partnership. He told the Committee that the proposal will remove public uses in parts of the area, including casual parking areas at north and south of the bay.

Mr Shea also expressed concern about the dominance of proposed buildings adversely affecting the landscape character of the area. He acknowledged the area currently includes some buildings, but defined the anticipated change as significant.

Thirdly, Mr Shea urged that climate change must be more closely regarded. He fears the development will have to be further subsidised by the ratepayer in years to come through future mitigation.

He closed his presentation expressing concern about the Council's lack of responses to information requests relating to the nature and terms of the agreement, noting his understanding that the Ombudsmen has directed Council to do so.

Ms Paula Warren – Environmental Reference Group

Ms Warren explained to the Committee that the group's role is to help Council achieve better environmental outcomes and engagement. The group is aware the current consultation exercise is on a limited set of questions; however, they believe it should be wider in scope.

Ms Warren told that Committee that a lack of clarity on some contextual issues in engagement material led to the nature of feedback, much of which extended beyond the scope of the sale, lease and partnership focus.

In the group's view, the Council should develop a clear and more articulate context for the Council-owned land and for wider use of the peninsula.

Ms Warren told the Committee that natural values need to be better considered, and she referred to bottom lines outlined in the group's written submission for the coastal environment, habitat and natural character. She urged the Committee to take the opportunity to maintain and restore the character of the area and to establish minimum design standards to be followed.

In the group's view, active transport modes should be prioritised and enabled by the design of the area. They suggest that in lieu of increasing the vehicle capacity of the road, alternative transport modes and options should be utilised. Ample space for both cyclist and pedestrians should be ensured in their view.

Ms Warren told the Committee that community resilience needs to be enhanced by public transport accessibility. She suggested such an outcome could be aided via extension of existing bus routes at the top of Mt Crawford. In the group's view this not only enhances connections, but also assists to evacuate people during storm surge events. They find it a touchstone of resilience for communities to live with environmental processes, rather than fight them.

Ms Warren concluded by noting the group's concern about the level of information presented to the community on this matter. She extended the group's invitation to work with the Council to improve engagement in the future, including through use of reference groups. She noted the group prefers early input to help Council anticipate issues.

Ms Warren was asked by the Committee if the group would support a cable car up the hill to provide connections to public transport. She supported the concept, noting the potential cost. She added that over the short term it wouldn't be difficult or costly to put a lit walking path.

In response to a question about her thoughts on the best design of the road, Ms Warren said the design concept should be based on two points. The first relates to applying methods to change driver behaviour to enhance amenity/safety for fast cyclists who prefer to use the road to a shared path. Ms Warren added that modern thinking is not to use speed bumps, but to change the layout of the road to be more of a place than a road. The second concept is to provide good shared facilities for less confident cyclists to use.

Finally, Ms Warren was asked about the group's overall position on the proposal. She answered that the group does not have a specific position, and is focussed on providing ideas about what the Council should achieve.

[Mr Scott Figenshow & Stephanie McIntyre – Community Housing Aotearoa](#)

The pair clarified that the submission is made from the perspective as members of the Mayor's housing taskforce. They appealed to the Committee as leaders of the City to take notice of the palpable trend in New Zealand of people wanting to see change around housing at the level where it matters. The group expressed concern that its recommendations are not being heeded in Council decision-making.

The pair clarified they were not appearing to oppose the development; rather, they support development of area provided a variety of benefits to society are realised. The submitter sees benefits of the project for iwi and in terms of increased housing supply. However, chronic shortage of affordable rental housing and pathways to homeownership have not been addressed, and the submitter's desire is for all future developments in the City to have affordable components.

The pair noted their understanding that SBL is looking at off-site developments with affordable components; however, in their view that outcome is not enough. They believe every development should commit to affordability in some way. At Shelly Bay, the submitters observed that the Council is offering its land and the price that land is set at could have an impact on the way in which the land is developed. Specifically, the Council could take a longer-term view on return on investment to accommodate better affordability outcomes over the short, medium and long term.

In response to questions from the Council about climate change, the submitters noted it is a matter being addressed everywhere. They noted that raised floor levels and provision of alternative access could be provided for at Shelly Bay, and in their view such mitigation should not be identified as a reason for not providing affordability outcomes.

Ms Sarah Crawford

Ms Crawford introduced herself as a resident of greater Wellington. She told the Committee that she is passionate about the environment and Wellington Harbour generally. Ms Crawford also expressed her passion for ensuring that Shelly Bay is protected for future use by her family and all New Zealanders.

Ms Crawford expressed concern about the height and density of development and how it will sit in the landscape. She believes that more regard should be given to District Plan's expectations, and questioned why Council did not adhere to those provisions. In Ms Crawford's view, a greater amount of natural green space is needed for spontaneous recreation.

Ms Crawford also expressed the view that transport movements have been underestimated, noting also that modern vehicles are bigger and wider and have not been factored into the transport effects discussion. She added that climate change needs to be more closely considered.

In conclusion, she told the Committee that the proposal should not proceed and the development process should be transparent with no foreign interests or ownership. In her view, the area should be protected and used as green space for all future generations in perpetuity.

Mr Stephen Satherley

Mr Satherley does not support the sale and lease of Council land. He expressed concern that Council Officers assumed the sale and lease would go ahead in approving consent.

Mr Satherley observed that the HASHAA process allowed non-notification and overriding of the District Plan. In his view, the resulting lack of public scrutiny was unacceptable. He told the Committee that the District Plan would have required a more robust consideration of traffic impacts, and that the current consent should be rescinded in favour of notified RMA consent process.

Mr Satherley considers that the true infrastructure costs are unknown, and expressed dissatisfaction with the concept of a cap on SBL's contribution to the associated upgrades.

Mr Satherley also told the Committee that the Building Act requires buildings to be 1.9m above high tide mark, though he believed some buildings would be below this level. In his view, the aesthetics of 27m-high buildings will not be in keeping with visual character of the area, and will result in unacceptable adverse environmental outcomes.

Mr Satherley concluded by telling the Committee that infrastructure constraints have not been adequately addressed, and wider opportunities for the development of the land from the public should have been considered. He favoured an overall vision or masterplan for the peninsula over piecemeal development.

Ms Lucia Bercinkas

Ms Bercinkas introduced herself as a local who walks, runs and cycles around the area every week. In her view, the proposal represents a missed opportunity to develop something special at Shelly Bay. Ms Bercinkas noted that the area is dilapidated in some places, but suggested that could be fixed through demolition and reconstruction. She suggested that revenue from improved areas could be invested in social housing elsewhere.

Ms Bercinkas told the Committee that Wellington needs to take a wider view about infrastructure. By way of example, she referred to the existing congestion problems in the eastern suburbs. For the Shelly Bay development, her view was that a possible ferry would not be reliable in alleviating that existing issue.

Ms Bercinkas also observed that Shelly Bay Road is windy and lacks street lighting. She expressed that a new pub in the area would encourage drunk driving and speeding. In her view, construction vehicle traffic is an additional matter that hasn't been well considered.

Ms Bercinkas identified erosion is an issue, noting the related need for repair/replacement of seawalls. She said that slips and other hazards should be better considered as well.

Ms Bercinkas found the lack of adequate cycle facilities to be at odds with Council's great harbour way project. She also noted that the proposal does not include provision for a supermarket or medical centre, which means future residents there will be far removed from essential/daily services.

Mr Tom Bland - LINZ

Mr Bland told the Committee that LINZ has managed Watts Peninsula and the Mt Crawford site since 2017. He explained that LINZ is exploring future land use options including disposal of the latter site.

LINZ does not oppose the sale/lease or development of SB. Rather, its concern is about the provision of, and planning for, infrastructure at Shelly Bay and on the peninsula as a whole. From that perspective, Mr Bland said that LINZ has significant interest as neighbouring land owner.

In LINZ's view, roading and infrastructure should be comprehensively planned with a peninsula-wide focus. LINZ extended an invitation to be part of future discussions with Council and others toward a comprehensive plan to ensure future uses of peninsula are not compromised.

When asked about the timing or progress of any specific proposals for the wider area being considered by LINZ, Mr Bland noted that the disposal of the prison site is in progress, but work on the wider peninsula is largely dormant. In any case, Mr Bland told that Committee that with a number of options open for integrated service provision open at this time, there should simply be dialogue amongst all relevant parties to decide jointly where and how services should be provided. Mr Bland gave an undertaking to raise the prospect of early dialogue between the parties given the Council's decision-making timeframes.

Ms Hazel Armstrong

Ms Armstrong introduced herself as an eastern suburb resident for 43 years. She told the Committee that Shelly Bay is her 'front yard,' noting that her family recreates there regularly. Ms Armstrong requested that the Committee give recreation a higher priority than housing in this instance.

Ms Armstrong clarified that she is not opposed to new housing in general – for example, she supported new developments at Greta Point and Evans Bay. However, she does not support that outcome at Shelly Bay because of its unique characteristics; being flat, sunny, sheltered, close to city, and attractive. Ms Armstrong added that birdlife is prominent in the area, noting also the plans for a predator-free outcome at the peninsula.

Ms Armstrong encouraged the Committee to take a fresh look at the development. She urged the Committee to think of the area as part of the whole city, and to have a vision of how the city is used more holistically. In that respect, Ms Armstrong observed that Wellingtonians value their outdoor space, noting also the existing open space resources are becoming increasingly crowded. Ms Armstrong believes that development at Shelly Bay will deprive the City of a lovely recreational area.

Mr Patrick Morgan – Cycle Aware Wellington

Mr Morgan's presentation focussed on transport-related aspects of proposal. He noted that the City is spending a great deal of money on city-wide improvements and the Great harbour Way. In his view, the proposed development will represent a large hole in those wider improvement works.

Mr Morgan told the Committee that the speed limit will likely need to be reduced to 30kph to ensure safe outcomes. In the group's view, a 1.5m path is far too narrow, and while road widening could facilitate a better outcome, it introduces consenting risk related to environmental effects. As an alternative, Mr Morgan suggested that physical features could be used to create a slow vehicle environment.

Mr Morgan also told the Committee that the development needs a viable public transport solution. Ferries may be provided, but are not reliable in his view. Another alternative suggested by Mr Morgan is that private vehicles be restricted in the area, requiring instead that access is gained by regular shuttles.

Mr Morgan concluded his presentation by saying the development is wrong on many levels; but if it proceeds, he encouraged the Committee to think hard about strong transport planning strategies.

Ms Kenny-Jean Sidwell

Ms Sidwell told the Committee that she was appearing on behalf of the 49% of iwi who voted not to dispose of the land at Shelly Bay for the proposed development. She explained that she feels aggrieved to hear reports that the Council is working with mana whenua when 49% voted against the proposal.

Ms Sidwell is a resident of peninsula and artist in residence at Shelly Bay. She considers the area to be a lovely place for people to get away from busy nature of life. In her view, the proposed development is too intense, and the existing space there will be destroyed.

Ms Sidwell also told the Committee that use of HASHAA to consent the development was inappropriate. She noted that the legislation is supposed to be about creating housing stock – but finds the development at Shelly Bay is catered to elite, and lacking in affordable options.

Ms Sidwell concluded by explaining that she is not opposed to progress; however, her view is that the proposed development is too intense.

Ms Robin Boldarin – Miramar Maupuia Progressive Society

Ms Boldarin briefly explained the Society's concerns about the intensification of the area. The main points she stressed from the groups written submission related to transport matters, including:

- concern about safety effects when two buses pass each other on Shelly Bay Road;
- concern about the overall volume of traffic; and
- uncertainty about what improvements will be made to the area, including (for example) the addition of street lighting at major intersections.

Mr Rocco Pierini

Mr Pierini told the Committee that he moved to Wellington 8 years ago from Rome, and he has placed high value on the Shelly Bay area since his arrival. He said that the area needs to be updated, but does not agree with the development proposed.

In Mr Pierini's view, the area should be used for entertainment purposes rather than housing. He believes it should be a destination for all Wellingtonians like the waterfront, with cafes, museums, shops and promenades defining the use of the area. Mr Pierini suggested that run-down structures be refurbished, and that the wharves are improved to accommodate a ferry service. He also suggested a cable car to top of walkway. Provided those improvements are of a high quality, Mr Pierini envisages they could transform the area into a hub for tourists and Wellingtonians alike.

Mr Pierini expressed concerned about traffic and the narrowness of the road. In his view, footpaths would need to be provided to make the area safer and more family friendly experience. Mr Pierini concluded by indicating his concern about environmental effects, and his preference for greater clarification and transparency about decision-making.

Mr Michael Gibson

Mr Gibson first made a formal request to speak in public participation when officers present to Council on the matter.

He then asked the Committee if any official information requests were made about Wellington Company advertisement of the consultation process.

Mr Gibson strongly urged the Committee to take independent legal advice to ensure consultation has been adequate, and he asked that any such advice be made public.

Mr Gibson cautioned the Committee that the Council is being misled, and he was critical of previous performance by the Wellington Company. He concluded his presentation by referring the Committee to the report on the Stuff.co.nz website about the first day of the oral hearings. In particular, he referred the Committee to the public comments at the end of the article, noting that none were favourable of the proposal.

Mr Gary Dyall

Mr Dyall is a resident of Miramar. He believes the development will adversely affect him, and he is opposed to the proposal for several reasons, including:

- the project's lack of any independent feasibility report by persons with necessary expertise to advise on development;
- that the developer may exit development and leave ratepayers with extra costs – he believes there should be legally binding caveats on the developer;
- that ratepayers have no assurances their rates will not rise as a result;
- that the commercial terms should have been agreed by Council with ratepayer oversight;
- the decision by Council to override the District Plan provisions is inappropriate;
- the project is likely to be subject to substantial legal proceedings;
- roading is a concern, including the need to take more land for widening
- the impacts on development from increased flooding potential; and
- concern the public will have right of access constrained compared to the status quo.

Ms Lance Lones

Mr Lones told the Committee he came to New Zealand to work on Lord of the Rings and has stayed in Eastern Suburbs since then. He explained that he was originally pleased with the announcement that Shelly Bay was proposed to be developed; however, he has since become concerned with the proposal, and the type of development.

Mr Lones told the Committee of his disapproval of the HASHAA process. He is also concerned about infrastructure cost overruns and uncapped nature of potential public spend, considering that information has not well conveyed to the public. In his view, the project puts developer profit ahead of ratepayer benefit.

Mr Lones also expressed disappointment about the Council's neglect of buildings and services at Shelly Bay. He told the Committee he is opposed to loss of public space and that Council has a sacred fiduciary responsibility to retain public accessibility and management of the area. Mr Lones considers the proposed lease of 125 years amounts to a sale, with minor benefit only to the ratepayer.

In Mr Lones' view, the proposed new buildings are too dense, too tall and inconsistent with the expectations of the District Plan. He told the Committee that the public should have a greater say in how the Council contribution is used if the partnership is to be retained.

Mr Lones concluded by saying the area is unique and has great intrinsic value. He does not support the sale and lease of land or the proposed partnership.

The Committee asked Mr Lones what he thought should be done with the existing buildings, noting also that the Council does not own all of them. Mr Lones said the low-density expectations of the District Plan should be followed and that the proposed mix of uses should be focussed on the arts.

Ms Leanne Berry

Ms Berry is a long-term resident of Miramar. She supports calculated growth, but not projects where infrastructure is not able to keep up with growth or where private developers profiting at expense of locals.

Ms Berry told the Committee of her concerns about traffic, including:

- that there are already existing problems getting to and from peninsula/airport;
- public transport is insufficient, unable to cope and slow and the project does not propose any new services;
- construction traffic is anticipated for 13 years, and combined with airport traffic increases, will be significant; and
- the lack of any current plan to fix city congestion problems.

Ms Berry also said that Infrastructure capacity is inadequate, and she is concerned by 50% of upgrade costs being met by ratepayers. She believes there are hidden costs that have not been accounted for.

Mr Luke Bonjers

Mr Bonjers told the Committee he has no trepidation about Shell Bay being renovated. He emphatically believes the project has opportunity to be exceptional; however, his view is that the current plans are exceedingly inadequate.

Mr Bonjers prefers that establishments in the area must be usable and accessible by the majority of the public. His view is also that the proposed architecture is poor compared to existing buildings, and that built form should be reconsidered.

He concluded by suggesting the Council:

- consult eastern suburb residents to see what types of activity they want at Shelly Bay;
- ensure all establishments are accessible and affordable; and
- ensure built development is consistent with existing character of the area – he suggested art deco + art nouveau styles, collaboration with WETA artists to design a new aesthetic, or some combination of the three.

Mr Ian Cassels

Mr Cassels told the Committee that the proposed development is consented and 90% is on private land. He added that in the past, Shelly Bay has supported 600 people.

Mr Cassels said the development is beautiful and is gaining praise from around New Zealand. He told the Committee that cities need to make progress, and this development is the right statement for the location. Mr Cassels gave the view that many new residents find the existing housing choice is poor in Wellington, and this proposal will supply excellent new housing to the benefit of the housing supply chain.

Mr Cassels explained that Shelly Bay Road is not unusual to Wellington, drawing similarities with the connections to Eastbourne which has 6 times more housing than Shelly Bay. He believes the road connection is not a big issue in terms of coping with the level of expected traffic.

Mr Cassels told the Committee that Council is only spending \$2M on the project, and he said that the figure could be reassessed if there is concern about potential overruns. In his view, the current proposal provides good terms and return for the council over time.

Mr Cassels noted that the ferry would be based on a standalone mooring point and SBL is committed to facilitating it. He believes the new development will be an attraction for all Wellingtonians, noting that people are keen to buy there for its location, close to the airport eg.

Mr Cassels believes too much is being made of housing affordability. He told the Committee that the project is not greedy or exclusive, and he noted that the Wellington Company provides affordable housing for students across the city for example. Mr Cassels said the Company would continue working with iwi and other partners to provide entry level and more affordable housing. He personally would like to be known as making a significant contribution in this area.

Mr Cassels also expressed concern about the City's lack of readiness for growth. He asked why key infrastructure issues were not being resolved when they cause a deal of frustration. In his view, those wider issues are the heart of the problem, and if they are addressed, the City's potential will be unlocked.

In conclusion, Mr Cassels noted that buses will be available if demand is there, and that SBL has been working with partners and advisors to develop a plan for the management of the development's impacts on penguins.

When asked by the Committee what SBL would do if the Council chose not to enter into the sale/lease, Mr Cassels said SBL is entitled to give effect to the consent as it relates to the non-Council land.

Mr Cassels was also asked to expand upon the possibilities of new funding arrangements. He told the Committee it has already been an 18-month major piece of work with regular discussions with Council. Mr Cassels said SBL needs to better understand the detail of the issue for Council but would continue discussions as needed.

When asked about his view on the staging of the development, Mr Cassels said that - assuming Council land is accessible - it would be first so as to create an attractive environment for future residents. He said the ferry service would be an early addition too.

Mr Cassels was asked why more affordable and 1-bedroom dwellings were not being considered. He explained that it is very hard to stack up affordable models in the area. Mr Cassels said he can commit to other affordable housing elsewhere in Wellington. He said that SBL would be open to suggestion, but stressed that its ability to adopt them would be dependent on the detail.

In response to the Committee's questions about public transport options, Mr Cassels said the cable car connection to existing 24 bus service is a good idea, but has not been investigated or costed. He added that there is sufficient space for small buses to turn around and navigate the area.

Finally, Mr Cassels was asked about infrastructure costs. He firstly gave the view that he thought the estimates were reasonably accurate, and the potential for overruns is not significant. Mr

Cassels added that they would consider an arrangement where Council's debt liability is capped, but would need to look closely at the detail before any agreement reached.

Mr Murray Stewart

Mr Stewart believes the area is major iconic asset of the city. He told the Committee that there is substantial research which supports retention of green open space and its associated flora and fauna.

In Mr Stewart's view, widening of the road will destroy habitat for an array of birdlife, including penguin nesting sites. Penguins need vegetation for protection or they will cross the road, resulting in deaths, he said.

Mr Stewart said the area has unique aspect and character, and is a heavily used recreational asset – including for diving, barbecues, picnics, windsurfing, fishing, running, walking, cycling and so on.

Mr Stewart told the Committee that the trees, bush, and rock formations attract all Wellingtonians to the area. He also expressed that sea level rise is a concern. In his view, the seawall will not be an effective solution, and it would be better to use retreat from the coast, moving the road to the landward side.

Mr Stewart has gathered 350 signatures for a petition, and he's observed that other people are not well informed about the development

He asked that the Council prevent the destruction of a beautiful asset and the natural values there.

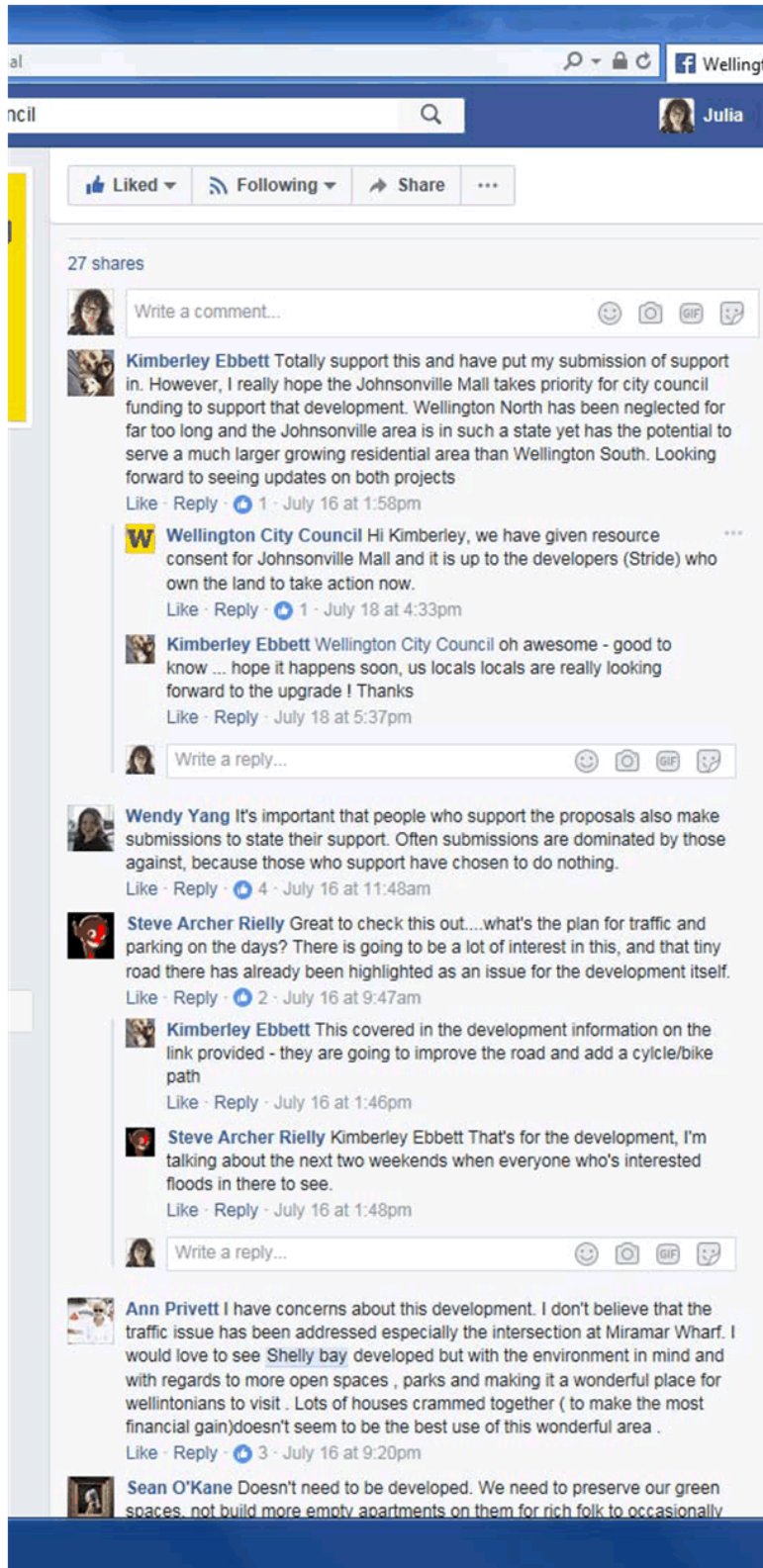
Prepared for Wellington City Council by:

Resource Management Group Ltd
September 2017

ANNEXURE 1
Facebook feedback

1117

Item 2.1 Attachment 4



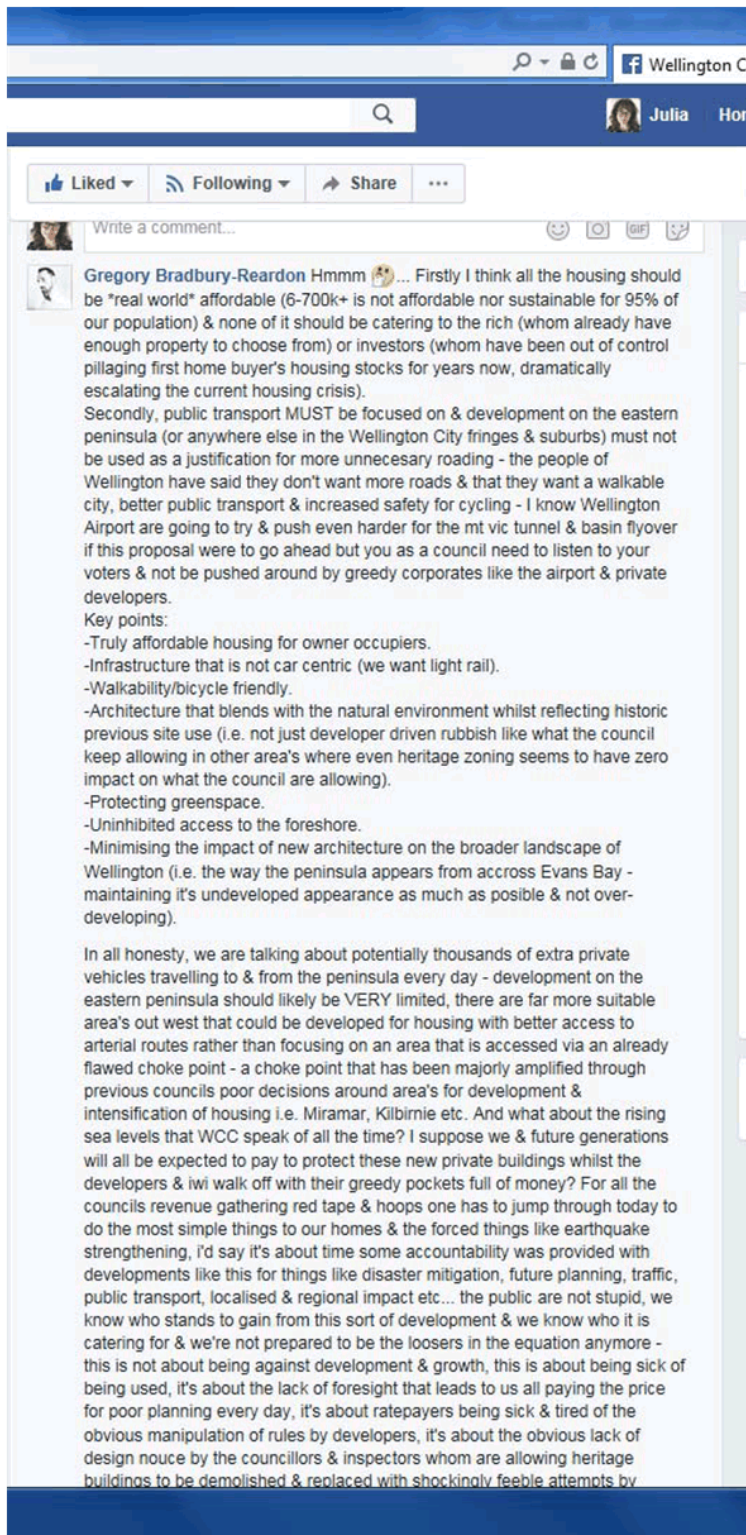
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Item 2.1 Attachment 4



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Item 2.1 Attachment 4



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Item 2.1 Attachment 4

The screenshot shows a Facebook post from the Wellington City Council page. The post text is a long, critical comment discussing infrastructure and planning issues. Below the main text, there are two replies from other users, including one from Indu Kapoor. The interface includes standard Facebook navigation and interaction elements like 'Liked', 'Following', and 'Share' buttons.

internal

Council

Julia

Liked Following Share

flawed choke point - a choke point that has been majorly amplified through previous councils poor decisions around area's for development & intensification of housing i.e. Miramar, Kilbirnie etc. And what about the rising sea levels that WCC speak of all the time? I suppose we & future generations will all be expected to pay to protect these new private buildings whilst the developers & iwi walk off with their greedy pockets full of money? For all the councils revenue gathering red tape & hoops one has to jump through today to do the most simple things to our homes & the forced things like earthquake strengthening, i'd say it's about time some accountability was provided with developments like this for things like disaster mitigation, future planning, traffic, public transport, localised & regional impact etc... the public are not stupid, we know who stands to gain from this sort of development & we know who it is catering for & we're not prepared to be the losers in the equation anymore - this is not about being against development & growth, this is about being sick of being used, it's about the lack of foresight that leads to us all paying the price for poor planning every day, it's about ratepayers being sick & tired of the obvious manipulation of rules by developers, it's about the obvious lack of design nouse by the councillors & inspectors whom are allowing heritage buildings to be demolished & replaced with shockingly feeble attempts by developers to blend into our heritage areas, it's about council not being serious when talking of affordable housing & not understanding what affordable housing ACTUALLY is, it's about council pandering to the likes of Wellington airport re the runway extension, the development of SH1 & exhorbitant parking prices leading to the public parking long term in public streets & now the councils out of control parking wardens are going to throw fines at innocent people & force them to park at the airport - it's obvious that council is either getting pushed around or have golden handshakes going on everywhere... enough with the BS.

Like · Reply · 36 · May 2 at 9:29am · Edited

12 Replies

Indu Kapoor Would like to see the details of infrastructure development in these plans, eg how will one narrow road to Shelly bay cope with 4000% increase in residency and traffic!

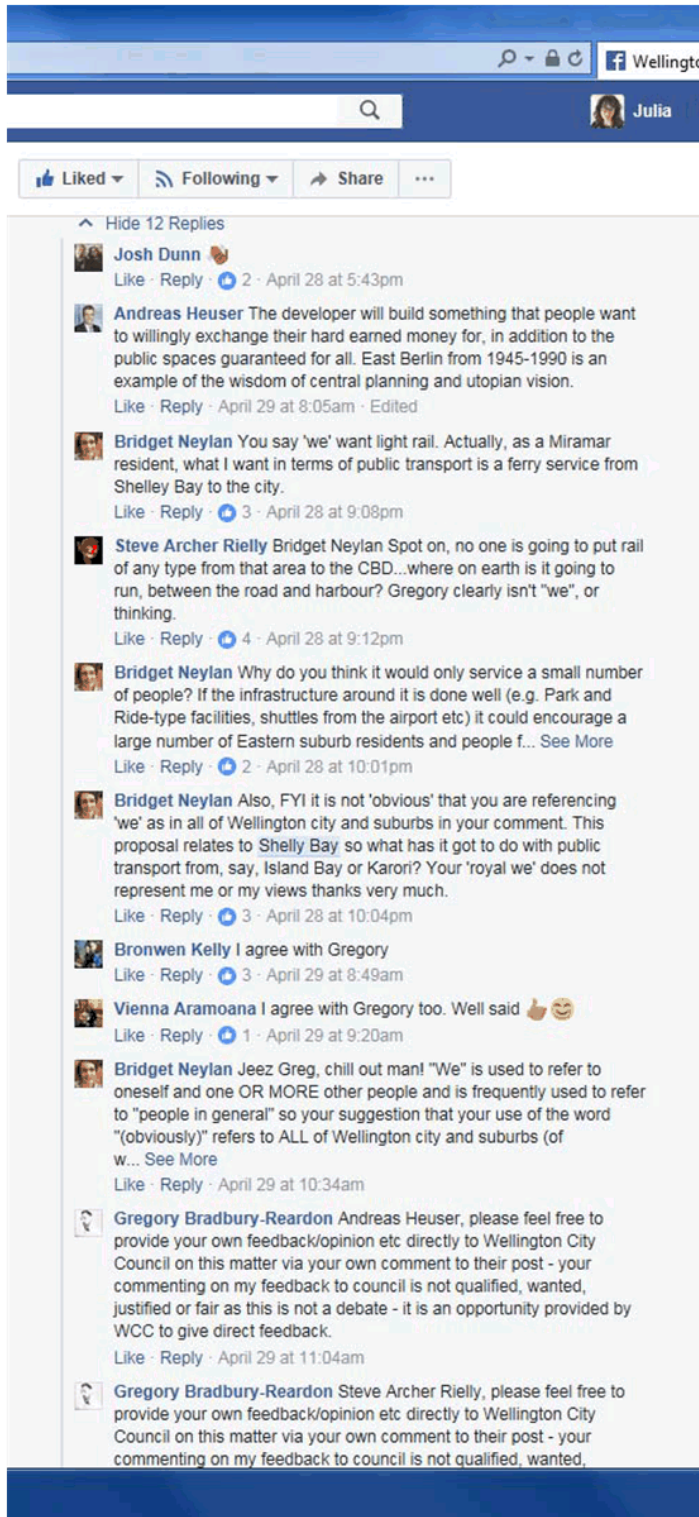
Like · Reply · 23 · April 28 at 2:58pm

4 Replies

View more comments 2 of 55

1117

Item 2.1 Attachment 4



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Item 2.1 Attachment 4

The screenshot shows a Facebook post from Wellington City Council. The post text reads: "commenting on my feedback to council is not qualified, wanted, justified or fair as this is not a debate - it is an opportunity provided by WCC to give direct feedback." The post has three replies from Gregory Bradbury-Reardon, each with the same text as the original post. Below these are comments from other users: Indu Kapoor asks for infrastructure details; Helen Richardson complains about congestion; Steve Archer Rielly suggests a ferry; Indu Kapoor suggests an electric ferry; and Gregory Bradbury-Reardon responds to Indu Kapoor, stating that the council needs a plan for infrastructure development before considering other options.

Wellington C

Julia Ho

Liked Following Share

commenting on my feedback to council is not qualified, wanted, justified or fair as this is not a debate - it is an opportunity provided by WCC to give direct feedback.
Like · Reply · April 29 at 11:04am

Gregory Bradbury-Reardon Steve Archer Rielly, please feel free to provide your own feedback/opinion etc directly to Wellington City Council on this matter via your own comment to their post - your commenting on my feedback to council is not qualified, wanted, justified or fair as this is not a debate - it is an opportunity provided by WCC to give direct feedback.
Like · Reply · April 29 at 11:05am

Gregory Bradbury-Reardon Bridget Neylan, please feel free to provide your own feedback/opinion etc directly to Wellington City Council on this matter via your own comment to their post - your commenting on my feedback to council is not qualified, wanted, justified or fair as this is not a debate - it is an opportunity provided by WCC to give direct feedback.
Like · Reply · April 29 at 11:06am

Write a reply...

Indu Kapoor Would like to see the details of infrastructure development in these plans, eg how will one narrow road to Shelly bay cope with 4000% increase in residency and traffic!
Like · Reply · 23 · April 28 at 2:58pm

Helen Richardson The congestion in the mornings and afternoons is hideous as it is
Like · Reply · 3 · April 28 at 6:29pm

Steve Archer Rielly Ferry is the most logical option. The local council wouldn't be upgrade that road. I've ridden the motorcycle around it many times, and there just isn't the room to widen it for buses, so it needs to be bypassed completely.
Like · Reply · 3 · April 28 at 9:15pm

Indu Kapoor An electric ferry or barge maybe 😊
Like · Reply · 1 · April 29 at 5:58am

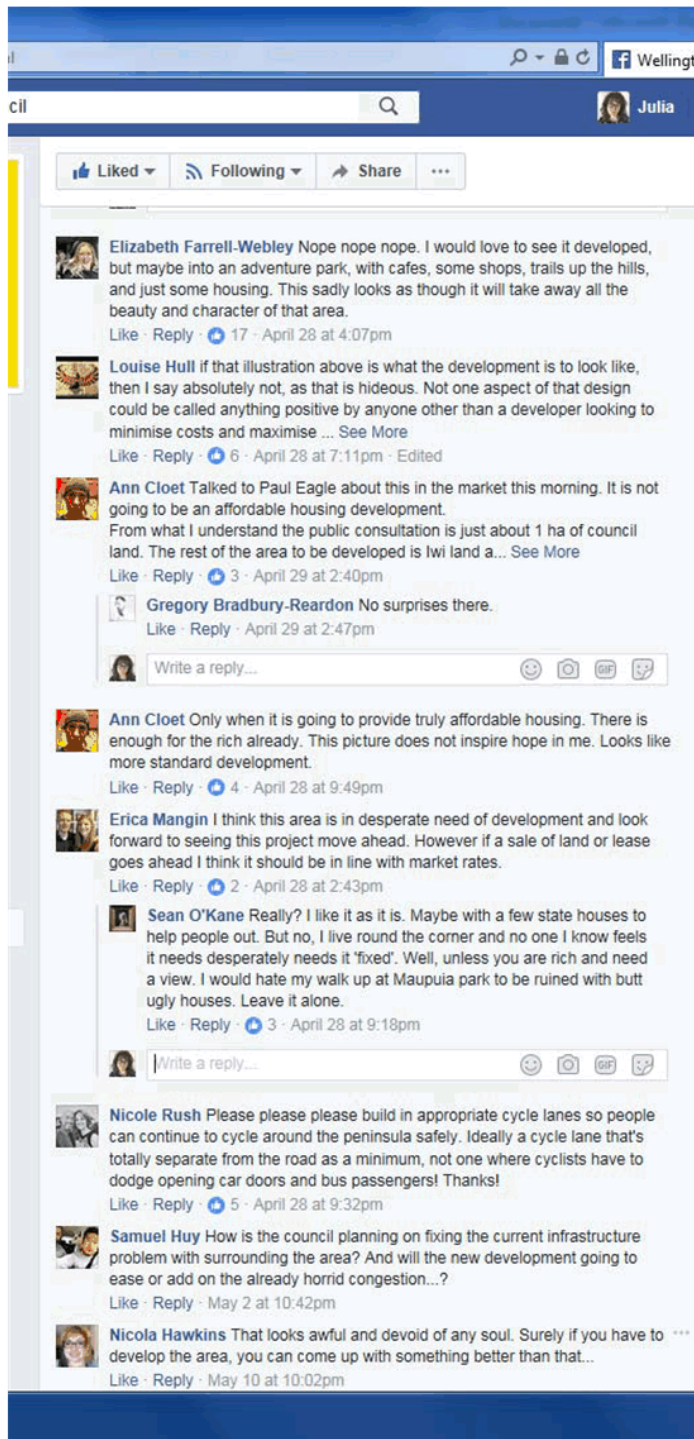
Gregory Bradbury-Reardon You're sooo right Indu - we're talking about thousands of additional cars going to & from the peninsula every day. This in addition to increased traffic too & from the airport over time as they expand the runway etc. And then there's the potential for future development of prison land on the northern tip of the miramar peninsula.
WCC really need to provide a ratepayer & resident approved plan & timeline for infrastructure development before even contemplating developing anything out east given the current congestion & choke points.
Like · Reply · 3 · April 29 at 11:34am · Edited

Write a reply...

iew more comments 2 of 55

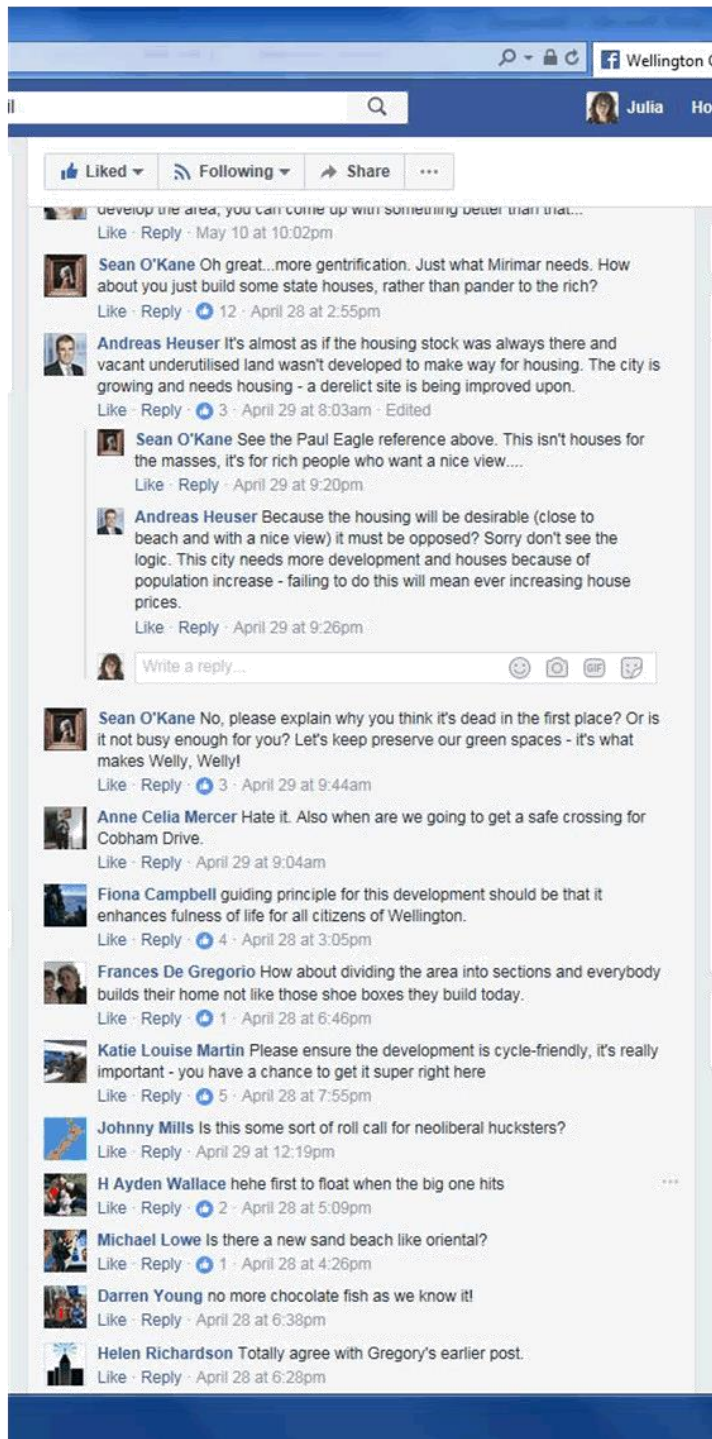
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Item 2.1 Attachment 4



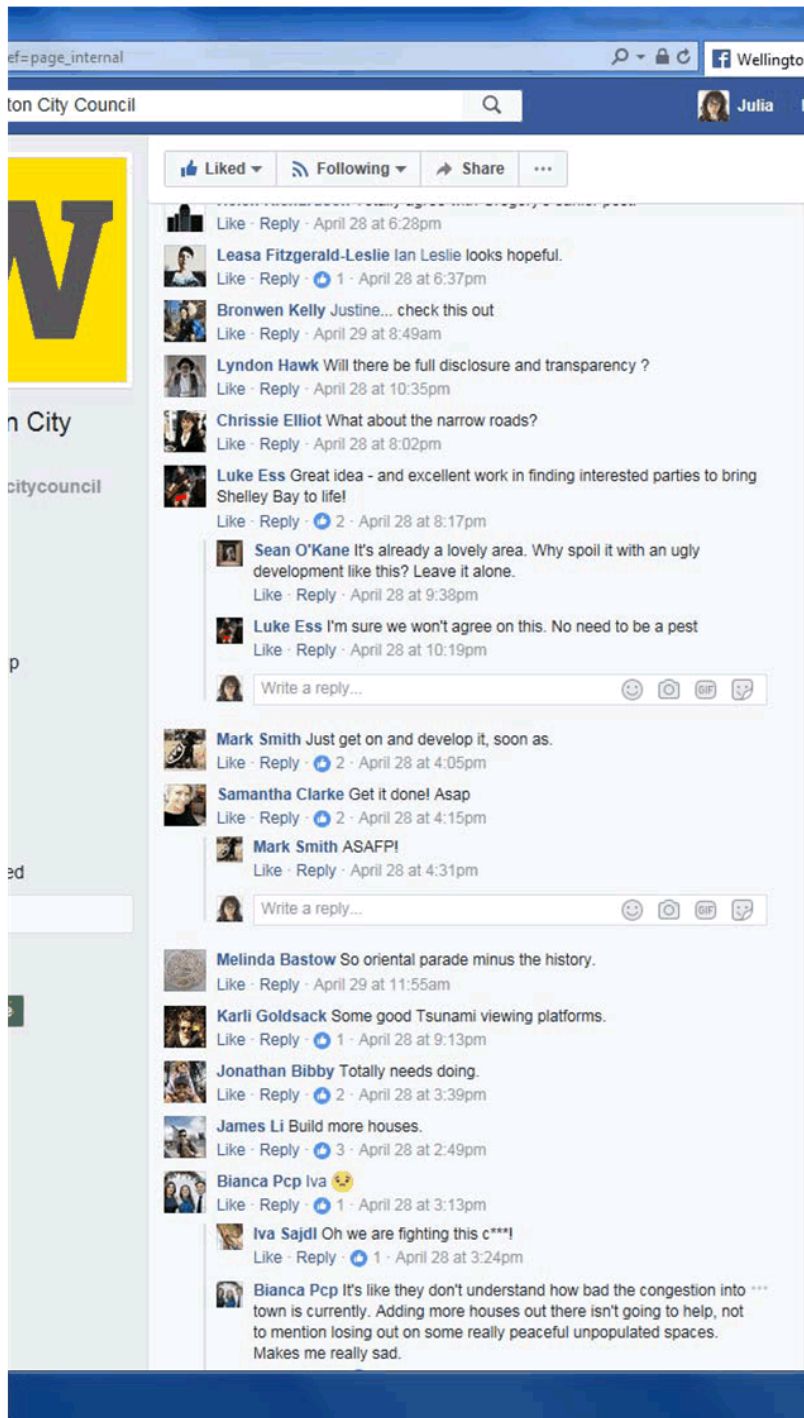
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Item 2.1 Attachment 4



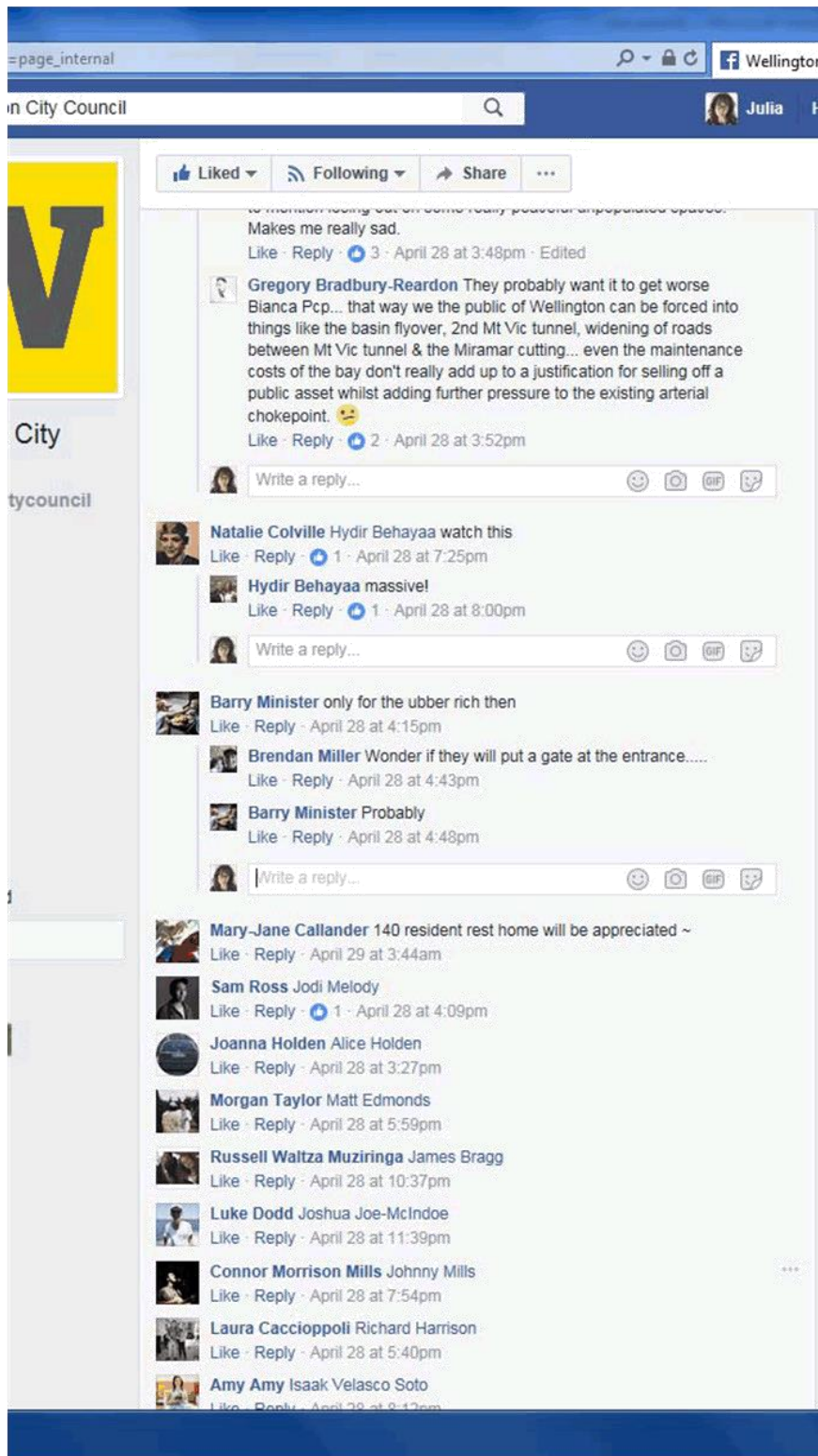
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Item 2.1 Attachment 4



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Item 2.1 Attachment 4





PREPARED FOR WELLINGTON CITY COUNCIL - CITY SHAPER

19 JUNE 2017

**SHELLY BAY, WELLINGTON
PUBLIC INFRASTRUCTURE BRIEFING**

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1 INTRODUCTION

Port Nicholson Block Settlement Trust (PNBST) and The Wellington Company (TWC) (the partnership) are proposing a redevelopment of Shelly Bay on land previously owned by New Zealand Defence Force. Part of the development site is owned by Wellington City Council (WCC). A schematic diagram of the development is shown in Appendix B.

Calibre Consulting has previously responded to a number of requests from WCC to provide preliminary costs to upgrade bulk infrastructure to service the development site. The purpose of this report is to collate and summarise the issues and preliminary cost estimates to upgrade public infrastructure.

The development site itself is serviced by bulk infrastructure (roads, wastewater, water supply, power and communications) that is generally not of a sufficient standard to serve the proposed development.

This report does not cover any new infrastructure to provide road access or services to new sites or buildings within the development site itself.

It is important to note that no detail investigations on the current conditions of the infrastructure assets has been undertaken. Nor has any design been carried out for upgrades. The costs provided in this report are based on Calibre Consulting's generic knowledge of costs to carry out work of this nature. There could be variations to these estimates once detail investigations, design and construction tenders are carried out.

The costs are provided to assist with decision making in relation to selection of options and sharing of costs between various parties, or timing for upgrades.

Section 3 of this report provides a summary of the various cost estimates.

Sections 4 to 9 provide information on each of the infrastructure assets, their current condition and details of how the costs in the summary have been developed.

Section 10 sets out maintenance costs if no development proceeds, Section 11 discusses possible further development of Watts Peninsula.

2 SITE DESCRIPTION

The overall development site consists of approximately 7.3 hectares situated in Shelly Bay, on the west side of the Miramar Peninsula, east of the Wellington CBD. A location plan showing the site in relation to the city is attached in Appendix A. The site is the former home of the Shelly Bay Air Force Base and remains occupied by a number of diverse buildings from its former use as a military base. Several of the buildings are currently tenanted for a variety of uses including Propeller Studios, Blackmore & Best Gallery and Studio, and the Chocolate Fish Café.

The site comprises a flat, semi-built up area immediately adjoining the coast at Shelly Bay, along with an aging wharf and slipway structure and the surrounding steep hillside to Maupuia in the north of the Miramar Peninsula. The site is approximately 650m long in the north-south direction, with the flat area comprising two bays that extend up to 100m east of the coastline. Shelly Bay Road is generally positioned along the coastal boundary, except between the two bays where the flat area (housing Shed 8) is between the Road and the wharves.

Part of the land is owned by (WCC). Part of it is legal road and part of it is owned by Shelly Bay Ltd.

The legal description of the WCC land is Sections 3,4,5,6 SO Plan 339948. The legal description of the land owned by Shelly Bay Ltd is Section 1 SO Plan 37849, Section 9 SO Plan 339948, Part Section 20 Watts Peninsula District and Part Lot 3 DP 3020.

The proposed layout of the development in relation to the existing boundaries are shown on Calibre Scheme Plans 708977 V211 and V212. Attached in Appendix C.



3 COST ESTIMATE SUMMARY

The costs of providing bulk infrastructure services to Shelly Bay, relevant to the development proposed by TWC, are as follows:

Item	Proposed Upgrade	Alternative Upgrade	Miramar Rd Intersection	Maintenance of Existing Assets Over 10 Years
Road Access	\$1,210,000	\$10,000,000	\$390,000	\$250,000 ¹
Water Supply	\$2,900,000	-	-	\$25,000
Stormwater Drainage	\$312,000	-	-	\$62,000
Wastewater Drainage	\$2,750,000			\$55,000
Seawall	\$858,000	-	-	\$608,000
Power Supply	\$690,000	-	-	-
Telecommunications	\$292,000	-	-	-
Gas	\$2,300,000	-	-	-
Fees	\$1,200,000	\$1,000,000	Included elsewhere	-
Totals each item	\$12,512,000	\$11,000,000	\$390,000	\$1,000,000
Total Cost		\$23,512,000	\$23,902,000	

Total costs exclude GST and Escalation.

4 ROADING

4.1 CURRENT SITUATION

The development site has road access from the intersection of Cobham Drive and Miramar Avenue, along approximately 2.6 km of sealed coastal road. The eastern side generally is against the bottom of the Maupuia Peninsula escarpment and has approximately 1 metre informal water table edge. Evans Bay abuts the eastern side of the road with a grass or gravel berm varying between 1 and 4.5 metres.

Shelly Bay Road has a distinctive natural character. It is a coastal route with physical restrictions on both sides and has a current "Safer Speed Area" speed restriction of 40 kph.

The existing carriageway varies between 6 and 6.8 metres wide and the surface is chip seal in reasonable condition for the current traffic loadings. The carriageway is adequate for the current traffic that uses it.

4.2 PROPOSED ROAD UPGRADE

Appendix D provides details of the design criteria to develop options to upgrade Shelly Bay Road from Miramar Ave to the beginning of the development site. Based on the proposed level of development, Shelly Bay Road would fall under the designation of Collector Road. The standard configuration for a Collector Road is a carriageway width of 14m including roadside parking plus 8m of footpaths and berms, making 22m in total. However, no houses access most of this road so there is only a need for a footpath on one side of the road and roadside parking is not considered necessary along the majority of the road.

Further, as part of the coastal environment there will likely be limitations of development to maintain the character and public amenity of the area. Upgrading the current road environment to fully meet the guidelines would serve to urbanise

¹ Includes repairs to seawall along Shelly Bay Road.



the road and may have adverse overall effects. The route will effectively only have a "move" function, so only needs to have traffic lanes and allow for pedestrian/cycle traffic. There is limited need for berm or other parking along the route.

The proposed design maintains a minimum carriageway width of 6.0m (1 x 3 metre moving lanes), with the additional available width between the bank on the east and the sea on the west, being used for berm and footpath. This carriageway width has the capacity to carry the two-way peak hour traffic flows generated by the development. The footpath will be surfaced with crushed lime and will be a minimum of 1.5 metres wide.

The estimated cost to construct the proposed design is \$1,210,000 (\$1.21M). This includes \$332,000 of provisional items, such as resurfacing of approximately 20% of the existing road. Cost breakdowns and more detailed reporting are included in Appendix D.

4.3 ALTERNATIVE ROAD UPGRADE

An alternative proposal is a wider overall carriageway to accommodate the normal requirements for a collection road and better facilities for cyclists and pedestrians. It could accommodate the same vehicular traffic whilst providing a 3 metre wide two-way pedestrian and cycle corridor. This would require substantial physical works, particularly on the seaward side of the existing carriageway.

This option requires a combination of widening along the eastern (bank) side of the road costing approx. \$1.2M; extension of the existing seawall on the sea side of the road over a length of approximately 1,350 metres costing about \$7.3M, and providing a 3m wide concrete walking and cycling path costing approximately \$1.5M.

The total cost of this option would be approximately \$10M.

If the upgrade in section 4.2 above is completed as an interim measure, the cost to implement this alternative would still be \$10M as it is essentially a complete new upgrade.

Schematic plans and an analysis of this alternative proposal are detailed in Appendix E. Specifically it will include the loss of significant amounts of seaside vegetation along the route (Pohutakawas), potential impacts on the coastal environment, the loss of existing amenity in several of the beach areas along the route, uncertainties around the requirements and potential acceptance of the Regional Council. It will also result in the overall urbanisation of the existing coastal route.

4.4 MIRAMAR AVE/SHELLY BAY INTERSECTION UPGRADE

Predicted traffic flows indicate the current intersection layout where Shelly Bay Road meets Miramar Avenue needs to be upgraded. There are three options and the pros and cons of each are set out in the table below.

Option	Advantages	Dis-advantages	Likely Cost Range
Roundabout	<ul style="list-style-type: none"> Allows good movement of traffic outside peak hours. 	<ul style="list-style-type: none"> May require more land for widening. Proximity to existing intersection to east, and bend of Cobham drive to west, leading to safety and operational issues. Can provide a barrier to cyclist at the intersection, leading to crossing at "unsafe" points. 	\$150,000 - \$260,000
Improved Road Marking and Dual Laning	<ul style="list-style-type: none"> Improved version of existing layout, reducing uncertainty to drivers. Low cost option. 	<ul style="list-style-type: none"> Doesn't allow traffic to flow freely from Shelly Bay Road, leading to queues in peak hours. Possibility improvements may be needed at a later stage. May require more land. 	\$120,000 - \$235,000



Option	Advantages	Dis-advantages	Likely Cost Range
Traffic Signals	<ul style="list-style-type: none"> Allows movements for vehicles, cyclists and pedestrians. 	<ul style="list-style-type: none"> More expensive option. May lead to queues on Miramar Avenue leading back to previous intersections during peak hours, depending on phasing of signals. Land take may still be needed, depending on final layout. 	\$200,000 - \$390,000

The cost ranges are very broad at this stage, reflecting the very early information we have.

Traffic signals would fit best with the various proposals in the area including Shelly Bay Road traffic increasing and more cyclists using the new cycleway.

5 WATER SUPPLY

5.1 CURRENT SITUATION

Wellington Water Ltd (WWL) advises that there is currently a small privately owned reservoir above the site that is fed from Mt Crawford Reservoir feeding the existing uses on the development site. There is also the existing Maupuia reservoir that we believe has sufficient capacity to provide for the proposed development. This Maupuia reservoir provides water to the Mt Crawford Reservoir.

The existing Shelly Bay reservoir (near to the development site) and water-main serving it from the Mt Crawford reservoir (near the prison) are in poor condition and would be grossly undersized for the proposed development. Both need to be replaced to provide for the needs of the proposed development.

5.2 DEVELOPMENT SITE REQUIREMENTS

Based on the calculated population and the Regional Standard for Water Service, the required storage and water capacity are shown in the table below.

Storage Requirements	Volume	Flow	L/s
650 L/person	871 m ³	Main flow	21.7
Firefighting FW3	180 m ³	Firefighting	25
Required	1,051 m³	Peak	39.5

The calculated storage volume including firefighting requirement is 1,051 m³ and the calculated peak flow is 39.5 L/s for the proposed development. Details for how these figures have been developed are attached in Appendix F.

5.3 ESTIMATED UPGRADE COST

We estimate the capital cost to provide water supply to the Shelly Bay Development in the table below. The estimates depend on the following assumptions:

- The existing pump station at Maupuia and the 150mm diameter rising main from Maupuia reservoir have capacity for the additional 39.5 L/s
- Assumed maximum water level in the new Shelly Bay reservoir is RL 90m
- There is no provision for a water supply pressure increasing station, which may be required if high rise buildings are proposed
- There is no provision for purchasing the land for the water reservoir if that is required
- The length of the water supply pipelines has been approximated from QuickMap



Description	Unit	Quantity	Rate (\$)	Amount (\$)
Water Supply				
Water Supply Reservoir at the location of the existing Shelly Bay reservoir, estimated 90m RL, Volume 1,051 m ³	m ³	1,051	600	630,600
Replacement pipeline between Mt Crawford Reservoir and Shelly Bay Reservoir, 150 mm diameter pipe	m	880	500	440,000
Replacement pipeline from Shelly Bay Reservoir to the development site, 150 mm diameter pipe	m	990	500	495,000
Local reticulation, valves and fire hydrants	m	800	1,100	880,000
Contingencies: 25%	LS	1	453,750	453,750
Total Water Supply				2,899,350
Margin of Error				+/- 30%

5.4 ALTERNATIVE OPTION

There is a possibility that more detail investigations may show there could be an adequate reservoir supply of water in the area without the need to construct a replacement for the existing Shelly Bay reservoir. The pipework would need to be upgraded. If a suitable route can be found a new pipe would need to be laid down the steep slope from the Maupuia Reservoir to Shelly Bay Road and then along Shelly Bay to the development site. It would be necessary to decommission the existing NZDF owned Shelly Bay Reservoir, install two pressure reduction valves and connect up pipework to maintain secondary flows from the Mt Crawford Reservoir. This option may cost less than the option in 5.3 as there would be no need for a new Shelly Bay Reservoir.

6 WASTEWATER

6.1 CURRENT SITUATION

The current buildings on the Shelly Bay Development site gravity feed to a collection point near the south end of the site. The sewage is then pumped south along Shelly Bay Road to a manhole at the north end of the Miramar wharves. There is anecdotal knowledge that this whole system is in poor condition and it is not clear as to whether this is a private or public pipe. It is maintained by CityCare under a contract with someone other than WWL but shows up as public in WWL's GIS layer currently.

WWL believe that the existing pipe network from the south end of Shelly Bay Road to the existing pump station in Salek Street (off Rongotai Road) is inadequately sized to manage the increased sewage flows from the proposed Shelly Bay Development.

6.2 DEVELOPMENT SITE REQUIREMENTS

Based on the Regional Standard for Water Service and the calculated population, required wastewater drainage capacity for the proposed development is in the table below:

Flow	L/s
ADWF (Average Dry Weather Flow)	3.1
PDWF (Peak Dry Weather Flow)	15.7
PGWF (Peak Ground Water Flow)	1.1
PRWF (Peak Rain Water Flow)	1.3
PWWF (Peak Wet Weather Flow)	18.1

The peak wastewater flow is 18.1L/s.



6.3 ESTIMATED UPGRADE REQUIREMENTS

After consultation with WWL, we believe the best solution would be to lay a new rising main from the site directly to the pump station in Salek Street.

The estimated capital cost to build this new system is \$2.75M. Details of how this figure has been arrived at are shown in the table below and depend on the following assumptions:

- The connection point for the wastewater outlet into the WCC network is the existing Salek Street pump station
- The length of the wastewater mains have been approximated from QuickMap
- There is no provision for purchasing the land for the wastewater pump station
- The existing system downstream of the Salek Street pump station has the capacity for the increased effluent from the Shelly Bay Development.

Description	Unit	Quantity	Rate (\$)	Amount (\$)
Wastewater				
Local Reticulation, Gravity, including manholes, 150mm dia	m	800	500	400,000
Wastewater Pump Station, capacity 18.1 L/s, 50m head	LS	1	400,000	400,000
Wastewater Rising Main, 150mm dia, to Salek Street Pump Station, including crossing under two roundabouts, 150mm dia, Length = 3.5 km	m	3,500	400	1,400,000
Contingencies 25%	LS	1	550,000	550,000
Total Wastewater				2,750,000
Margin of Error				+/- 30%

7 STORMWATER

Current storm-water disposal for the site is via several discharge points directly feeding into Shelly Bay.

Shelly Bay Road upgrades and the intensification of the development site will mean that the existing outfalls will likely be inadequate and new outfalls to the sea will be required.

Considering the proximity of the coastline the proposed development will continue to utilise stormwater discharge into the sea.

Calibre has recent experience that indicates the new outfall structure would cost approximately \$50,000 with five (5) outfalls/structures required, and contingency we estimate the cost to be \$310,000.

The following issues should be addressed in the final development design:

- Sea level rise and inundation within the proposed development
- Pollutant treatments prior to discharge into the sea from the proposed parking and residential/commercial areas.

8 UTILITIES

Calibre has contacted the utility authorities and their responses are attached in Appendix G.

The cost upgrade information for each of these utilities is outlined individually in the following paragraphs.



8.1 POWER

Wellington Electricity has assessed the proposal for their likely power servicing required. Transformer capacity has been assessed at 2,000 kVA, or 2MVA. Reinforcement work would be required to supply the development and potentially three substations would be required. Estimated costs for the cabling and substations total \$690,000.

8.2 TELECOMMUNICATIONS

Chorus Network Services (Chorus) has confirmed that they will be able to provide telephone and data reticulation for the proposed development. Chorus require a contribution for reticulating the development. Chorus' costs include the cost of network design, supply of telecommunications specific materials and supervising installation. The contribution is \$292,500 plus GST.

8.3 GAS SUPPLY

PowerCo has confirmed their requirements to service the proposal. This would include the installation of approximately 2.9km of 200NB PE gas pipe main from their existing service main in Shelly Bay Road. Their high-level investment cost for this work is \$2.3 million. Normally a contract of this size would be competitively tendered and there may be shared trenching possibilities that could significantly reduce this estimate.

9 MARITIME STRUCTURES

9.1 WHARF STRUCTURE

There is an existing wharf and slipway structure to the west of the Shed 8 building in the centre of the Shelly Bay area. Previous reports have determined that the wharf and slipway are in "very poor condition", and therefore unlikely to be able to service any form of proposal without significant structural repair or possibly complete demolition and rebuilding. Calibre have not carried out any investigations to determine what work or costs are involved in upgrading or replacing the wharves and slipway. Wellington City Council does not own and is not responsible for the maintenance of these structures.

The partnership's proposal indicates that the development will include a 100m² ferry terminal building and a 48 berth marina as part of the overall community. No designs or details for the proposed ferry terminal and marina have been included. The cost or value of such features cannot therefore be determined at this time.

9.2 SEAWALL

9.2.1 CURRENT SITUATION

The seawall in the vicinity of the development site appears to be a mass concrete wall which probably has no reinforcement. Some sections may be tied back in some places like the north and west sides of Shed 8. The seawall provides protection to the reclamation that has been formed behind the wall. The wall is most exposed to wave directions from the SSW to NNW with fetch distances of 1 to 4km depending on the direction.

Wave energy from these directions is concentrated in the bay due to the curved nature of the bay. A solid concrete wall does not provide any wave energy dissipation and results in reflected and refracted waves and very confused wave patterns. This can result in significant amplification of wave heights and increased wave velocities particularly at the transition between the gently sloping harbour bottom and the concrete wall, resulting in toe scour occurring.

In storm conditions waves will regularly overtop the wall, flooding the road behind. If the water that overtops the wall cannot flow directly back to the harbour (i.e. is blocked by a step in the wall, gaps behind the wall, potholes and permeable areas in the fill) it will result in scouring of the fines within the reclamation fill resulting in localised slumping.

Visually it can be seen that localised scouring of the wall toe has occurred which has resulted in some cracking in the wall and level variations of the top of the wall.



Slumping behind the wall has occurred in a number of locations.

9.2.2 SEAWALL UPGRADE RECOMMENDATIONS AND COST ESTIMATES

Areas of scour under the existing wall should be filled with pumped concrete. Areas of slumping behind the wall should be opened up and cavities filled with concrete block mix before restoring the subgrade and asphalt. Any gaps behind the wall and asphalt surfaces are to be sealed with a flexible membrane so water cannot migrate behind the wall.

Any cracks in the wall greater than 2mm in the wall should be repaired.

To mitigate further deterioration of the seawall and scour issues we would recommend that wave energy dissipation be installed in front of the existing wall in the form of a rock revetment. The revetment will also mitigate future toe scour of the concrete retaining walls.

Our rough order cost estimates for this work are:

Revetment costs	300m @\$1,600/m	\$	480,000
Mass concrete filling	20m3 @ \$300/m3	\$	6,000
Contingencies	25%	\$	121,500
Total indicative costs	Say	\$	608,000

This cost is based on the following assumptions:

- Any work required on the wall under Shed 8 will be part of any upgrade costs for Shed 8.
- Most of the above costs will be required in North Bay. South Bay is generally protected from significant waves by the wharf and slipway structures. The above costs assume those structures will stay or be replaced in some form. If the wharves are removed there could be a further \$250,000 cost to provide Revetment to the seawall in South Bay.
- The cost has no allowance for improvements or remediation of the seawalls on Shelly Bay Road south of the development site. Any costs associated with work that may be required along the road to the site will be covered in the upgrade cost for the road.

9.3 SEAWALL ADJACENT SHED 8

9.3.1 EXISTING STATUS

Calibre Consulting were asked by the Wellington City Council to provide options and rough order costs for the remediation of the seawall along the west side of Shed 8.

A number of reports have been commissioned to assess the condition of the retaining structures supporting the building foundations and fill below the building floor slabs. Calibre have reviewed these reports and provide a brief commentary here on our findings.

Shed 8 is supported on timber piles that are connected to reinforced concrete ground beams. The floor is concrete slab on the ground between the ground beams. The building is generally in a poor condition and is an earthquake prone building with a NBS of less than 33%. It is built on reclaimed ground of varying depths of marine silts making the land susceptible to liquefaction.

A number of the piles supporting the west side of the building are significantly compromised due to loss of section.

The ground under the building is held in place by a concrete retaining wall on the sea side. The bottom of this concrete wall is likely to be around one metre below low tide water level. Between the top of this wall and the foundation beam of the building there are vertical retaining timbers.

The concrete wall itself is generally in a reasonable condition but the reports indicate that there is undermining in some places along the wall with gaps of around 500mm below the wall.



The vertical retaining timbers on top of the concrete wall have failed over significant areas along the building foundation.

The concrete retaining wall – approximately 55 metres long - to the south of Shed 8, also requires similar remediation

The undermining of the concrete wall and the failure of the retaining timbers has caused subsidence of the fill under the western end of the building.

9.3.2 REMEDIATION WORK

We believe that the existing concrete retaining structure can be retained provided the areas of undermining are repaired using a rock revetment. The timber retainers need to be repaired and/replaced.

Once these remediation works are completed the ground behind the Seawall can be back filled.to provide protection for the fill under the building.

Remediation requires the following work and rough order costs for each item:

Removal of the Shed 8 floor slab adjacent the sea wall	\$ 20,000
Excavation of the fill behind the seawall where the bottom of the wall has been undermined	\$ 40,000
Placement of rock revetment in the areas where the wall has been undermined	\$ 60,000
Repairs to cracks in the concrete retaining wall	\$ 10,000
Repairs to the vertical timber retainers	\$ 20,000
Back filling and re-compaction of the ground behind the wall	\$ 50,000
Contingency	\$ 50,000
Total estimated cost	\$ 250,000

Comments

1. The above costs do not included any allowance for re-piling the Shed 8 building itself or replacement of its ground beams or floor slab.
2. The above costs assume the building remains in place and don't allow any cost of demolition of part or all of the existing building.

10 SHELLY BAY - 10 YEAR ASSET MANAGEMENT YEAR PLAN

This section of the report provides the costs of the likely/reasonably necessary works for the Shelly Bay public infrastructure over the next 10 years, assuming no substantive development occurs.

The analysis includes Shelly Bay Road (to and through the site), stability works for the road and other waterfront land, water supply, wastewater and stormwater.

The longer term maintenance and running costs of the Council's assets, including those at Shelly Bay, will have been allowed for in such areas as ongoing maintenance plans, annual budgets, long-term management plans or other asset management strategies.

The construction of new assets (in the case of the comprehensive development of Shelly Bay) will alter, but not extinguish, the maintenance requirements considered as part of the Council's asset management strategies. A new road will have different management requirements than a road overdue for sealing, but all will have some level of maintenance required over a 10 year period.

Notwithstanding the above, we have considered the existing assets and the likelihood of medium - large one-off costs over the desired 10 year period. These are more likely to be the result of significant failures within the assets rather than more typical ongoing maintenance and upkeep. How these events or failures would be managed is not certain, as there



would likely be some weighing up of the up-front costs versus the medium - long term benefit, especially if the Shelly Bay area remained largely undeveloped and not fully utilised.

Details of our assessment of these 10 year asset management costs are shown in Appendix H.

10.1 ROADING

A 500m section of Shelly Bay Road was resealed in 2014. The remainder was resealed in 2010. The lifespan of the seal in general terms is estimated at between 12 and 20 years, depending on traffic type, volume and speed and many other factors. The 10 year period takes us through to 2026, or 16 years since the last seal. The need for a resurfacing of the bulk of Shelly Bay Road within the 10 year period is therefore likely. Costs for this resealing, based on an estimated average road width and total length, and utilising current construction rates, are estimated at \$50,000.

Summarising the above estimates, provides a total cost of \$1,000,000 (\$1M) over the proposed 10 year period, as tabulated below.

10 Year Maintenance Costs Summary:

Roading	\$	50,000
Seawall to Shelly Bay Road	\$	200,000
Shelly Bay Seawall and Shed 8	\$	608,000
Stormwater	\$	62,000
Water Supply	\$	25,000
Wastewater	\$	55,000
Total	\$	1,000,000

11 FUTURE DEVELOPMENT POTENTIAL WATTS PENINSULA

This section sets out the possible future development potential on Watts Peninsula to assess what impact that might have on the provision of bulk infrastructure to the Shelly Bay Development site. This assessment was carried out in 2008 by Duffill Watts Group (a predecessor of Calibre Consulting) for New Zealand Defence Force.

A visual assessment of aerial photography and a site walkover was undertaken to identify all currently undeveloped land on the northern part of Watts Peninsula and its ownership.

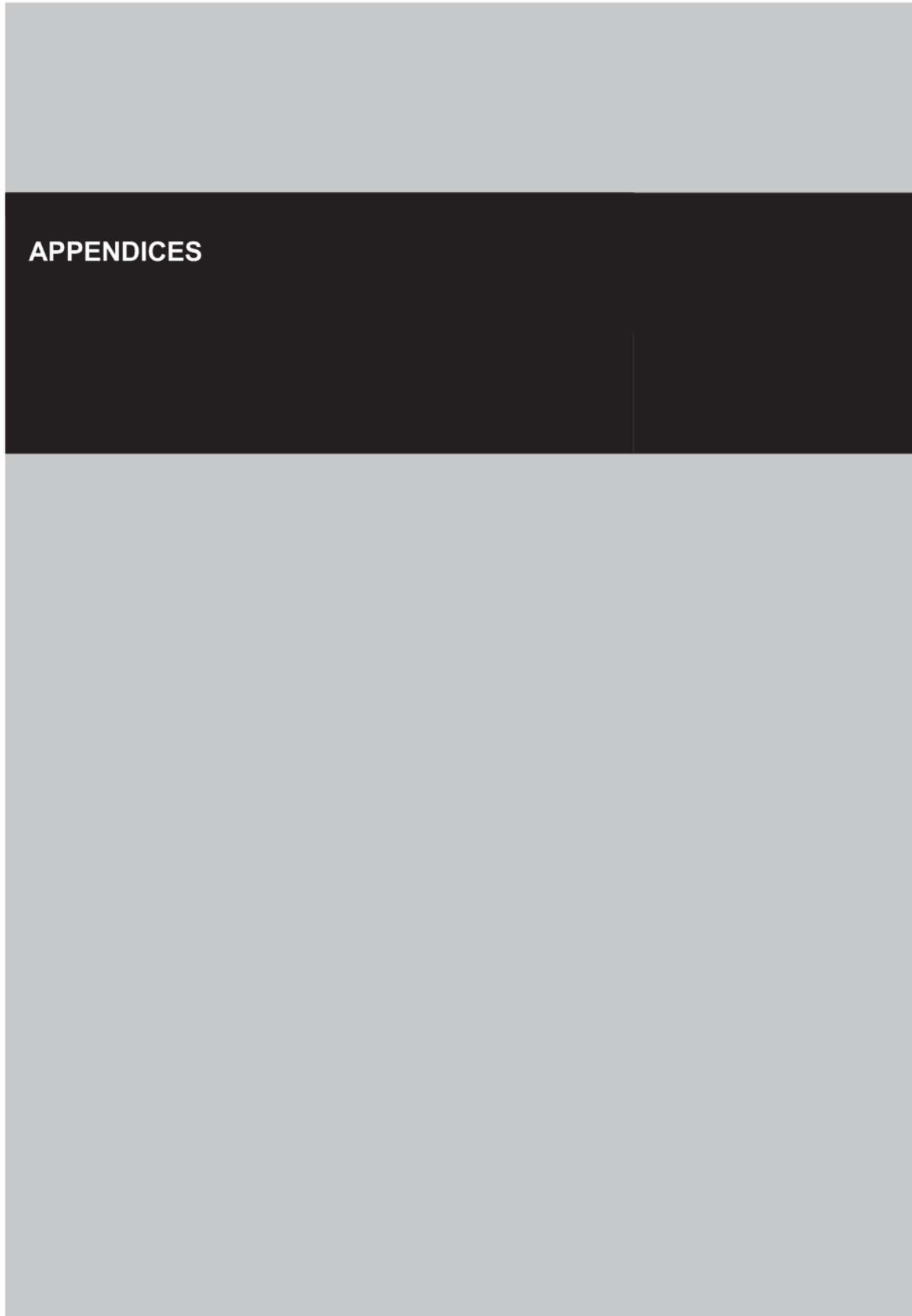
The currently undeveloped land on Watts Peninsula is zoned in Wellington City District Plan as Open Space, Conservation and a small portion zoned Outer Residential.

In practice, there is only Open Space zoned land available for future development.

Within the Open Space zone any non-recreational activity, including residential and commercial development is a non-complying activity, and generally contrary to the objectives and policies of the District Plans. This means that a Plan Change would be required to enable residential or commercial development.

In addition, the majority of the land is also located within the Matakai-kai-poinga Landscape Feature Precinct identifying it as of significant importance to the Iwi and they would be considered as affected parties to any development within this area.

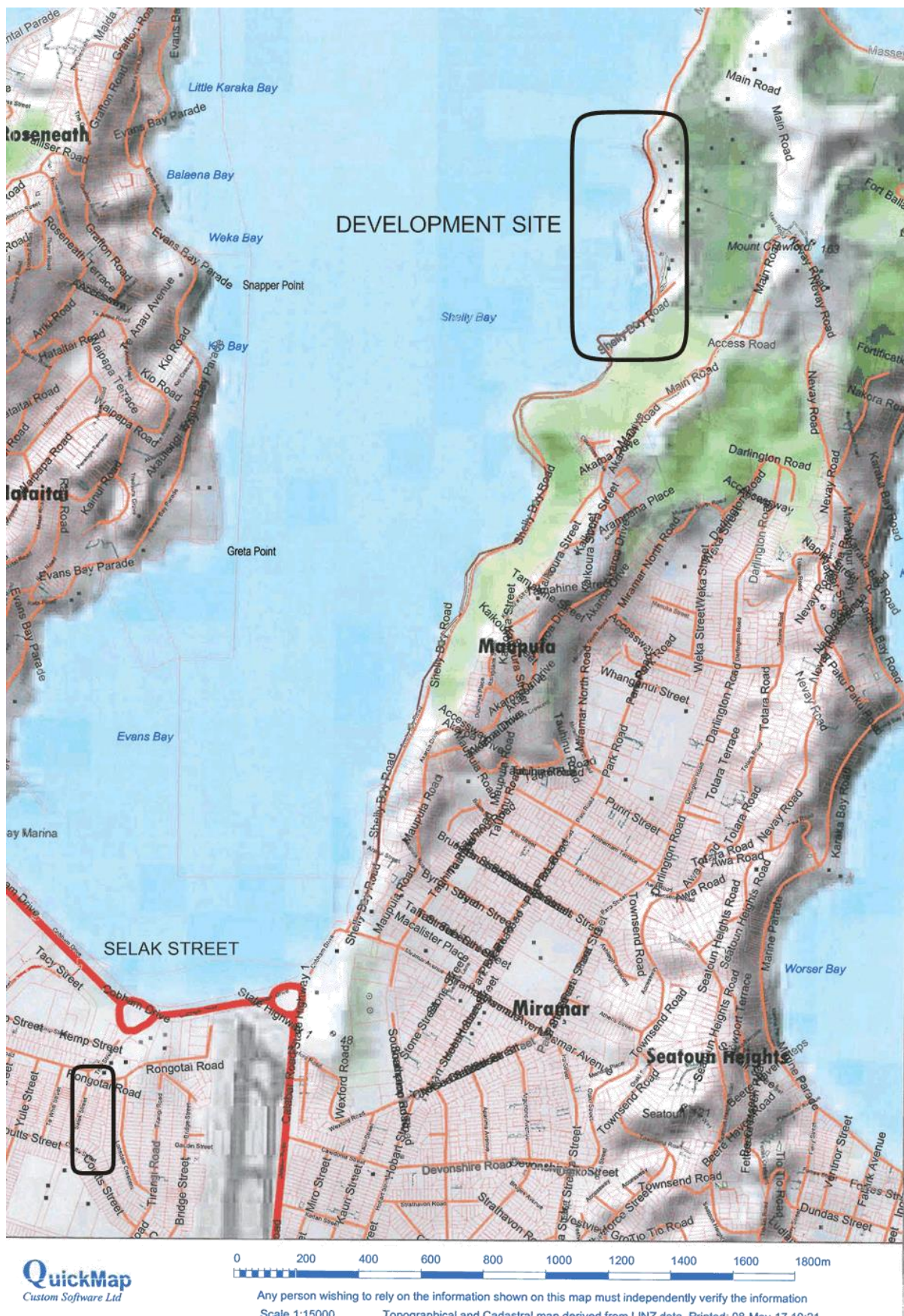
In the timeframe allowed for that report, it was not possible to come up with any form of development proposal for the peninsula. However, we made a broad assumption that it may be possible for a further 100 dwellings to be sensitively located in this area. They would be served by an upgraded road following the existing one that serves the magazine storage buildings and connects with the access road through to the Mt Crawford prison.



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APPENDIX A SITE LOCATION PLAN

Item 2.1 Attachment 5

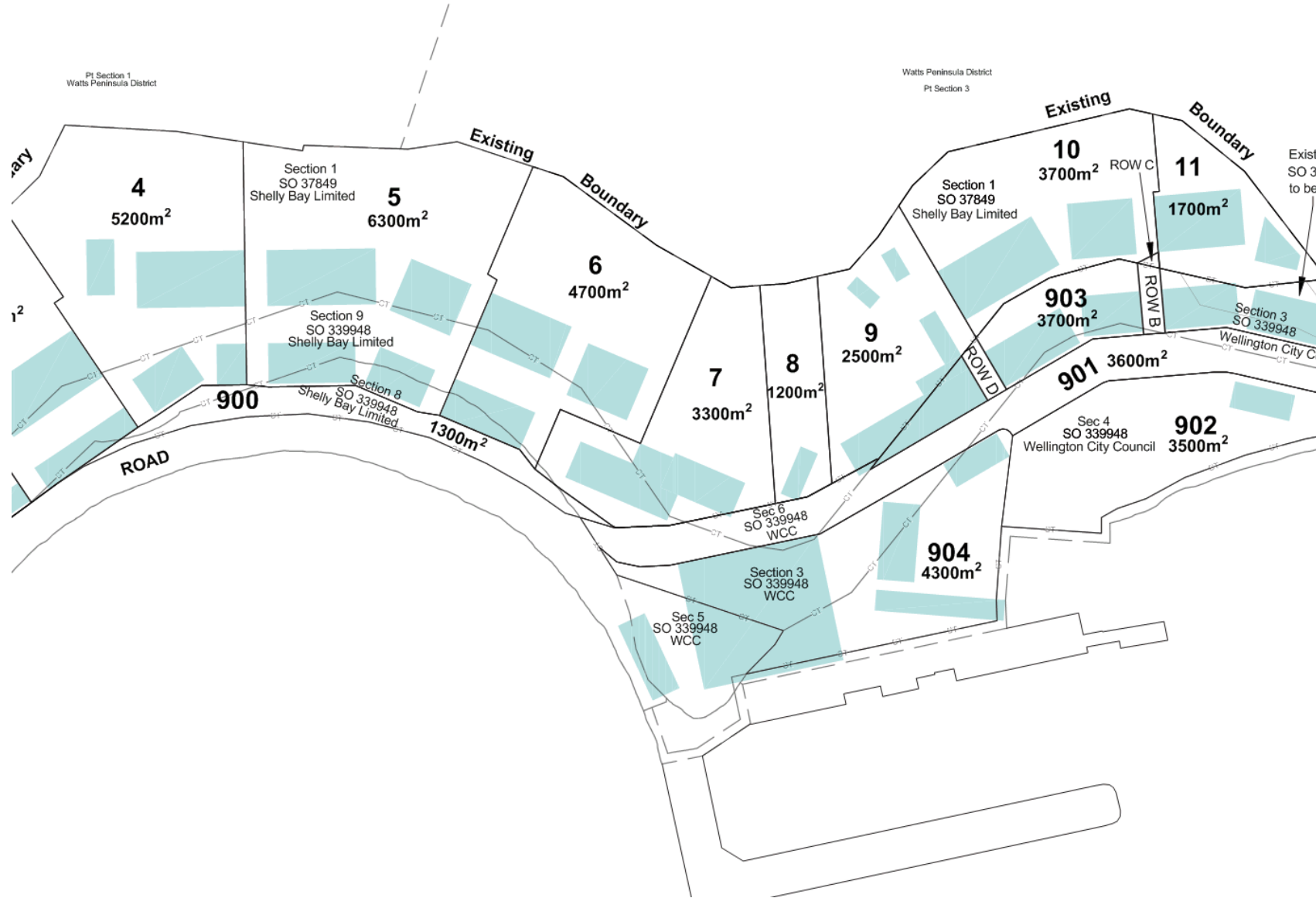


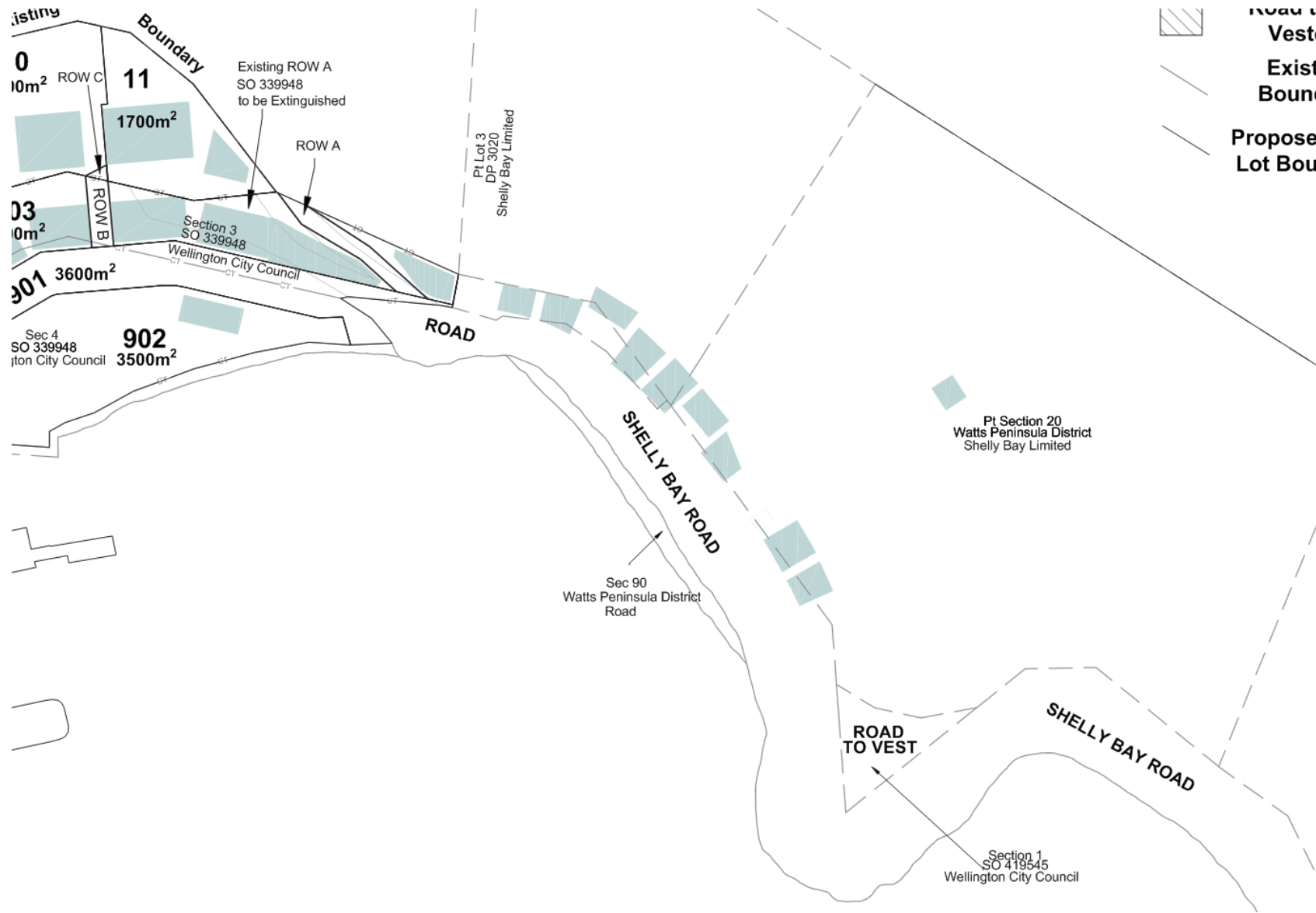
APPENDIX B PROPOSED DEVELOPMENT SKETCH PLAN



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**APPENDIX C PROPOSED SCHEME PLAN WITH EXISTING LAND
OWNERSHIP DETAILS**





APPENDIX D ROADING – PROPOSED UPGRADE

SHELLY BAY ROAD – ROADING INPUT

TRAFFIC FLOWS

An assessment has been carried out to confirm that the proposed road standards for Shelly Bay Road are suitable to cater for the new development. The development comprises:

- 311 residential units
- 1000m² GFA of retail activity
- 800m² GFA of hospitality activity
- Boutique hotel with 30 beds and 11 studios
- 500m² GFA of office activity
- 100m² GFA for a ferry terminal building
- Marina with 48 berths

Based on the proposed number of residential units, Shelly Bay Road would fall under the designation of Collector Road based on Table 1 of Wellington City Council's "Code of Practice for Land Development, Part C: Road Design and Construction" December 2012. This would require the following widths:

No of units served	Traffic volumes (vph)	Road reserve width (m)	Minimum carriageway width (m)				Footpath number and width (m)	Berm (m)
			Parking	Traffic	Cycles	Total		
150 - 500	1000 - 3000	22	2 x 2.0	2 x 3.5	2 x 1.5	14	2 x 2.0	4 x 1.0

However, constructing a road to this standard is not achievable, with the cliff face along one side of the road, and the sea wall and harbour to the other. As there are only a few properties that currently have frontage access, and these are all located at the Cobham Drive end of Shelly Bay Road, it can be assumed that roadside parking would not be required along the majority of the road.

Based on the existing typical cross-section, we initially considered a 1.0 - 1.5m crushed lime footpath, a 0.5m grass berm, two traffic lanes of 5.5m and a 1.0m unsurfaced water-table drain.

However, we believe that a better solution is that the east side water-table drain at the bottom of the cliff is replaced by a 0.6m wide concrete drainage channel, and the 0.5m grass berm is removed. This would give an additional width of 0.9m, which can be used to maintain a minimum road width of 6.0m, with any additional available road width divided between the footpath and road as required.

Given the land use of the proposed development above, we have predicted the likely peak hour flows for the development. For this, we have used Table 8.10 from NZTA Research Report 453 "Trips and parking related to land use November 2011" and assumed the following:

- Residential units taken to be medium density residential flats
- Retail activity taken to be equivalent to small shopping centre
- Hospitality taken to be an average of trip generation rates for restaurants (18/100m² GFA) and bars and taverns (15.6/100m² GFA)
- Hotel taken to be equivalent to motels
- Ferry terminal taken to be same as office activity
- Marina assumed to have most activity outside of peak hour flows
- Peak hours are taken as 8 - 9am and 5 - 6pm
- The larger traffic flows are assumed to be southbound during the AM peak, and northbound for the PM peak

With these assumptions, the two-way peak hour traffic flows generated by the development are likely to be as follows:

Land Use	Peak hour rate (vph)	Quantity	Two-way peak hour flow (vph)
Residential units	0.8 / dwelling	311 dwellings	249
Retail activity	18.9 / 100m ² GFA	1,000m ²	189
Hospitality activity	16.8 / 100m ² GFA	800m ²	135
Boutique hotel	1.4 / unit	41 units	58
Office activity	2.5 / 100m ² GFA	500m ²	13
Ferry terminal building	2.5 / 100m ² GFA	100m ²	3
Marina	-	-	2
Total			649

Based on the available traffic flow data, from a count in March 2011, and assuming a 60/40 split to the development traffic flows to allow for the traffic direction above, this would give the following AM and PM peak flows:

Time	Existing average peak flow (vph)	Additional development peak flow (vph)	Total peak flow (vph)
AM Peak (8 - 9am) Northbound	18	259	277
AM Peak (8 - 9am) Southbound	13	390	403
PM Peak (5 - 6pm) Northbound	46	390	336
PM Peak (5 - 6pm) Southbound	50	259	309

Reviewing the traffic figures for the area (provided by Wellington City Council), from the March 2011 counts, the peak traffic flows appear to be during the day, outside the assumed commuter peak times, with large hourly flows during the weekend. The traffic figures show weekday inter-peak flows between 40 and 70 vehicles per hour, and weekend flows up to 210 vehicles per hour. These flows can likely be attributed to the relocation of the Chocolate Fish café to the area, and the various small businesses that have opened up.

Based on the predicted peak hour flows above, and the proposed width of the road, the one way capacity of this level of road is between 750 – 900 vehicles per hour.

Therefore, we consider that the existing road will have sufficient capacity for the additional development traffic flows and would not require widening of the traffic lanes.

COSTS

To construct the road as proposed above – 1.5m crushed lime footpath, 2 x 3.0m traffic lanes, and 0.6m concrete drainage channel – we would estimate a cost of around \$1,210,000.

This does include \$330,000 of possible additional items, such as gateway features, stormwater drainage, installation of a nib kerb between road and footpath, and resurfacing of approximately 20% of the road (if required).

The full estimate is overleaf.

Item	Description	Unit	Quantity	Rate (\$)	Amount (\$)
1	Site Clearance				
1.1	Remove existing trees and stumps and dispose to waste	LS	1	9,900.00	9,900.00
1.2	Cut back existing vegetation by an Arborist and dispose to waste	day	2	1,200.00	2,400.00
Total Carried to Summary					12,300.00
2	Earthworks and Landscaping				
2.1	Excavate and dispose to waste to a depth of 150mm for footpath	m ³	470	9.20	4,324.00
2.2	Excavate potholes by hand as directed by the Engineer to locate services, including backfilling and reinstatement	m ³	5	190.00	950.00
Total Carried to Summary					5,274.00
3	Crushed Lime Footpath				
3.1	Supply and place H4 150x50 timber edging including pegs at 2.5m spacing	m	5000	20.00	100,000.00
3.2	Supply, place and compact 100mm AP40 basecourse	m ²	3125	8.00	25,000.00
3.3	Construct crushed lime surface on footpath 50mm thick	m ²	3125	17.00	53,125.00
Total Carried to Summary					178,125.00
4	Surfacing and Kerbs				
4.1	Construct 600mm wide concrete drainage channel on 150mm of compacted AP40	m	2500	105.00	262,500.00
4.2	Excavate soft spots and replace with GAP65 subbase material (Provisional Item)	m ³	30	111.00	3,330.00
Total Carried to Summary					265,830.00
5	Signs and Roadmarkings				
5.1	Remove existing markings by waterblasting	m	3750	20.00	75,000.00
5.2	Paint 3m stripe 7m gap 100mm white centreline	m	750	2.50	1,875.00
5.3	Paint 100mm continuous white edge line	m	5000	2.50	12,500.00
5.4	Install white bi-directional RRPMS	ea	250	20.00	5,000.00
Total Carried to Summary					94,375.00
6	Speed Cushions				
6.1	Construct speed cushions	ea	10	8,000.00	80,000.00
Total Carried to Summary					80,000.00

Item	Description	Unit	Quantity	Rate (\$)	Amount (\$)
7	Possible Additional Items				
7.1	Gateway feature	LS	1	20,000.00	20,000.00
7.2	Construct single sumps	ea	3	3,500.00	10,500.00
7.3	Supply and install 300mm Class 4 RCRRJ pipes	m	100	147.00	14,700.00
7.4	Construct 300mm diameter concrete bag outfall	ea	3	320.00	960.00
7.5	Mill out existing pavement, max depth 50mm	m ²	3200	7.00	22,400.00
7.6	Supply, place and compact AP40 basecourse in road, max depth 50mm	m ²	3000	8.00	24,000.00
7.7	Supply, place and compact Grade 3 + Grade 5 two coat chip seal	m ²	3000	12.00	36,000.00
7.8	Install edge marker posts	ea	100	20.00	2,000.00
7.9	Excavate and dispose to waste to a depth of 300mm for nib kerb	m ³	150	9.20	1,380.00
7.10	Construct concrete nib kerb on 150mm of compacted AP40	m	2500	80.00	200,000.00
Total Carried to Summary					331,940.00

Item	Description	Amount (\$)
	Summary	
1.0	Site Clearance	12,300.00
2.0	Earthworks and Landscaping	5,274.00
3.0	Crushed Lime Footpath	178,125.00
4.0	Surfacing and Kerbs	265,830.00
5.0	Signs and Roadmarkings	94,375.00
6.0	Speed Cushions	80,000.00
7.0	Possible Additional Items	331,940.00
	Sub Total	967,844.00
	25% Contingency	241,961.00
	Total (excluding GST)	1,209,805.00

CALIBRE CONSULTING

**APPENDIX E ALTERNATIVE ROADING PROPOSAL – SCHEMATIC PLANS
AND ANALYSIS**

Item 2.1 Attachment 5

Calibre Consulting Ltd
 Level 13, Kordia House, 109-125 Willis Street
 WELLINGTON 6011
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To	Ian Pike	Date	30 May 2016
From	Scot Plunkett	File No.	
Project Name	Shelly Bay – Bulk Infrastructure Costing	Project No.	709360
Subject	Subject	Reference	709360 ME 20160530 S2P

1. ADDITIONAL ROADING INVESTIGATIONS

As discussed we've looked into more detail at the current roading situation and the various requirements to upgrade this to either the proposed 6m carriageway plus 1.5-2m walk/cycle way or the wider 6m carriageway plus the full 3m walk/cycle way.

The following notes should be read in conjunction with the attached plans, reference 709360 ??? - ???.



Section A: Miramar Ave – 150m

6m carriageway plus 2m path beside low wall. Wall possibly 2m into legal road width.



Section B: 150m – 450

Formed channel, > 6m carriageway, 4m path including overhead power and Pohutakawas.

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Section C: 450m – 700m

- Path tapers immediately at end of "urban" area
- < 1m path at times (including vegetation)
- overhead lines on landward side



Culverts at 700m and 1150m

- 6m carriageway plus 1.4 – 2.0m path
- Structural works into shore
- Steep slope on landward side
- Vegetation on seaward side
- Overhead lines until approximately 800m
- Corridor is literally between rocks and a hard place



Examples of sporadic reclamations and strengthening works

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Minimal space between existing service structure and edge of carriageway. Addition of 3m walk/cycle path would effectively remove any beach or recreational area.



Corner example: steep slope on landward side, some reclamation/strengthening already in place on seaward side (1-2m).

2. OVERALL SITE STABILITY

You also raised the question of how stable the overall site was, in relation to what confidence the developer could have that the land is fit for purpose. In short, we don't know. The ability of the site to sustain the level of development proposed will be subject to detailed structural and geotechnical investigations and reporting, both of which are far beyond the scope of our agreement. On an *all care and no responsibility* level we note the following:

- The site is protected from the coastal environment by a sea wall in varying states of repair
- Previous resurfacing of the sea wall has occurred in the Northern extent of the North bay
- Additional resurfacing is considered to be needed in the Southern extent of the North bay
- The road alignment currently abuts the coastline in the Northern bay
- The sea wall in the South bay is of various materials and has had some previous treatments



- Areas of the South bay sea wall are in need of repair
- The coastal section of the South bay is likely to adjoin recreational amenities
- The sea wall is protecting the site from the effects of the sea, and is not known to be of any structural benefit to the site itself



The Northern bay showing recently treated sea wall area (foreground) and untreated sea wall area in distance



Damaged portion of untreated area of Northern bay sea wall



Southern bay showing various sea wall treatments

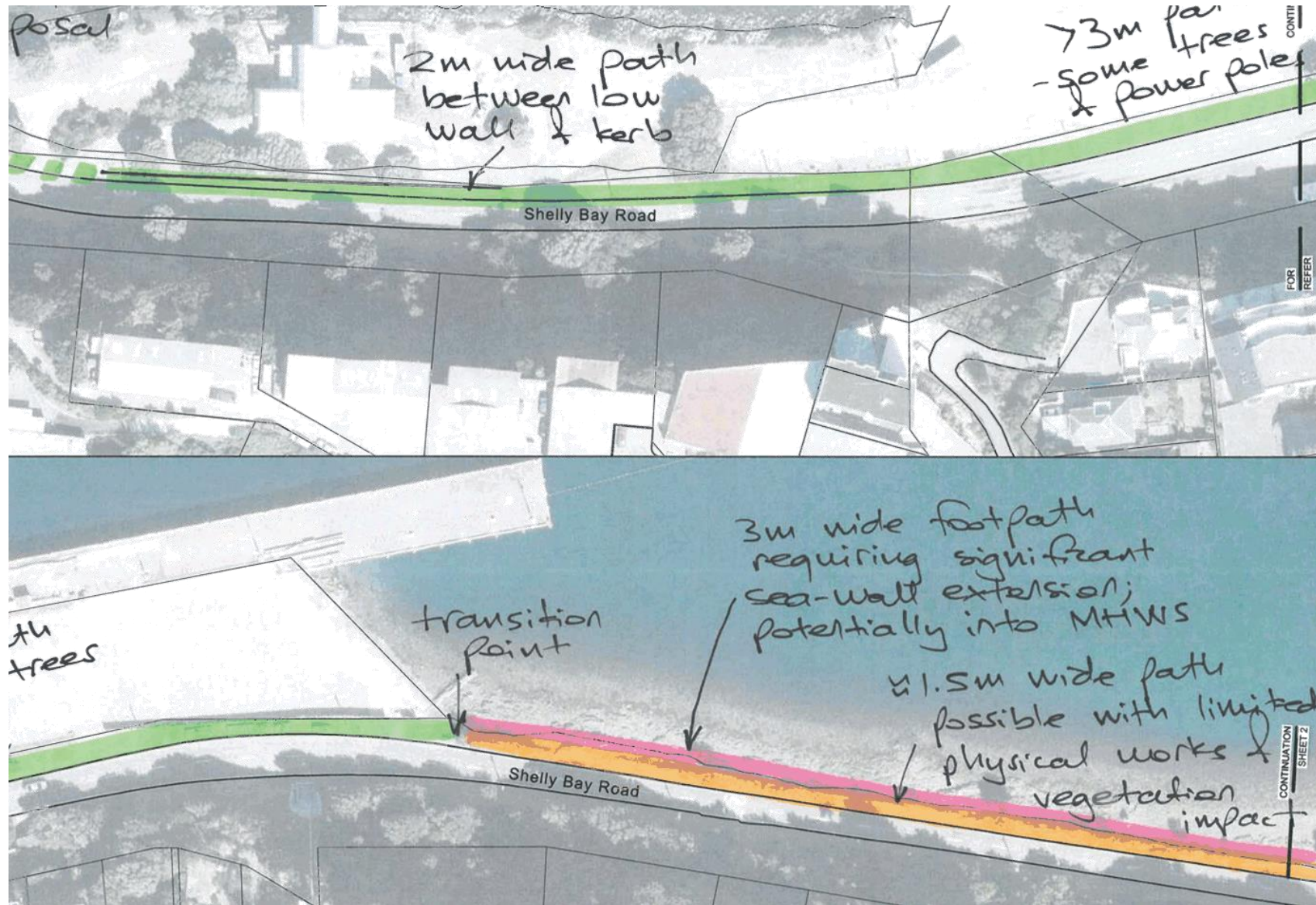


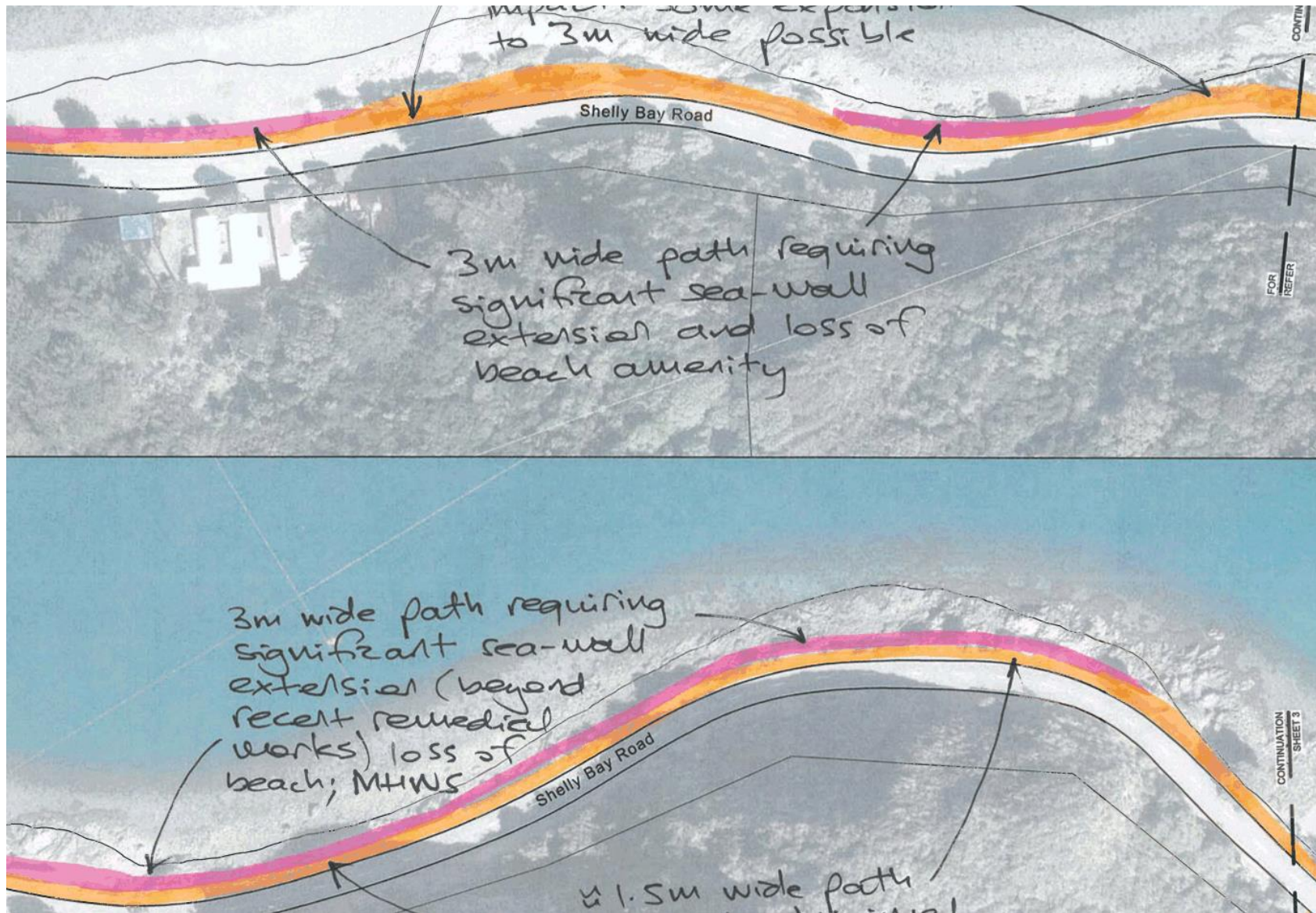
Damaged area of Southern bay

- The site has sustained buildings for approximately 130 years, including large multi-storied structures
- The buildings proposed for the site include multi-storied apartment buildings
- The proposed buildings are yet to be designed to a detailed level
- Structural and geotechnical analyses of the land upon which the buildings are proposed has yet to be undertaken
- There are signs of minor slips and frittering of the rock face within the site and the access along Shelly Bay Road

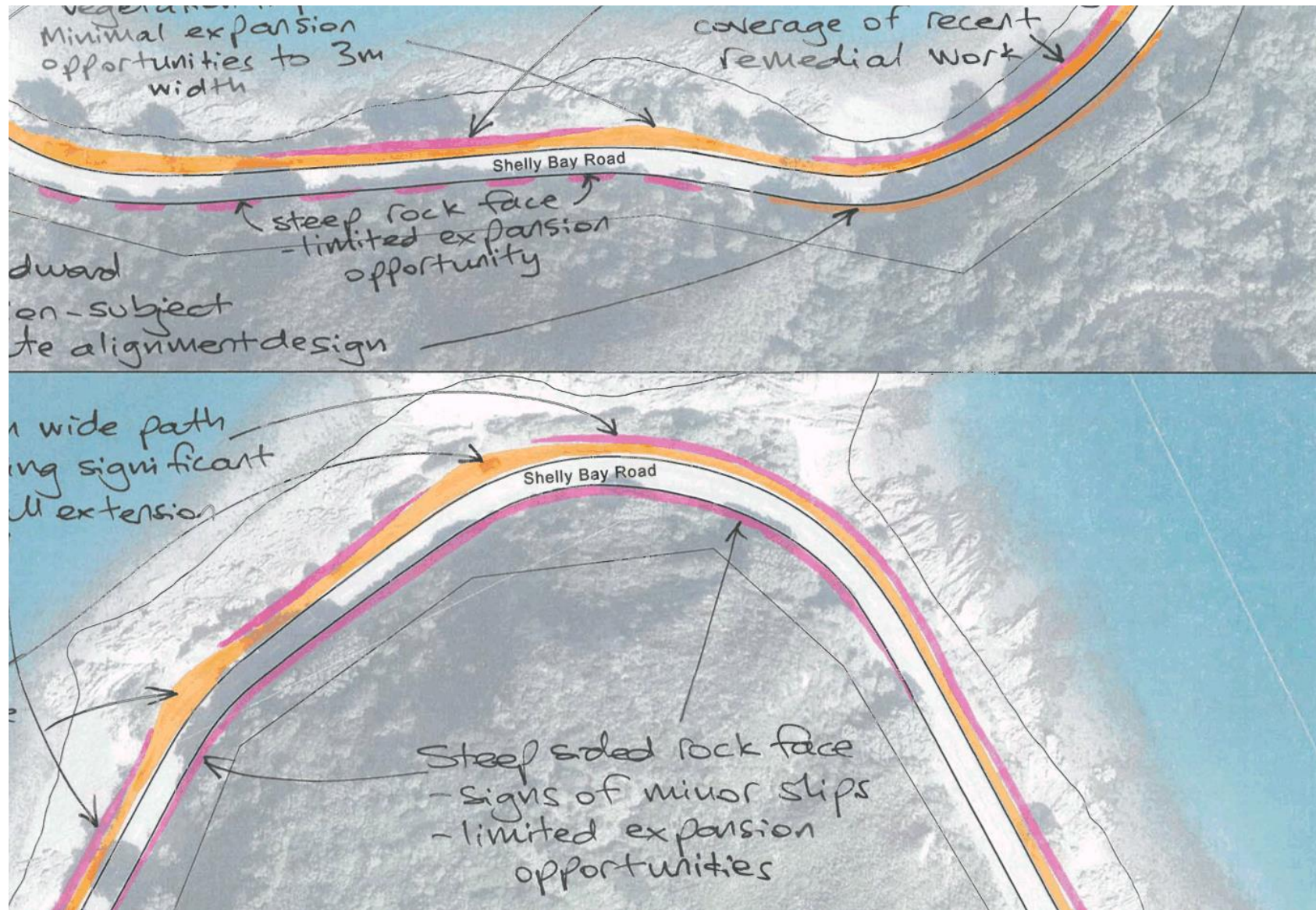
Scot Plunkett
Business Unit Leader - Survey

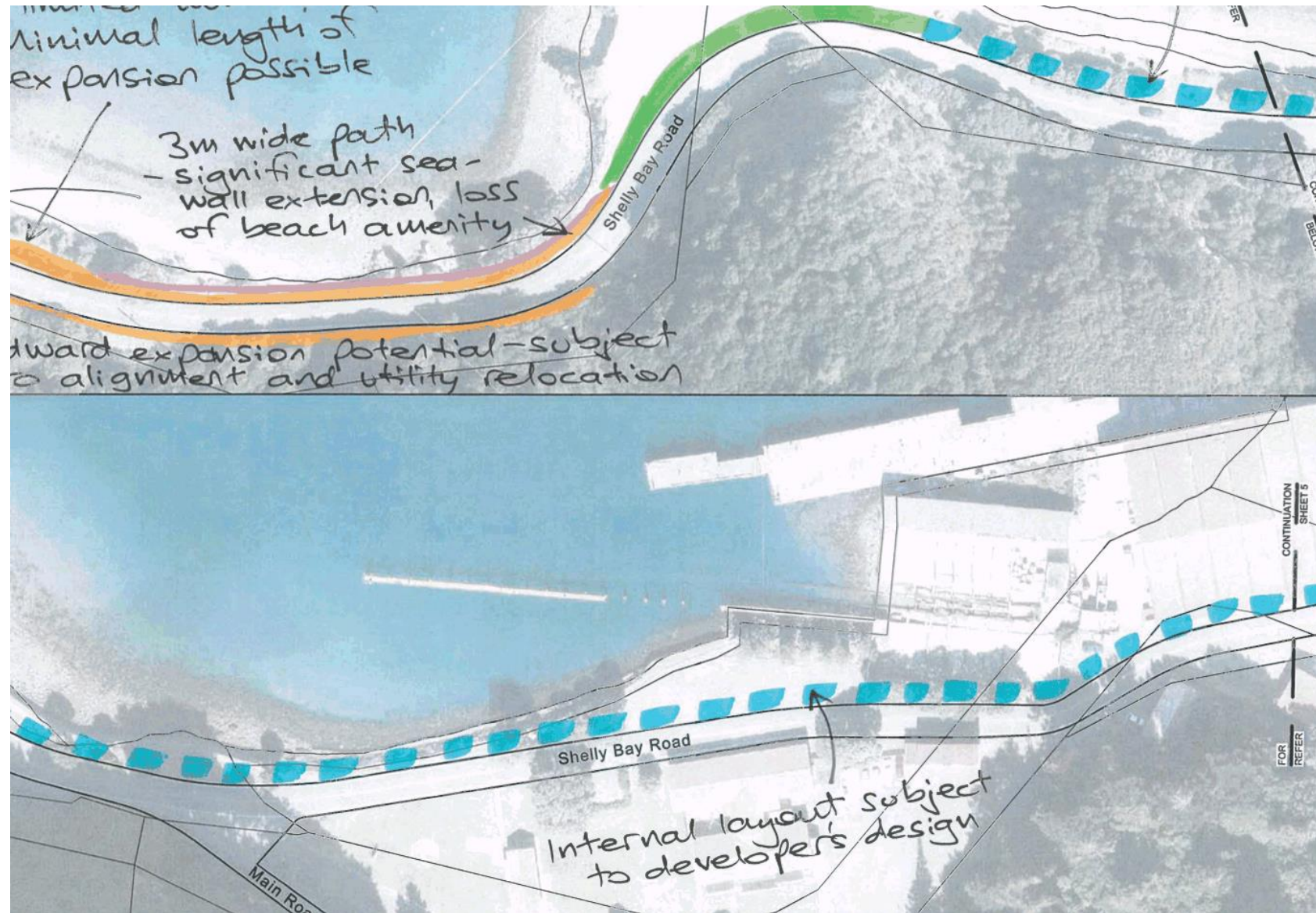
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Item 2.1 Attachment 5





APPENDIX F WATER AND SEWAGE – DEVELOPMENT CRITERIA

This assessment of the requirements for wastewater, water supply and for the Shelly Bay Development is based on the following:

- 311 residential units
- 1,000m² of retail activity
- 800m² of hospitality activity
- Boutique hotel with 30 beds and 11 studios
- Commercial 500m² of office activity

To be able to calculate the required water supply needs and wastewater discharge, it was necessary to determine the population equivalents for the proposed development:

Land Use	Area (ha)	Quantity	Population Equivalent
Residential units (dwellings)	2.75	311	1,079
Retail activity	0.1	10	20
Hospitality activity	0.08	4	130
Boutique hotel	0.08	1	40
Boutique hotel studios	0.03	11	22
Commercial	0.05	1	50
Total	3.09		1,341
		Margin of Error	+/-30%

APPENDIX G UTILITIES CORRESPONDENCE

ELECTRICITY

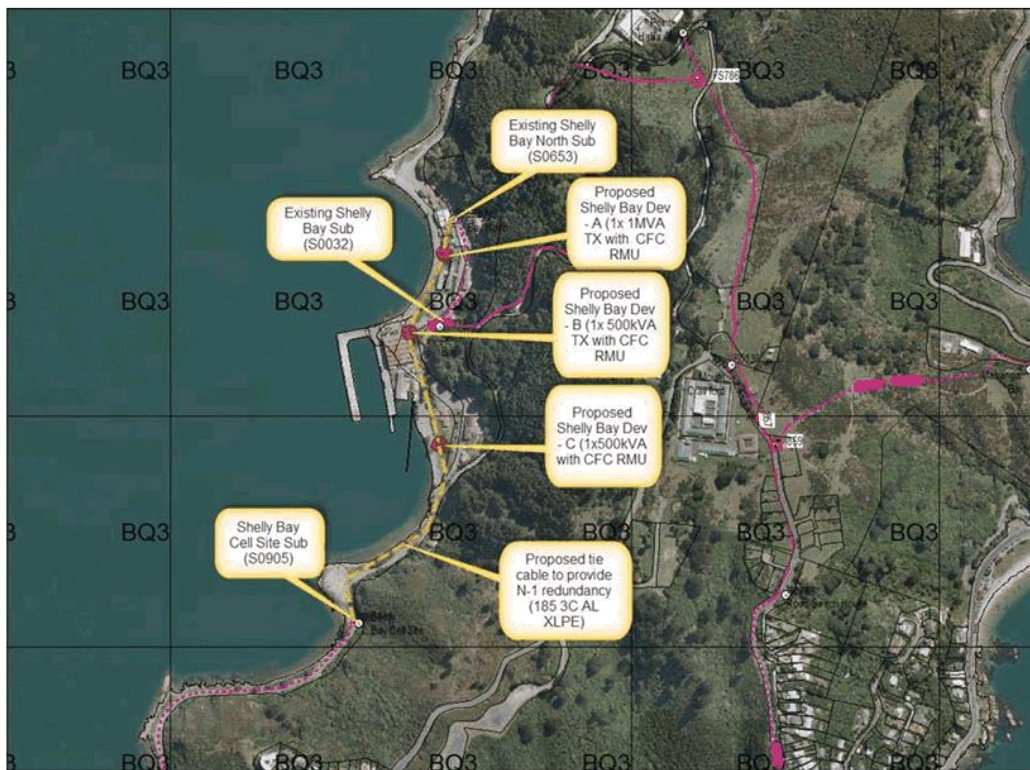
The following information has been provided by Peter Cooper who is the Customer Project Manager at Wellington Electricity.

Based on the key load groups proposed for the development, potential transformer capacity would be in the order of 2000kVA (2MVA).

Upstream reinforcement works is required to supply the development and potentially three substations required as below:

- 1) Shelly Bay Dev – A: 1MVA
- 2) Shelly Bay Dev – B: 0.5kVA
- 3) Shelly Bay Dev – C: 0.5kVA

Ball park cost would be in the order of \$330K for the upstream reinforcement cable from the existing cell site and \$360K for the substations so all up around \$690K excluding GST).



CALIBRE CONSULTING

CHORUS

Chorus Network Services
PO Box 9405
Waikato Mail Centre Hamilton 3200
Telephone: 0800 782 386
Email: tsg@chorus.co.nz

16 May 2016

C/O Calibre Consulting
C/O Calibre Consulting

Attention: Scot Plunkett

Dear Sir / Madam

Fibre Reticulation Contract (ABF)

SUBDIVISION RETICULATION - MIR 300 SHELLY BAY ROAD, MAUPUIA, WELLINGTON, 325 UNITS MIXED COMMERCIAL & RESIDENTIAL

300 SHELLY BAY ROAD MAUPUIA

Thank you for your enquiry regarding the above subdivision.

Chorus is pleased to advise that, as at the date of this letter, we will be able to provide telephone reticulation for this subdivision. In order to complete this reticulation, we require a contribution from you to Chorus' total costs of reticulating the subdivision. Chorus' costs include the cost of network design, supply of telecommunications specific materials and supervising installation. In this instance, the Developer Contribution (as defined in the Subdivision Contract) is \$336,375.00 (including GST).

A copy of the Contract for the Supply and Installation of Telecommunications Infrastructure for the subdivision ("Subdivision Contract") is attached to this letter. If you decide to accept Chorus' offer and to proceed with reticulation of this subdivision, you will need to sign the Subdivision Contract and return it to us at: Chorus Network Services, PO Box 9405, Waikato Mail Centre, Hamilton 3200. The Subdivision Contract will govern our relationship with you in relation to reticulation of this subdivision.

You are also required to pay the Developer Contribution (see above) at the same time as you return the signed version of the Subdivision Contract to us. Clause 2.2 of the Special Terms of the Subdivision Contract explains your payment obligations in more detail.

If you do not sign the Subdivision Contract and return it to us within 90 days from the date of this letter, the offer made by Chorus to you under the Subdivision Contract is no longer valid and is automatically withdrawn. If you wish to proceed with reticulation of this subdivision in the future, we will need to issue a new agreement for you to sign at that time. We note that, if this occurs, the amount of the contribution required from you and other terms of the Subdivision Contract may change.

We draw your attention to the additional documentation included with this letter. It is very important that you read and understand this information as it relates to your obligations regarding reticulation of the subdivision.

If you have any queries, please do not hesitate to contact us.



Yours faithfully
Steve Gleadell
Network Services Coordinator

GAS SUPPLY

The following information has been supplied by Emma Gibson who is the Gas Account Manager at PowerCo.

To supply the development with a gas main to the northern most point, Powerco would need to install a new 200NB PE main approximately 2.9km from the existing 100NB PE main in Shelley Bay Road (gas main only – individual services have not been considered at this level of analysis).

A high level indication of cost to install this new gas main based on standard charges and rough order costs indicate an investment of approximately \$2.3 million dollars. This is a high level indication and normally a contract of this size would go through a competitive tender process and there could be possibilities to share trenching with other services etc. This high level indication is offered for feasibility and planning purposes only.

Powerco would be keen to engage with the developer to discuss options to make the investment feasible and provide reticulated gas to the development.

APPENDIX H 10 YEAR ASSET MANAGEMENT DETAIL

SEAWALL TO SHELLY BAY ROAD

The sporadic and variable nature of the seawall along Shelly Bay Road indicates a piecemeal reaction-based approach to maintenance. In the next 10 years, if no significant development of Shelly Bay is undertaken, this situation is unlikely to alter. It would appear that the catalyst for repairs and/or upgrades is spot-failures of the seawall or existing banks, possibly caused (at least in some way) by storm event erosion. Whilst a storm with a standard 10 year return is highly likely in the next 10 years, the impact that this would have (and therefore the remediation cost) is more difficult to determine. The "loss" of a 50m section of the seawall that requires significant remedial work to repair and secure against future events could cost between \$150,000 - \$250,000, but will largely depend on the nature of the failure and the level of remediation desired. Provisionally we suggest a budget of **\$200,000** is appropriate.

SHELLY BAY SEAWALL ON SITE

The costs outlined earlier in this report for repair, remediation and maintenance for the seawall in the development site are estimated at **\$608,000**. This figure is a useful indication of the likely costs for the upkeep of the Seawall within the development site in the next 10 years.

STORMWATER

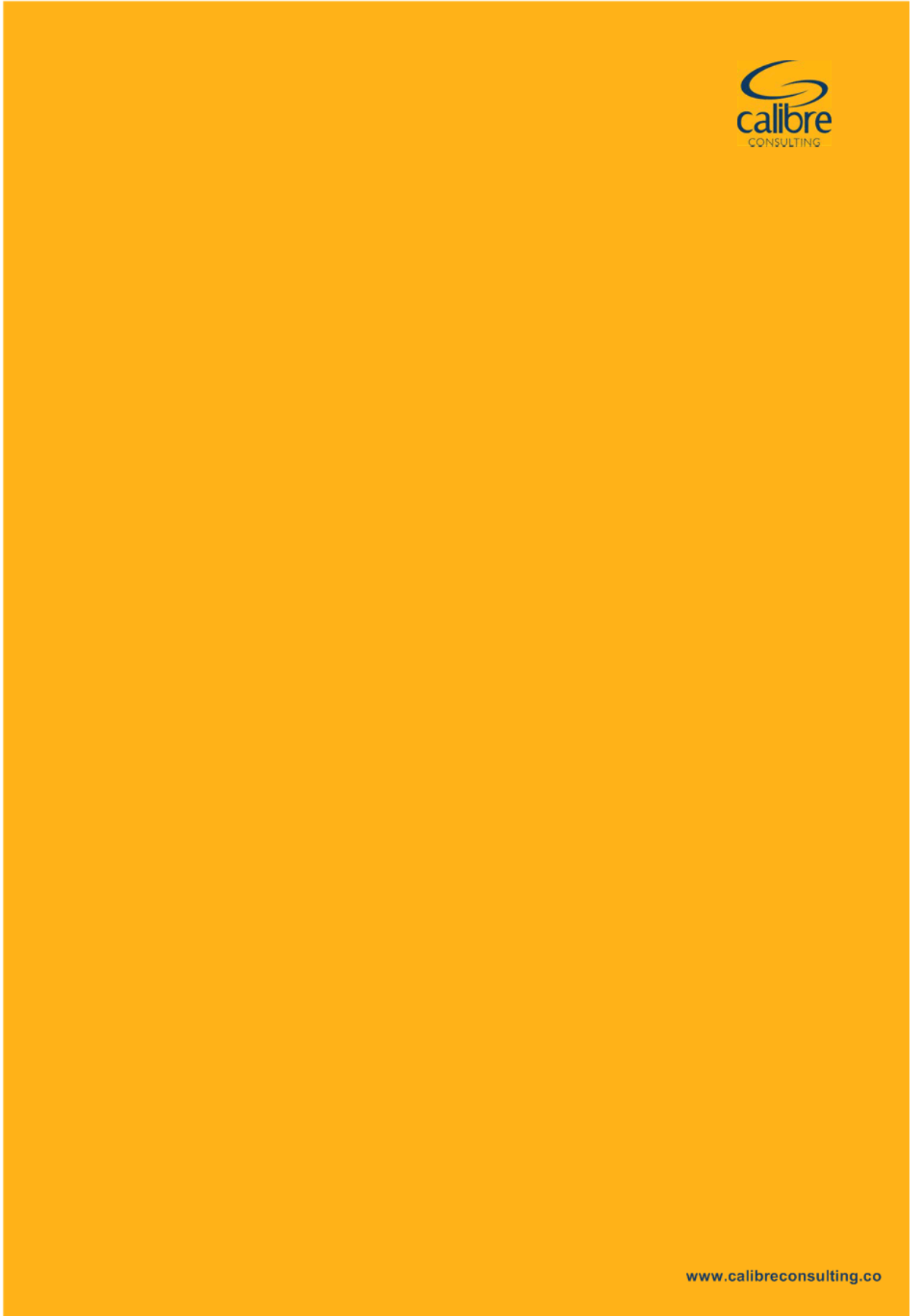
The discharge points feeding directly to Shelly Bay appear to be fit for purpose for the current site arrangements. Without any significant changes in the use of the site over the next 10 years these are not considered likely to require substantial maintenance. If an additional outlet was required during this period, the estimated cost of the works would be in the order of **\$62,000**.

WATER SUPPLY

As noted earlier in the report, the current water supply to the site is in poor condition. We don't know whether any of the components of the system are likely to "fail" within the 10 year period or to merely require some ongoing maintenance. Failures could have significant implications for the buildings and related uses of the Shelly Bay area. For the purpose of this report we have assumed two sizeable "issues", will occur over the 10 year period, and each of these is estimated to require remedial/maintenance work of \$10,000 - \$15,000. On this basis, total estimated water supply maintenance costs would be **\$25,000**.

WASTEWATER

The existing rising main and gravity line that service the Shelly Bay area are anecdotally in poor condition. The current system requires careful and restricted use to ensure efficient service is not compromised, but it is hardly considered reliable. Without any significant development of the area there may be little priority given to upgrades of the service, beyond "patching up" what is there now. Depending on what "event" creates the need for specific maintenance the cost for this will vary considerably. A broad allowance for some reasonably significant work on a localised failure in the pipework is likely to generate costs of \$25,000 - \$30,000 per event. For the purpose of this report we have allowed for two such events giving a total estimated wastewater maintenance cost of **\$55,000**.





MEMO

TO: IAN PIKE

COPIED TO: JETESH BHULA, RYAN ROSE, MARK KINVIG, DAVID CHICK

FROM: BEN FOUNTAIN

DATE: 14-08-2017

SHELLY BAY: 3 WATERS INFRASTRUCTURE COST ESTIMATION REVIEW

Andrew and Ian,

Wellington Water Ltd has been asked to review the proposed 3 waters infrastructure and cost estimates in the document titled *Shelly Bay, Wellington, Public Infrastructure Briefing*, Calibre, 19 June 2017. This high level review has taken the following steps:

- A. Consider the 3 waters infrastructure needed to service the Miramar Peninsular in the long term. This includes the expected infill development, population changes and the likely major developments including those in Shelly Bay and Mount Crawford.
- B. Estimate the cost of the components of the long term Miramar infrastructure upgrade plans that will need to be constructed to enable the Shelly Bay Development.
- C. Calculate an appropriate contribution to the new infrastructure required that should be allocated to the Shelly Bay Development.
- D. Calculate an appropriate contribution to the upgrades required in the existing infrastructure that should be allocated to the Shelly Bay Development.
- E. Review the cost estimates for the proposed 3 waters infrastructure recommended by Calibre

Summary of Findings

A combination of new infrastructure as well as upgrades to the existing infrastructure is needed to provide wastewater and water supply infrastructure to service the Shelly Bay Development. The upgrades and new assets should be constructed with consideration given to the infrastructure needed to support all medium term growth on the Miramar Peninsular. There are significant overall cost savings if future developments, such as the Mount Crawford Development, are planned for in conjunction with the development in Shelly Bay.

Allocation of infrastructure costs has been made by proportioning the costs of the infrastructure based on required capacity needed for the Shelly Bay Development and the remaining life of the assets requiring upgrade. The results of this analysis are summarised in Table 1.

Table 1 Summary of the Cost Estimation

Item	Description	Cost Estimate
B	Total cost estimate of the components of the long term infrastructure upgrade plans for the Miramar Peninsular that will need to be constructed to enable the Shelly Bay development.	\$14.5M
C	A contribution to the required <u>new infrastructure</u> that should be allocated to the Shelly Bay Development.	\$6.6M
D	A contribution to the required upgrades of the <u>existing infrastructure</u> that should be allocated to the Shelly Bay Development.	\$2.3M
	Total contribution to the required wastewater and water supply infrastructure that should be allocated to the Shelly Bay Development (C+D).	\$8.9M

The cost contribution that should be allocated to the Shelly Bay Development has been calculated to be \$8.9M out of the total \$14.5M worth of infrastructure upgrades required to support the development. The remaining \$5.6M worth of infrastructure costs includes the cost to provide additional capacity to support other future development on the Miramar Peninsular, this cost can be recovered as those developments are realised.

Please note that this analysis has excluded the costs of stormwater infrastructure at Shelly Bay as little detail has been provided in the Calibre report and the planned stormwater network services only the Shelly Bay Development.

Further detail of this assessment is included below.

Miramar Peninsular Long Term Infrastructure Plans

The Shelly Bay Development anticipates a mix of residential and commercial uses with a predicted equivalent population of just over 1300 people. Infill development in Miramar is expected to result in a population increase of around 1000 people in the next 30 years (Forcast.ID estimate). In addition to this there is the potential for considerable greenfield development on and around Mount Crawford. The existing 3 waters infrastructure in the Miramar Peninsular is at capacity in many parts of all three networks. Capacity increases in the existing network are needed to support future growth.

Wellington Water staff workshopped these considerations to identify the infrastructure upgrades required to support the Shelly Bay Development along with the other areas of growth potential on the Miramar Peninsular. Indicative plans of the required new and upgraded infrastructure identified in the workshop are shown in Figures 1 and 2 below.

In these Figures the new public infrastructure required to supply the Shelly Bay Development is indicated in yellow. The alignment of this new infrastructure is indicative only. The upgrades required to the existing infrastructure to provide the additional capacity needed for the development are shown in orange.

It is important to note that the infrastructure proposed by Wellington Water differs from that proposed in the Calibre Report especially for water supply. Wellington Water have focused on efficiently providing infrastructure to the foreseeable development on the peninsular whereas the Calibre report has focused on providing infrastructure to just serve Shelly Bay.



Figure 1: Water Supply network modifications required to support the Shelly Bay development



Figure 2: Wastewater network modifications required to support the Shelly Bay development

Water Supply

The existing twin Maupuia reservoirs, that supply much of the Miramar Peninsular, do not have spare capacity to support the proposed Shelly Bay Development. A new reservoir with sufficient capacity for Shelly Bay as well as increased storage for the existing area and capacity for the predicted infill development in Miramar is required at the Maupuia Reservoirs site. Filling the estimated 3 ML reservoir would require upgrades to the existing pump station and rising main that fills the existing Maupuia reservoirs. Connecting the reservoir with the development in Shelly Bay would require a new pipeline and fittings.

The high level costs of the new water supply infrastructure directly attributable to enabling the Shelly Bay Development is summarised in the table below (Table 2).

Table 2 High level estimate of costs of new water supply infrastructure to support the Shelly Bay Development

Physical Works Element	Cost	Physical Work Total	Physical Work Incl. Uplifts (55% for design, consenting, supervision and risk)
New water supply reservoir adjacent to existing Maupuia reservoirs			
Construct a new 3ML supply reservoir: above ground, reinforced concrete structure (Note: The full cost of the reservoir is \$3,609,000. This table includes 1/3 of the full cost as only 1/3 of the storage is directly needed for the proposed the Shelly Bay development, the remainder of the cost included in Table 3)	\$776,133.99	\$776,134	\$1,203,008
Water supply main from new Water Supply Reservoir (Ref 1.2.1) to Shelly Bay Development			
supply and install 150mm internal diameter PN35 CLDI pipeline with tyton lok gaskets: installed at 1m cover on nominal grade, road	\$280,500.00		
supply and install 150mm internal diameter PN35 CLDI pipeline with tyton lok gaskets: installed at 1m cover, inclined on hillside	\$200,000.00		
bends and fittings along the alignment	\$48,050.00		
Break Pressure chamber or pressure reducing and pressure relief valve	\$200,000.00		
excavation in hard rock or concrete	\$1,000.00		
excavation in running sand	\$1,000.00		
concrete anchor Block at top and bottom of inclined section	\$5,000.00		
concrete water stop at each CLDI collar on inclined section	\$16,000.00		
reinstatement, trafficked highway	\$33,000.00		
reinstatement, greenfield	\$10,000.00		
make connection to existing reticulation	\$5,000.00	\$799,550	\$1,239,303
Water supply local reticulation within the development			
Costs for reticulation, valves and fire hydrants taken directly from the Calibre report.	\$880,000	\$880,000	\$1,364,000
Total Physical Work Incl. Uplifts (55%)			\$3,806,310

In addition to the new water supply infrastructure, to support the development there are also upgrades required to the existing water infrastructure. These upgrades will renew and add to the capacity of the existing system which benefits not just Shelly Bay but also the existing users as well as providing for future growth in the area. The required upgrades to these parts of the existing water supply network that are currently at capacity to allow for the development of Shelly Bay are summarised in the table below (Table 3).

Table 3 High level estimate of costs of upgrades to existing water supply infrastructure to support the development of Shelly Bay

Physical Works Element	Cost	Physical Work Total	Physical Work Incl. Uplifts (55% for design, consenting, supervision and risk)
Water supply reservoir adjacent to existing Maupuia reservoirs			
Construct a new 3ML supply reservoir: above ground, reinforced concrete structure (Note: The full cost of the reservoir is \$3,609,000. This table includes 2/3 of the full cost that supports the predicted infill development on the Miramar Peninsular)	\$1,552,268	\$1,552,268	\$2,406,015
45KW pump sets, switchgear and pipework			
Upgrade to existing reservoir pumps and rising main to fill the Maupuia reservoirs	\$299,995	\$299,995	\$465,000
Physical Work Incl. Uplifts (55%)			\$2,871,015

The total high level cost estimate to provide the water supply infrastructure to support the Shelly Bay Development is just over \$6.7M with approximately \$3.8M of this related to new infrastructure to connect Shelly Bay with the existing public networks and the remainder being required for upgrades to the existing infrastructure.

Wastewater

To connect the proposed Shelly Bay development to the existing wastewater network a new pump station and rising main is required down Shelly Bay Road (this new infrastructure is shown in yellow in Figure 2). This infrastructure should be sized to also allow for future growth on Mount Crawford as the existing network in Miramar is already at capacity. An easement to secure a corridor for the Mount Crawford development’s infrastructure to connect to the wastewater pump station in Shelly Bay should also be included in the developments planning.

The high level costs of the new wastewater infrastructure directly attributable to enabling the Shelly Bay Development are summarised in the table below (Table 4).

Table 4 High level estimate of costs of new wastewater infrastructure to support the Shelly Bay Development

Physical Works Element	Cost	Physical Work Total	Physical Work Incl. Uplifts (55% for design, consenting, supervision and risk)
Wastewater PS for new development			
Construction of a wet well and dry well consisting of a 4 m wide x 5 m long x 3.5 m deep (internal dimensions) underground reinforced concrete chamber	\$375,000.00		
External pipework and inlet / outlet connections to pump station	\$2,500.00		
Internal pipework including sluice valves, non-return valves, rubber bellows, bends, tees and reducers	\$25,000.00		
wet well pipework including pipework through to dry well	\$2,500.00		
pumps, 15kW rated	\$20,000.00		
electrical works	\$50,000.00		
lighting	\$5,000.00		
power supply to site	\$7,000.00		
water supply to site plus internal plumbing	\$3,000.00		
miscellaneous site mechanical, electrical and control	\$24,000.00		
miscellaneous site civils	\$24,000.00	\$538,000.00	\$833,900.00
Wastewater rising main from new development			
supply and install 250 OD SDR 17 PE 100 Rising Main (butt welded)	\$748,000.00		
bends and fittings along the alignment	\$74,800.00		
removal and disposal of existing main	\$110,000.00		
excavation in hard rock or concrete	\$6,000.00		
excavation in running sand	\$6,000.00		
reinstatement, trafficked highway	\$198,000.00		
make connection to existing network at existing chamber downstream	\$5,000.00	\$1,147,800.00	\$1,779,090.00
Wastewater local reticulation within the development			
Costs for reticulation including manholes taken directly from the Calibre report.	\$400,000	\$400,000	\$620,000.00
Total Physical Work Incl. Uplifts (55%)			\$3,232,990.00
Total Physical Work Incl. Uplifts (55%) if Sized Just for Shelly Bay (reduced pump station and rising main size)			\$2,782,990.00

As with the water supply network, there are upgrades to the existing wastewater network that are also required to provide capacity for the Shelly Bay development. Currently much of the wastewater network in the low lying areas of Miramar is fully utilised. To cater for the growth expected on the Miramar Peninsular

upgrades are required. In Figure 2 the upgrades to the existing network required to support the Shelly Bay development have been shown in orange. Based on the age and condition of the existing infrastructure only a proportion of the cost of these upgrades should be assigned to the Shelly Bay Development. It should also be noted that these upgrades to the existing network are not currently planned in the LTP.

The required upgrades to the existing wastewater network that are currently at capacity to allow for the development of Shelly Bay are summarised in the table below (Table 5).

Table 5 High level estimate of costs of upgrades to existing wastewater infrastructure to support the development of Shelly Bay

Physical Works Element	Cost	Physical Work Total	Physical Work Incl. Uplifts (55% for design, consenting, supervision and risk)
Upgrade of existing gravity network			
supply and install 250 OD SDR 17 PE 100 Rising Main (butt welded)	\$8,580.00		
supply and install 355 OD SDR 17 PE 100 Rising Main (butt welded)	\$343,000.00		
supply and install 560 OD SDR 17 PE 100 Rising Main (butt welded)	\$255,500.00		
supply and install 630 OD SDR 17 PE 100 Rising Main (butt welded)	\$235,000.00		
reinstatement, trafficked highway (250 OD pipe)	\$1,980.00		
reinstatement, trafficked highway (355 OD pipe)	\$77,000.00		
reinstatement, trafficked highway (560 OD pipe)	\$45,500.00		
reinstatement, trafficked highway (630 OD pipe)	\$35,000.00		
removal and disposal of existing pipework	\$66,100.00		
Make connections to existing manholes	\$26,000.00		
excavation in hard rock or concrete	\$3,000.00		
excavation in running sand	\$3,000.00	\$1,099,660.00	\$1,704,473.00
Upgrade of existing rising main			
supply and install 450 OD SDR 11 PE 100 Rising Main (butt welded)	\$1,045,000.00		
bends and fittings along the alignment	\$104,500.00		
removal and disposal of existing main	\$550,000.00		
excavation in hard rock or concrete	\$3,000.00		
excavation in running sand	\$3,000.00		
reinstatement, trafficked highway	\$132,000.00		
make connection to existing network at existing chamber downstream	\$5,000.00	\$1,842,500.00	\$2,855,875.00
Total Physical Work Incl. Uplifts (55%)			\$4,560,348.00

The total high level cost estimate to provide the wastewater infrastructure to support the Shelly Bay development is \$7.8M with approximately \$3.2M of this related to new infrastructure to connect Shelly Bay with the existing public networks and \$4.6M related to upgrades of the existing network.

Stormwater

Little information has been provided on the provision of stormwater services for the site. The steep catchment behind the development can generate high flows in intense rainfall. There are historical records of surface flooding in Shelly Bay indicating there are possible flood risks that will need to be managed. Furthermore the stormwater infrastructure in Shelly Bay should be sized with consideration given to potential future development in the upper catchment. In addition to stormwater infrastructure it is recommended that the development includes easements that identify and protect the overland flow paths that pass through the site.

Contribution to the new infrastructure and upgrades that should be allocated to the Shelly Bay Development

The costs of the new infrastructure required to support the Shelly Bay Development (assets in yellow in Figure 1 and 2 and summarised in Table 2 and 4) should be allocated to the development. The total cost of this new infrastructure is estimated at just over \$6.6M. Please note that this includes only 1/3 of the cost of the new Maupuia water supply reservoir and does not include the cost of the additional wastewater capacity required for the Mount Crawford Developments.

The upgrades that are required to the existing public network to provide the additional capacity to support new development on the peninsula (assets in orange in Figure 1 and 2 and summarised in Table 3 and 5) will be undertaken on assets that have already delivered value to the city and in some cases are nearing the end of their service life. The methodology used to allocate the upgrade costs to the Shelly Bay Development is as follows:

1. Determine the like for like replacement costs for the upgrades of the existing assets.
2. Identify the average remaining life of the assets and proportion the like for like upgrade costs accordingly.
3. Determine the additional costs for the capacity upgrades required to support new development on the peninsula
4. Determine the proportion of the additional costs for the capacity upgrades required just to support the Shelly Bay Development
5. Calculate the total cost of the upgrades to be allocated to the Shelly Bay Development by adding the additional costs associated with the Shelly Bay capacity upgrades to the age proportioned costs of the like for like replacement.

The results of this analysis are shown in Table 6,7 and 8.

Table 6 High level estimate of the remaining value in the existing infrastructure requiring upgrade

Item	Physical Works Element	Cost	Notes
1	Like for like replacement cost of existing assets requiring upgrades	\$2.9M	Note that this excludes the 2/3 cost of the new Maupuia water supply reservoir (Table 3) which will service the existing community
2	Like for like replacement costs proportioned by the remaining average asset life (40%)	\$1.2M	Using the 100 year asset life that is anticipated from earthenware and HDPE wastewater pipes the average remaining life of the existing network that would need to be upgraded is 40 years. (40% of Item 1)

Table 6 identifies the remaining value in the existing assets that will need to be replaced as \$1.2M.

Table 7 High level estimate of cost of increasing the capacity of the existing infrastructure

Item	Physical Works Element	Cost	Notes
	Total cost of the upgrades to the existing network to support new development on the peninsula.	\$5.0M	Sum of Table 3 and Table 5 provides the total cost of upgrades (excluding the reservoir costs)
3	Cost of providing the additional capacity in the existing infrastructure that is needed to support future development	\$2.1M	Total cost for upgrades less the like for like replacement costs
4	Additional cost for the capacity upgrades to support just the Shelly Bay Development	\$1.1M	It has been assumed that half of the foreseeable greenfield development on the peninsula will be associated with the Shelly Bay Development (half of Item 3)

Table 7 identifies the cost of providing additional capacity for the Shelly Bay Development in the existing network as \$1.1M.

Table 8 High level estimate of costs of the upgrades to existing infrastructure to be allocated to the Shelly Bay Development

Item	Physical Works Element	Cost	Notes
5	Total cost of the existing network upgrades to be allocated to the Shelly Bay Development.	\$2.3M	Sum of proportion of the remaining asset life of the like for like replacement cost and the additional cost for the capacity upgrades required to service Shelly Bay. (Items 2+4)

The contribution to the new infrastructure and upgrades to the existing infrastructure to be allocated to the Shelly Bay development is \$8.9M. This is made up of the full \$6.6M for the new infrastructure required and \$2.3M contribution towards the \$5.0M required for upgrades to the existing infrastructure. Note that this sum excludes 2/3s of the costs associated with the new Maupuia Reservoir which will service the existing community. It also excludes the costs of oversizing the new infrastructure to meet the predicted future needs of other-developments on the peninsula.

Assessment of the Calibre Cost Estimate

Wellington Water proposes that the infrastructure to support the Shelly Bay Development is implemented with consideration of the needs of the wider area including the potential for the Mount Crawford Developments. This differs from the infrastructure proposed in the Calibre report which is focused only on supporting the needs of the Shelly Bay Development. Using its database of current construction rates Wellington Water has also costed the proposed 3 waters infrastructure in the document titled *Shelly Bay, Wellington, Public Infrastructure Briefing*, Calibre, 19 June 2017. The Wellington Water cost estimates have been compared with those in the report.

The comparison found little difference in the base rates between the two cost estimates however the Calibre recommended uplift of 25% contingency is lower than the 55% Wellington Water would recommend for this high level assessment. The 55% uplift recommended by Wellington Water includes:

Preliminaries and Pre-construction Set-up	10%
Risk and Contingency	30%
Project and Contract Management	5%
Consultancy Fees	10%
TOTAL	55%

The comparison of the cost estimates associated with the new infrastructure in the Calibre report are shown in Table 9. Wellington Water has identified that these cost estimates should be increased by \$1.2M given the uncertainties of the high level assessment. However Wellington Water does not believe that some of this proposed infrastructure in the Calibre report is in the best long term interest of the peninsular as a whole.

Table 9 Comparison of the cost estimates of the infrastructure in the Calibre report

Network	Calibre (+25%)	WWL (+55%)	Difference
Wastewater Network	\$ 2,750,000	\$ 3,499,823	-\$ 749,823
Water Network	\$ 3,057,000	\$ 3,502,239	-\$ 445,239
TOTAL			-\$ 1,195,062

Conclusions

The high level review of the costs to provide water supply and wastewater infrastructure to Shelly Bay has identified a total cost of \$14.5M. Of this total cost approximately half is new infrastructure and half is upgrades to the existing networks to create additional capacity for development. An \$8.9M contribution to the new infrastructure and upgrades should be allocated to the Shelly Bay Development.

The review identified that significant cost savings are available by considering the wider growth potential on the Miramar Peninsular and implementing infrastructure improvements in a coordinated and planned way rather than an ad-hoc site by site basis. Throughout the design and implementation of the 3 waters infrastructure for this development Wellington Water Ltd would want confidence that the infrastructure to support the Shelly Bay development is compatible with the wider renewal and growth plans for the Miramar Peninsula.

It is important to note that without site investigation, especially ground conditions, and detailed design there is considerable uncertainty around the costs of providing 3 waters infrastructure to Shelly Bay. It will be important to appropriately allocate and manage the financial risks when using these high level estimates.

A further suggestion is that a corridor is secured in the Shelly Bay development with an easement that allows new infrastructure from Mount Crawford to connect into the proposed wastewater pump station.

If you need additional information please contact me.

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ISLAND BAY CYCLEWAY RECOMMENDATIONS

Purpose

1. This paper presents a recommended option to the City Strategy Committee (the Committee) for the reconfiguration of The Parade - Island Bay as a result of the Love the Bay and The Parade public engagement and consultation process, and to take it forward for detailed design and traffic resolution.

Summary

2. Following agreement at the 22 June 2017 meeting of the City Strategy Committee, a working party was established, which oversaw public consultation on four options for reconfiguration of The Parade and its cycleway.
3. The feedback resulting from the analysis of the 3763 submissions forms an important part of the proposed concept design, which this report presents to the Committee.
4. An independent review was undertaken by Morrison Low of the Love the Bay engagement and subsequent consultation. The purpose being to provide both the public and the Committee assurance that, while there were particular areas that could have been done differently, overall and given the circumstances the process undertaken can be relied on.

Recommendations

That the City Strategy Committee:

1. Receive the information.
2. Note the Morrison Low report, "Review of Island Bay Cycleway Re-engagement – August 2017".
3. Note the Research and Evaluation Team report, "Love the Bay – Delivering on the Cycleway, 2017. Analysis of Submissions".
4. As a result of engagement feedback and technical design, agree to adopt the design as indicated in Attachment One, p. 25 to 29 and Appendix B made up of the following elements:
 - a. Provision of a 1.5m wide separated kerbside cycleway, with the cycleway above road level on each side of The Parade. Colour options are to be investigated for marking the cycleway surface. A vertical kerb is proposed to separate parked vehicles from the cycleway, with a car door buffer zone of 900mm width adjacent to parallel parked vehicles.
 - b. Vertical separation between the cycleway and road, and the cycleway and pedestrian footpath is recommended to clearly define the separation of user facilities, and to discourage inadvertent pedestrian encroachment into the cycleway.
 - c. The kerb between the cycleway and pedestrian footpath is recommended to be well delineated with appropriate height, colour and material contrast to assist the visually and mobility impaired and reduce or remove any tripping hazard to pedestrians. The design of the kerb face is also recommended to be forgiving to ensure the safety of cyclists in the event a cyclist has to mount the kerb to avoid a hazard.

- d. Traffic lanes increase to 3.5m wide in the residential areas, 3.0m wide in the business area, and no flush median is proposed.
 - e. A minimum footpath width of 2.0m is recommended.
 - f. A full reseal of The Parade is proposed due to condition of the road surface and to remove ghost markings.
 - g. Individual parallel parking spaces along the residential section of The Parade will not be marked or delineated in this design. Instead; clear space for vehicles to park kerbside will be provided with minimal yellow no-stopping lines and end space markings.
 - h. Driveway setbacks are recommended to be maintained at 3m, the intersection setback for parking maintained at 30m. Potential relaxation of the recommended parking setbacks should be supported by a safety review at the design stage, agreeing the changes are acceptable and do not compromise the cycleway from a safety or service perspective, nor impact on the safety and ability of vehicles to exit driveways without crossing the centreline.
 - i. Angle parking is proposed to be reinstated outside the medical centre.
 - j. Three streets that could potentially accommodate an increase in on-street parking have been identified for further investigation; Mersey Street, Medway Street and Derwent Street.
 - k. The option also aims to maintain the existing kerbside parking provision between Medway Street and Avon Street within the business area. This objective would need to be confirmed through further detailed design.
 - l. Within the business area, the west side pedestrian footpath is proposed to be 4.6m in width, in order to maintain as far as practicable the outdoor dining space for local businesses.
 - m. Relocation of the following bus stops are proposed:
 - i. Relocating the current stop from 88 The Parade to 64 The Parade near Tamar St
 - ii. Relocating the current stop from 101 The Parade to 73 The Parade near Tamar St
 - iii. Relocating the current stop on the west side of The Parade at Humber Street across to the departure side (north side) of the intersection
 - n. The pedestrian crossing by The Empire Theatre to be retained in its current location. The safe walk to school crossing to be moved south, with a relocation of the bus stop and kerbside parking resulting. The pedestrian crossing at Humber Street will be reviewed during detailed design
 - o. The landscape and urban design treatment options are recommended to remain in the project design, with the aim to improve the amenity and quality of public space along the length of the Parade.
5. Note that this proposal allows for the potential new standard for cycleway priority at intersections to be realised early.
6. Note the estimated cost total to be \$6.1 million (excl GST), and which includes 25% contingency. Costs will be refined through detailed design and independent cost estimation.

7. Note that the total estimated cost of \$6.1 million (excl GST) includes a full reseal of The Parade, estimated to cost from \$0.8M to \$1M (excl GST). Note that officers will liaise with New Zealand Transport Agency (NZTA) (as key partners in the Wellington City Cycleways Programme) to get feedback on the final design and layout, and to investigate any options for future co-funding of the cycleway.
8. Agree that detailed design and the traffic resolution process will commence for the adopted design.

Background

5. Adopted by the Council in 2015, the Wellington City Council - Cycleways Programme Master Plan and the Wellington City Council Cycling Framework¹ provide both the strategic imperative for implementing the Island Bay cycleway and outlines two primary objectives:
 - A safe and connected network
 - Increased cycling uptake
6. The Island Bay cycleway forms the first section of the Southern Connections Corridor to be developed, with the aim of connecting the South Coast with the CBD, an integral part of Wellington City's connected cycleway network.
7. This report updates Council on the outcomes of the re-engagement and consultation processes that have taken place on the Island Bay cycleway from June 2016 to August 2017, and proposes an option to be considered for detailed design and traffic resolution.

Discussion

Review of Island Bay Cycleway re-engagement

8. The following information is a summary of the review of the Island Bay Cycleway Re-engagement report findings. Refer to Attachment Two for the full report.
9. Morrison Low (ML) were commissioned in May 2016 to undertake a review² of Wellington City Council's Urban Cycleways Programme for the NZTA. That review made a number of recommendations regarding the Island Bay cycleway, with a particular emphasis on the need to re-engage with interested parties. In June 2016, Council followed through with those recommendations, and resolved to commence re-engagement with the Island Bay communities.
10. In August 2017, ML were again commissioned to review Council's progress on the re-engagement and consultation aspect of the programme, and to provide Council (and the community) with a level of comfort regarding the process that was undertaken.
11. The 2017 review process was a combination of a desktop research, engagement with stakeholders (including Island Bay residents and business owners), cycling groups, Council officers, elected members and other interested parties. The review was confined to consideration of the engagement process only and was not a technical review of the designs.
12. ML have noted that the refreshed engagement programme did not begin with a "clean slate" as most of the other cycleway programmes in Wellington have. It commenced in an environment where there were multiple parties with long held views and distrust in

¹ <https://wellington.govt.nz/services/parking-and-roads/cycling/cycling-master-plan-and-framework>

² <http://www.nzta.govt.nz/resources/review-of-wellington-city-councils-urban-cycleways-programme>

Council. This created unique challenges for the re-engagement process, and meant a significant part of that process needed to focus on restoring trust between the communities of Island Bay and the Council.

13. Overall, the re-engagement process lasted over 12 months. In the report, ML refer to the re-engagement process as having two distinct stages. The first is the engagement stage, which occurred through the Love the Bay process and began in June 2016. The second stage was the formal consultation process which ran from 31 July 2017 to 13 August 2017.
14. The review sought to answer a key question about the re-engagement process for the Island Bay cycleway, namely “*Was the re-engagement process robust and transparent?*”
15. In order to answer this question, ML took into account the principles of engagement in the Local Government Act 2002 (LGA), and IAP2 guidance. In their opinion, the re-engagement process followed by Wellington City Council broadly conformed to the principles of engagement in the LGA and guidance from IAP2. ML reached this view having determined that:
 - Relevant information was available to all interested parties and multiple channels were available for providing input.
 - The Love the Bay process had a clear strategy and Terms of Reference.
 - The re-engagement process (June 2016 to August 2017) provided sufficient time to provide input.
 - During the 2 week consultation process, 3,763 submissions were received by Council.
 - The Council committed significant resources to the cycleway re-engagement, including hiring independent contractors to carry out facilitation of community workshops and a full time community engagement and communications advisor, as well as the allocation of existing resources to the project.
 - Council also endeavoured to retain independence throughout the process, to the extent that Council officers were not involved in developing the concept design options put forward for consultation.
16. The review then considered whether the process met its intended objectives of “*rising above the discourse of the past*” and to “*design a solution that as many people as possible are as happy as possible with*”. ML noted that at the time of writing the report, a “solution” is yet to be determined. A number of decisions regarding key concerns for the communities of Island Bay still need to be made as the process moves from concept design to solutions.
17. The review found that throughout the Love the Bay process, there were times when the first objective appeared to be met. It also appeared from the communities’ reaction to the four concept designs, that achieving the second objective may be difficult.
18. The Kaikoura earthquakes put additional time pressure on the process, and progress on developing a vision for The Parade was perceived to have slowed. In the final stages of the Love the Bay process (insofar as it relates to The Parade) time pressures were introduced that may have affected the ability to communicate and engage with the communities.
19. The key issues that influenced community acceptance with the concept designs include:
 - There was a significant amount of distrust in the communities following the implementation of the current cycleway and the engagement process that preceded that.

- Community had a lack of clarity about how their feedback was to be incorporated into the concept designs, and the process allowed differing community expectations to exist.
20. Communication of key aspects of the four concept designs was not clearly presented in the summary consultation document. For example:
- Trade-offs were not well articulated. For example, the trade-off between parking and safety/driveway setbacks. Further work and consultation will be part of that.
 - The cost of the options in the summary consultation document does not clearly separate out the costs of the “cycleway” and works to improve the amenity of The Parade.
 - How the ‘communities’ feedback had been incorporated into the four concept designs.
21. The review also found that:
- Outside of the consultation period/process, communication between Council and the communities was timely, clear and transparent.
 - The syndicate’s composition created challenges. The composition of the Love the Bay syndicate could have included a broader cross section of views from the communities of Island Bay, and a clearly neutral party or chairperson.
 - The Love the Bay workshops made a good attempt to develop a shared understanding of needs for The Parade, and the Design Objectives reflected these, however the objectives were often open to interpretation.
22. There is little evidence that Council’s own needs for The Parade were articulated through the process. In seeking to be, and perceived as being neutral, where Council had specific needs it did not appear to state them. The workshops attempted to illustrate the challenges faced by city planners, but may not have clearly expressed what an acceptable solution would look like for Council.
23. ML note that while the report findings may suggest that there were a number of failings in the process, to a large degree they considered that many of the issues were inherent in attempting to re-engage with communities that are discontent with Council. They also related largely to the consultation stage of the process, which was only one part of a much longer engagement process. ML observed that it is apparent that it would have been very difficult to regain trust from the communities and develop consensus.

Consultation process

24. Following completion of the Love the Bay engagement project, the City Strategy Committee noted the outcomes of the engagement and on 22 June 2017 agreed to establish a Councillor working party to oversee the development and delivery of the engagement and consultation plan and associated material encompassing the options for The Parade.
25. Tonkin+Taylor (T+T) was engaged to develop up to four design options for The Parade and cycleway, and to incorporate feedback from the Love the Bay project along with best practice and relevant council strategies and policies.
26. The working party consulted with key stakeholder groups, including the Island Bay Residents Association (IBRA), local Island Bay business representative and Cycle Aware Wellington (CAW), as part of developing the consultation strategy and approach.

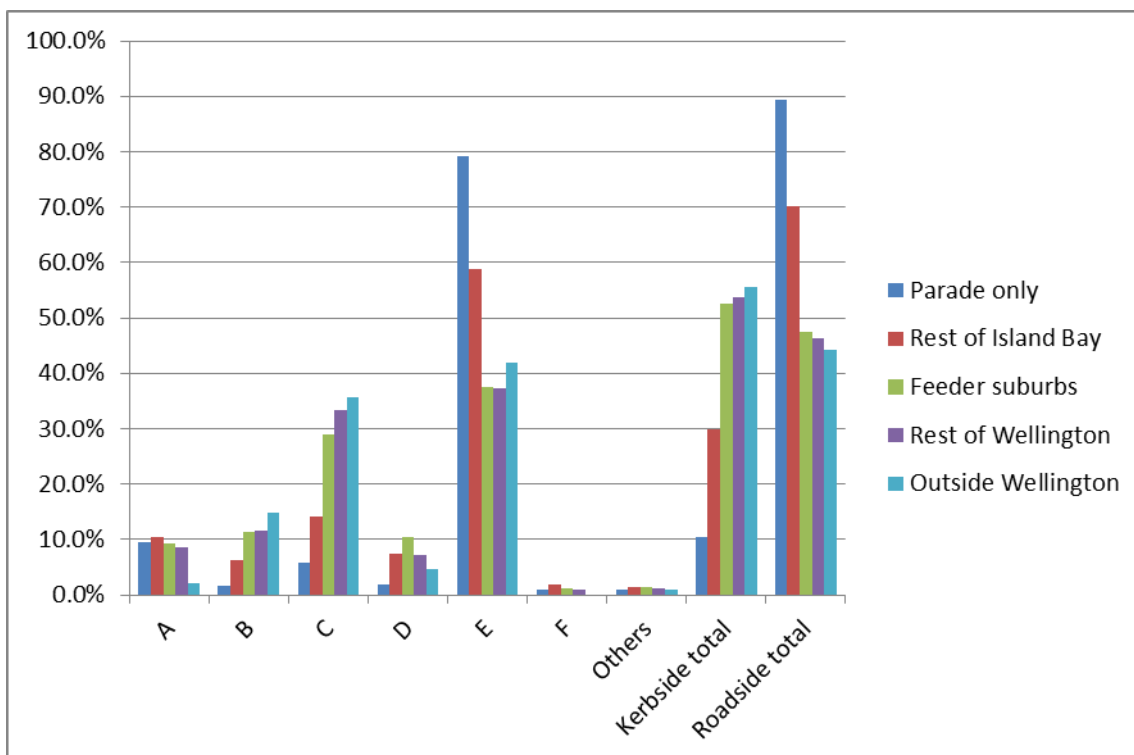
27. Given the comprehensive engagement activities preceding the formal consultation, the working party and stakeholders agreed to a two-week consultation period, so as to maintain momentum and move towards the decision and implementation phases as soon as possible.
28. In an effort to obtain more nuanced and complete feedback, submitters were asked to rank designs in order of preference as well as the opportunity to provide broader feedback. Submitters were also asked to provide information on suburb of residence, relationship to Island Bay, and age to assist with greater understanding of how the submissions were represented in these areas.
29. The working party and officers developed a summarised version of the four design options for the main consultation materials. This sought to balance communicating sufficient information against introducing bias by reinterpreting engineering advice. Frequently Asked Questions (FAQ) on the consultation website addressed more detailed aspects of the designs and the consultation process, and were updated throughout the consultation period.
30. The summary and FAQ supported the substantive consultation material provided by T+T; the design report and related plans for each of the designs and included cost estimates for each.
31. Following public feedback before and during the consultation the working party agreed to withhold personal information from publicly published submissions.
32. The Council's Research and Evaluation team conducted the analysis of the submissions received, independent of officers involved in the engagement and consultation activities. To further ensure accuracy and transparency, an independent review of the analysis, methodology and results, was undertaken by the Christchurch based research firm, Research First.
33. Due to the volume of submissions received and the need to ensure a demonstrably robust process was undertaken for analysis and review of the data, the working party agreed to move the decision on The Parade to the 27 September meeting of the City Strategy Committee.

Analysis of submissions

34. The following information is a summary of the Analysis of Submissions. Refer to Attachment Three for the full report. The online submissions are available on the Council website³.
35. Almost one quarter of Island Bay residents participated in the consultation (1991), which led to over half of the total submissions received (3763), being from the area. While this represents a strong response in the context of this consultation, equally over three quarters of the Island Bay population were either indifferent or chose not to participate. Submissions were also received from all parts of Wellington City and beyond.
36. The results illustrate that public sentiment about the future of the cycleway is situated within both a broader evolution of roading infrastructure to further support urban cycling, and a community passionate about its character and the wellbeing of people who live, work and travel in Island Bay.

³ <https://wellington.govt.nz/have-your-say/public-inputs/consultations/closed/love-the-bay---delivering-on-the-cycleway/submissions>

37. Responses were diverse and honestly held, and are broadly overlaid by two clear responses, characterised as: **a conserving response** (revert to a roadside option) and **a progressing response** (establish a kerbside option). This distinction has a strong geographical influence with Option E (roadside option) strongly preferred by residents living on the cycleway itself and generally lessening in support the further away submitters are from it. In contrast, kerbside options become significantly more popular as physical distance from the cycleway increases.



Options and Kerbside - Roadside : Percentage of submitter first choice preferences from different geographical areas

38. **A conserving response** is a reaction to the change that has already taken place in Island Bay. These people are passionate about Island Bay, and the Parade – its residents, road users, shoppers, business owners, and critically, its feel. These people feel that the new cycleway has lessened the amenity of the Parade with negative impacts for these stakeholders. Supporters of this revert option talk of loss – a loss of safety for road users, a loss of character on the Parade, a loss of carparks with more at risk, a loss of businesses and business viability. Reverting back erases these losses: it brings back parking and will make people feel safe travelling the Parade again. Many “conserving” submitters argue that there was nothing wrong with the old wide road and painted cycle lane of the past.
39. Submitters commenting on a revert option positively associate the following with this option: carpark spaces, safety, cost, and the road width.

Theme Category	+ve/-ve	Number of mentions by submitters
Number of car parking spaces	positive	266

Safety	positive	184
Cost	positive	169
Roadside	positive	151
Traffic lane width	positive	94
Parallel parking	positive	81
Cycle lane buffer zone	positive	72
Visibility	positive	39
Parking proximity to services	positive	39
Safety	negative	20

40. **A progressing response** advocates for an evolution of the Parade and Wellington City streets generally towards safer cycling infrastructure that encourages cycling. Submitters want a kerbside option because it will be safe for cyclists and other road users and is best practice for future-proof cycling infrastructure. These submitters are looking to the future and saying that the benefits are worth the financial cost. They see a bigger picture of an urban cycleway from Island Bay through to the City. A number of these submitters were, or speak on behalf of, cycling families, children, and vulnerable cyclists. Some already like aspects of the current cycleway and want it improved.
41. For example option C, as the leading kerbside option was positively seen as safe, a strong example of a kerbside option, and provided appropriate components for safe cycling.

Theme Category	+ve/-ve	Number of mentions by submitters
Safety	positive	130
Kerbside	positive	99
Height of cycle path	positive	70
Cycle lane buffer zone	positive	51
Number of car parking spaces	negative	39
Footpath width	positive	32
Visibility	positive	32
Traffic lane width	positive	25
Cost	negative	25
Height of cycle path	negative	21

42. **In summary** there is very little support for the status quo cycleway. The way forward however is sharply divided between a conserving (of the pre-cycleway Parade)

response, and a progressing response. The majority of Island Bay submitters say they want the old Parade back. They see the current cycleway as unsafe, bad for residents, businesses and travellers, with little upside for cyclists. The majority of other submitters want a strengthened kerbside option which they see as safe for cyclists, necessary and ultimately good for all road users and Wellington City.

Advice to the Mayor's Office

43. The Mayor has received feedback from the public on the cycleway. This feedback has generated a number of considerations and subsequently the Mayor has requested further and independent assessment.
44. T+T have been separately engaged to develop a scheme for how those considerations could be responded to and be reflected in a cycleway on The Parade.
45. This report does not directly deal with this but rather it recognises a range of options and tradeoffs that officers and T+T have considered in the final proposal outlined in the recommendations.

Strategic setting for an Island Bay cycleway

46. Providing a safe and connected network to increase cycling uptake relies on the target user having access to an environment which is perceived to be safe and comfortable to operate in.
47. The NZTA Cycling Network Guidance (CNG) outlines a classification system that provides assistance with determining the target user group. The system *focuses on people's willingness to cycle for transportation as a function of perceived safety of cycling conditions, ie risk tolerance*⁴.
48. The system identifies that the largest potential target group that is most likely to result in uptake is the "Interested but Concerned". This group is described as keen to ride but cautious about doing so in some circumstances. They know how to ride in traffic but don't feel comfortable while doing it. They shouldn't be considered incompetent, just more risk averse.⁵

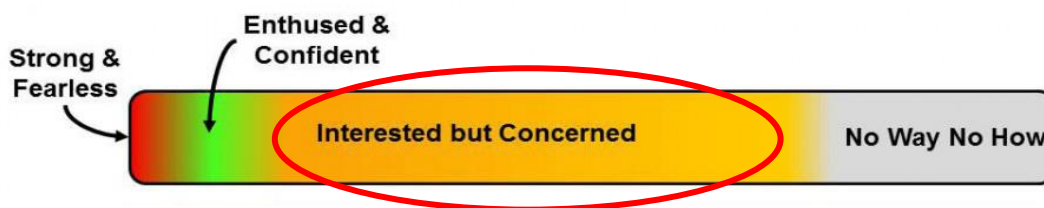


Figure 1 – NZTA - People Who Cycle Classification System

49. Providing a cycling facility that encourages the "interested but concerned" and meets their needs, by both addressing perceived safety challenges and importantly making it comfortable for them to ride, will most likely result in the uptake sought to in turn obtain return on investment.

Design Proposal

50. T+T were engaged with the primary objective being to develop a final proposal to put forward to the Council for consideration.

⁴ <https://www.nzta.govt.nz/walking-cycling-and-public-transport/cycling/cycling-network-guidance/cycle-network-and-route-planning-guide/principles/people-who-cycle/>

⁵ <https://www.nzta.govt.nz/walking-cycling-and-public-transport/cycling/cycling-network-guidance/cycle-network-and-route-planning-guide/principles/people-who-cycle/#interested>

The proposal will:

- Consider the consultation feedback with a focus on the qualitative data provided through the analysis of that feedback
- Acknowledge the feedback from key stakeholders, including but not limited to:
 - Living Streets Aotearoa
 - IBRA
 - Interest groups
 - Tramways Union
- The proposal will reflect the relevant and current policy settings and objectives, and best practice design guidance including but not limited to that of Wellington City Council and NZTA.
- Encourage sustainable and active transport through safe, convenient, connected, and comfortable network provision.

51. The proposal honours the Love the Bay objectives:

- The Parade is safe for all users
- The layout is intuitive and easy to understand
- The Parade accommodates all current and future users
- The visual environment is cohesive and clean
- Central Island Bay is a pleasant, welcoming destination

Road Environment

52. The T+T report “The Parade – Island Bay Design Option Refinement” commissioned by the Council in September 2017 (Attachment One), and the earlier T+T report⁶, outlines the road user environment on The Parade.
53. The T+T Report references the relevant guidance tools from both the NZ Transport Agency and Austroads to define the level of separation of cyclists and motor vehicles given the volumes and average speed of motor vehicles along The Parade.
54. The Parade is an arterial road, generally with a speed limit of 50 kph, 30 kph through the shopping area, and at the north end nearly 10,000 vehicles per day use it. In view of the May 2016 records of traffic volume and motor vehicle speeds within the three sections of The Parade; south, mid and north, in order to provide an environment which supports a cycling facility, physical segregation or separate paths in all sections of The Parade is required (Attachment One, p. 10).

Recommended Facility

55. The T+T report notes the strongly divided preference between Island Bay and non-Island Bay residents: a roadside facility being the first choice option for the majority of residents submitting; and a kerbside facility is preferred by other communities.
56. As noted earlier (Submissions Analysis) the feedback has been interpreted as falling into two broad responses: conserving and progressing. The conserving response generally speaks to a cycleway on the roadside with a preference for reverting back to how The Parade was. This view was a high ranked preference for people reporting their connection to Island Bay as residents, regular visitors, local business owners and ‘others’.
57. However as identified previously, a roadside cycleway conflicts with the objectives and assumptions which state that protected bike lanes will be used along main routes with

⁶ Design Report: The Parade – Island Bay <https://wellington.govt.nz/have-your-say/public-inputs/consultations/closed/love-the-bay---delivering-on-the-cycleway>

high volumes of vehicles. Further, the NZTA Cycling Network Guidance recommends protected kerbside bike lanes along the entire length of The Parade.

58. *“This guidance is important in the context of the concept design options consulted on. Option A, Option E and revert options with roadside cycle lanes on The Parade, would not adhere to the most recent recommended guidance above”* (Attachment One, p. 11).
59. On this basis officers support the T+T recommendation - that a roadside cycleway cannot be supported noting however that fundamental aspects of those that provided additional commentary around Option A and E were specifically concerned about parking loss, safety and parking provision in the business area particularly.
60. Officers therefore support the recommendation in Attachment One (p. 17) of a separated kerbside cycleway, *“Our assessment of the two different facility types shows how we consider each of the two facilities contributes to achieving the community design objectives. This assessment concludes that on balance, the kerbside option best achieves the outcomes sought by the community design objectives.*

Our recommendation for a separated kerbside cycleway therefore reflects the aim to best achieve policy objectives of the WCC cycling framework and masterplan, the community objectives, safe system practices, and best practice design guidance for cycling facilities in this road environment. The design complies with WCC’s design principle to most likely locate protected bike lanes by the kerbside and to provide a physical element between the bike lanes and moving traffic (i.e. 2.0 m wide parallel parking).”

Recommended Design Proposal

61. Largely the recommended design proposal merges the residential section of Option C and the business section of Option D, with refinements that incorporate public feedback in regards to the principle concerns around parking, bus stop provision and safety of all users.
62. Attachment One includes a series of Design Themes (Section 5, p. 19) in response to the main feedback topics that were common across the submissions:
- Safety features and potential safety consequences of options on various groups
 - The impact on car parking spaces
 - Impact on businesses, particularly those on The Parade
 - Cost
 - Bus stops
63. Key themes that provide latitude in their application are summarised below. They are included as a signal of areas where judgement and tradeoffs have been made. The full description is contained in Attachment One (p. 19).
64. **Widen the Road Lanes:** Traffic lane widths typically fall within the range of 3.0m to 3.5m. Lane widths of 3.0m are typically the narrowest acceptable on central city roads or where speed limits are low. The proposal recommends 3.5m in the residential zone and 3.0m in the business area where speed limits are already 30kph (and proposed to remain so).
65. **Flush Medians:** Are used to segregate traffic, usually to accommodate turning manouevres. The minimum effective width of a flush median to remove turning traffic from through traffic lanes is 2.0 m. A flush median in this proposal has not been recommended as a minimum 2.0m is not achievable given the existing constraints. A much narrower flush median might be possible during detailed design to provide a buffer for reversing vehicles from driveways, noting however that this has not been

recommended in the proposal so as to maximise footpath/cycle-path space and the proposed wider lanes.

66. **Develop Flexible Parking Controls:** Individual parallel parking spaces along the residential section of The Parade are able to be left unmarked due to the proposed cycleway position and elevation. However driveway setbacks are recommended to be maintained at 3m, the intersection setback for parking maintained at 30m. Potential relaxation of the recommended parking setbacks should be supported by a safety review of the concept design if the proposal is adopted, at the design stage and on a case-by-case basis. Three streets that could potentially accommodate an increase in on-street parking have been identified for further investigation; Mersey Street, Medway Street and Derwent Street.
67. **Impact on Businesses:** Feedback received highlights the potential negative impact on businesses from loss of parking and encroachment on footpath area on the west side of the shopping centre.

While retaining the angle car parking is proposed, there remains the potential for the loss of 1-2 car park spaces within the business area. However the existing kerbside parking provision between Medway Street and Avon Street within the business area could be maintained, but this would need to be confirmed through further detailed design.

There remains opportunity for flexibility in placement of a cycle path through the western side of the shopping area. There is sufficient space to locate a cycle path without negatively impacting use of the footpath or impacting on the ability to have outdoor dining. While not recommended due to the impact on level of service to both cycles and pedestrians, and higher potential for conflict between them, the area could be considered for designation as a shared space.

Surface treatment, use of colour, street furniture and other visual cues are means for managing speed of cyclists and the potential for conflict between users in the space.

68. **Bus Stops:** A cycle path may bypass to the rear of a bus shelter, or pass in front between the shelter and kerb. Potential for conflict between cycles and pedestrians is higher with the latter. Greater Wellington Regional Council support a bypass to the rear as their recommendation, but note a path to the front is acceptable so long as the potential conflict with bus users is accounted for, noting however that the greatest conflict will occur during peak travel times where the number of both cyclists and bus patrons will be at their highest.
69. **Intersection Configuration:** The long-term intersection option treatment would not be possible with cyclist's priority across the intersection under current traffic rules and legislation; cyclists must give way to vehicles.

Raised tables help reduce vehicle speeds on approach to the side road intersections where pedestrian and cyclist safety can be improved and the incidence and severity of crashes are reduced. The raised tables will also reduce the actual and perceived risk, and improve comfort for active road users to encourage the uptake of these modes of travel.

In anticipation of the upcoming legislation change, the proposed interim design and construction of the intersection kerb lines and raised table requires the transition of cyclists to a roadside cycle lane, at road level through the intersection as shown in Attachment One, Appendix B, figure 1. This however means that only minor road marking changes after the legislation becomes available is required to transition to the long-term option as shown in Attachment One, Appendix B, figure 2. Depending on design and construction timeframes, and the progress of the legislation, the marking

may be able to proceed straight to the long-term option before the completion of construction, without the need for an interim solution. This is certainly the preferred outcome.

Cost

70. A rough order cost for construction of the concept design proposal has been estimated. This cost has been estimated using the cost information contained within the previous Design Report – The Parade Island Bay (July 2017). It is an indicative basis of costing based on broad ratios of the original cost estimates. An independent cost estimation will be undertaken during detailed design.

	Roading & Civil	Landscaping	Total
Residential Zone	\$2.5M	\$0.5M	\$3.0M
Business Zone	\$0.6M	\$0.5M	\$1.1M
Subtotal Estimate	\$3.1M	\$1.0M	\$4.1M
Pavement & Surfacing			\$0.8M
Contingency (25%)			\$1.2M
Total Estimate (excl. GST)			\$6.1M

71. The total cost of \$6.1 million includes a full reseal of The Parade, estimated to cost from \$0.8M to \$1M (excl GST).
72. Detailed design will provide the opportunity to identify areas for value engineering and to realise the potential for cost lowering, and could include the proposed rain gardens or other landscaping amenity. However to do so risks moving away from the public feedback that these features are important. Value engineering will also likely reduce the estimated 25% contingency.
73. Subject to the agreement of the Committee, detailed design will be undertaken, the cost of which will be met from the 2016/17 carry forward and existing 2017/18 cycling budgets.
74. Detailed design will develop the proposals cost structure with greater assurance. If the final design requires funding above that available in existing budgets, this will be presented to Committee for decision. Noting that funding for the preferred option will be separate to the urban cycleway fund.
75. Officers will liaise with NZTA (as key partners in the Wellington City Cycleways Programme) to get feedback on the final design and layout, and to investigate any options for future co-funding of the cycleway.

Next Actions

76. Subject to the adoption of the design proposal, detailed design and preparation for the required traffic resolution will be commenced.
77. An indicative timeframe is as follows:
- Detailed design commence – Late September

- Traffic Resolution preparation – Mid October
- Statutory Consultation on Traffic Resolution – Mid November to mid December
- Break for Xmas-New Years
- Oral hearings – Mid February
- Committee Approval – Early March
- Tender/Construction Drawings/Pricing – Early March to end May
- Construction commence – Early June

Attachments

Attachment 1.	The Parade - Island Bay Supplementary Design Report	Page 182
Attachment 2.	The Parade - Island Bay Cycleway Morrison Low Re-engagement Review	Page 231
Attachment 3.	The Parade - Island Bay consultation 2017 Analysis of Submissions	Page 268

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SUPPORTING INFORMATION Engagement and Consultation

This report provides an account of the outcomes from the consultation process undertaken during the period 31 July and 13 August under the oversight of the Councillor working party as signalled in the report to the Committee on 22 June 2017. Further, a summary is provided of the Morrison Low review of the Love the Bay engagement and consultation, as well as the detailed report of the analysis of submissions and the submissions themselves.

Treaty of Waitangi considerations

There are no specific considerations as part of this paper.

Financial implications

The estimated total cost is \$6.1 million (excl GST), and which includes 25% contingency. Costs will be refined through detailed design and independent cost estimation. The total cost of \$6.1 million (excl GST) includes a full reseal of The Parade, estimated to cost from \$0.8M to \$1M (excl GST).

Officers will liaise with NZTA (as key partners in the Wellington City Cycleways Programme) to get feedback on the final design and layout, and to investigate any options for future co-funding of the cycleway.

Policy and legislative implications

The proposal responds to the Council's Cycleways Programme Master Plan and the Cycling Framework 2015.

Risks / legal

There remains a risk of lack of community acceptance of the proposal, given the range of views on what a cycling facility should represent.

The lack of detailed cost information results in reliance on large contingencies, which increases uncertainty. This risk will not be suitably addressed until detailed design can be undertaken.

Climate Change impact and considerations

There are no specific considerations as part of this paper, other than the recognition that the promotion and provision of infrastructure that supports active modes is recognised as a key element in climate change mitigation.

Communications Plan

The engagement and consultation plan included a communications plan and pending the Committee decision an implementation engagement and communications plan will be prepared and followed.

Health and Safety Impact considered

Subject to adoption of the proposed concept design, both the concept design and detailed design will have a safety audits undertaken of them. This process recognises the Committee's responsibility to satisfy themselves around any modification to the proposal that may have a safety implication.

 tonkin+taylor

Wellington City Council

The Parade – Island Bay Design Option Refinement

September 2017

Absolutely Positively
Wellington City Council
Me Heke Ki Pōneke





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Appendices

- Appendix A – Option E Concept Design & Description
- Appendix B – Final Recommended Concept Design Option Plans
- Appendix C – Vehicle Tracking
- Appendix D – Love The Bay Community Design Objectives

1. Introduction

Wellington City Council (the Council) have engaged Tonkin & Taylor Ltd (T+T) to consider the community feedback, (including suggested solutions) and apply engineering design best practice standards and guidelines, community desires and project objectives to develop a final consultant design proposal. This proposal will be put forward to Council for consideration of the final solution for The Parade.

There remains a wide range of public views on an outcome for The Parade, with a number of themes developed through the analysis of the feedback arising from the consultation including, (but not limited to):

- The type of cycleway facility;
- Footpaths;
- Traffic lane widths;
- Bus stops;
- Car parking provisions; and
- Intersections.

The terms of reference for this assessment specify that the primary objective is to develop a final proposal to put forward to the Council for consideration. The proposal will:

- Consider the consultation feedback with a focus on the qualitative data provided through the analysis of that feedback;
- Acknowledge the feedback from key stakeholders, including but not limited to:
 - Living Streets Aotearoa
 - Island Bay Residents Association (IBRA)
 - Interest Groups
 - The Tramways Union
- The proposal will reflect the relevant and current policy settings and objectives, and best practice design guidance including but not limited to that of Wellington City Council and NZTA
- Encourage sustainable and active transport through safe, convenient, connected and comfortable approaches as an investment outcome.

This design report is supplementary to, and is to be read with the previous report – The Parade – Island Bay Design report produced for WCC in July 2017.

2. Consultation Feedback

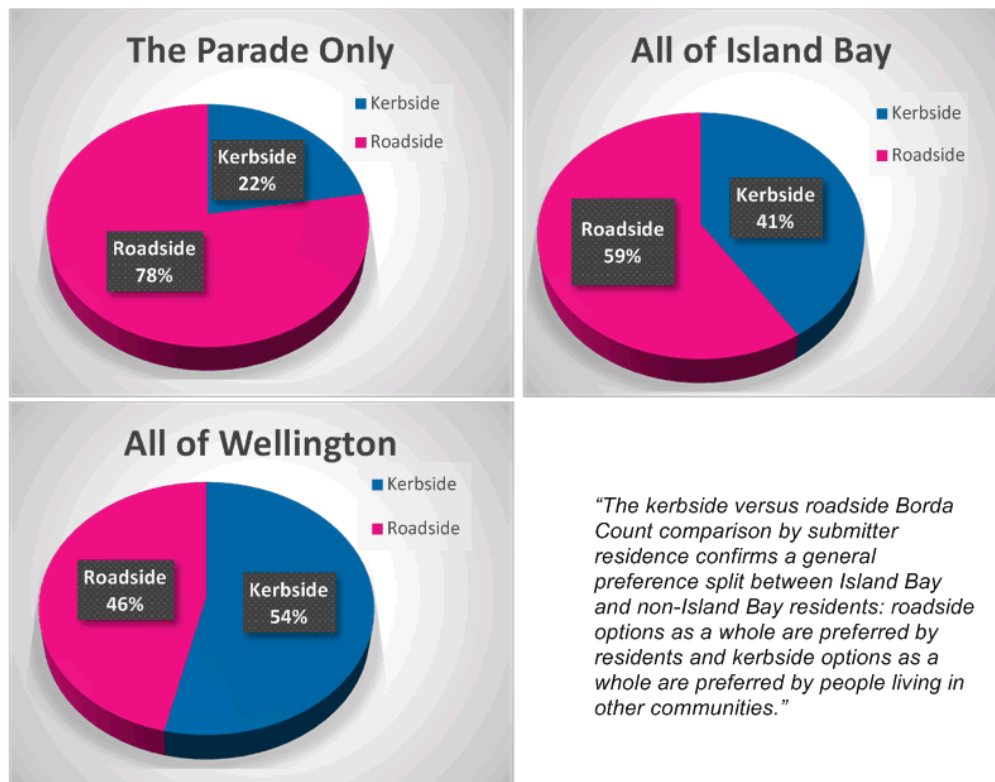
2.1 Research Analysis

The feedback arising from the consultation and subsequent analysis by the Council's Research and Evaluation Team has been reviewed for support of the two types of cycleway facility.

The Love the Bay – Delivering on the Cycleway, 2017 Analysis of Submissions report by the WCC Research and Evaluation Team described the following:

“Cycleway Options A to D, Revert, and Retain can be divided into kerbside or roadside options which represent two fundamentally different design options: kerbside sees the cycleway situated between pedestrians and parked cars (passenger side); roadside sees the cycleway between parked cars (driver side) and moving traffic. Options A and Revert (including Option E) are roadside options and Options B, C, D and Retain (including Option F – no change to existing) are kerbside options.”

“To look at this overall general preference, Borda Counts were computed based on the total number of times combined each roadside and kerbside option was ranked as any rank. The results are shown below by area of residence, and connection to Island Bay.”





2.2 Qualitative Feedback

This section summarises the submitter feedback about design related aspects of the options. The qualitative feedback is separated into generic themes as follows:

Table 1: Qualitative Submission Feedback Themes

<p>Carriageway</p> <ul style="list-style-type: none"> • More traffic lane width • Removal of ghost markings • Car door buffer zones (both adjacent to cycle lanes and traffic lanes) • Desired slower travel speeds • Flush median space for flexibility to pass/manoeuvre • Speed humps in the village • Visibility at driveways, intersections and pedestrian crossings • Pedestrian crossing width
<p>Parking</p> <ul style="list-style-type: none"> • Car door buffer zones (both adjacent to cycle lanes and traffic lanes) • Raised kerb buffer to prevent vehicles parking across buffer or cycle lane • Retention of parking • Replacement of on-street parking lost from The Parade on adjacent streets • Commuter parking/park and ride in the residential area • Illegal parking behaviour – across driveways and exceedance of time limits within the business • Visibility at driveways • Parking and access to the medical centre • Enforcement
<p>Cycleway</p> <ul style="list-style-type: none"> • Separation/protection/safety • Encouraging uptake for “Interested but Concerned” user group • Continuity along cycle route • Separation from pedestrians • Best practice design • Tripping hazards • Height of facility • Car door zones • Vehicles blocking cycleway when exiting/entering driveways • Continuing the route north into the CBD, and south to the coast • Kerb design • Intersection treatment and visibility • Cyclist speeds • Priority at pedestrian crossings
<p>Footpath</p> <ul style="list-style-type: none"> • Accessibility for children, elderly, mobility impaired and for loading/unloading • Delineation/separation from cycleway • Safety of pedestrians • Tripping hazards • Widths • Business area outdoor dining

<p>Bus stops</p> <ul style="list-style-type: none"> • Option for cyclists to not bypass bus shelter if bus not present • Return of bus stops previously removed • Pedestrian conflict at bus bypass • Design of bus stops to allow buses to pull fully into stop without encroaching into adjacent traffic lane • Location of bus stops to prevent blocking traffic lanes • Clearance adjacent to bus stops to allow vehicles to pass without crossing centreline
<p>General Feedback</p> <ul style="list-style-type: none"> • Cost of options, including urban design and landscape • Alternative routes • Cycle safety programmes in schools • Safety statistics and reason for change • Education of users • Demarcation "colour" and extent of marking of cycleway • Lack of uptake of cycling • Visual pollution

2.3 Submissions

Submissions and feedback were also provided from the following organisations:

- Greater Wellington Regional Council
- Ascape Design Ltd
- Red Design Architects Ltd
- Living Streets Aotearoa
- Cycle Aware Wellington
- Island Bay Residents Association
- The New Zealand Tramways and Public Passenger Transport Employees Union – Wellington

The Island Bay Residents Association and business representatives also provided a requirements document, attached in Appendix A of this report. This IBRA submission was in support of the Option E proposal put forward by IBRA during the public consultation. Of the submissions received, this option was well supported.

Option E is a roadside cycleway configuration, the typical cross section of which has been interpreted from the IBRA submission and shown in Appendix A. Option E bears many similarities to Option A which was presented for public consultation, with the exception of the business area treatment. The Option E submission also contains a number of themes common to the wider consultation feedback.

Public feedback on Option E suggested a benefit of this option was its low cost, this opinion based on a cost estimate provided by IBRA. A rough order cost for construction of Option E has been estimated using the independent estimator cost information contained within the previous Design Report – The Parade Island Bay (July 2017). We note this is a relatively indicative basis of costing based on broad ratios of the original cost estimates for Option A. We would recommend an independent estimator price the alternative option specifically for a more refined estimate.

The estimated cost of Option E is \$3.8M. This cost estimate includes for landscaping items assumed in all other consultation options.

All the feedback received has been considered, and where considered appropriate incorporated in to the revised consultant design.

3. Policy Objectives

3.1 Cycling Policy

3.1.1 WCC Cycling Facility Guidance

The Island Bay Cycleway is one section of a cycle route within a wider future cycleway corridor between Island Bay and the CBD. This future cycleway corridor is part of a larger comprehensive cycle network outlined in various WCC strategy documents, including:

- Wellington City Council, Cycleways Programme Master Plan, September 2015
- Wellington City Council, Cycling Framework 2015

In late July 2017, WCC commenced work with the Berhampore, Newtown and Mt Cook communities to develop options for safer biking routes. These routes will be part of the Southern Connections corridor between Island Bay (at Dee Street) and Pukeahu National War Memorial Park/the Basin Reserve. This project is being funded as part of the Government's Urban Cycleways Programme. It is considered imperative that this project is progressed to provide the wider network connection to and from the Island Bay cycleway.

These two planning documents guide WCC's decisions around the implementation of a cycling network. The documents outline the four main types of cycleway facilities that will be created to make up the cycling network to better suit the diverse needs of current and potential cyclists and to motivate different groups to cycle more often. These facilities are:

- Quiet routes
- Shared vehicle/bike zones
- Protected bike lanes
- Alternative bike paths

The WCC strategy documents state that protected bike lanes will be used along main routes with high volumes of vehicles. The cycleway standard design guidelines and design principles for protected bike lanes are outlined in the documents as follows:

1. Level of Service – A-B depending on design.
2. We will provide a minimum of 1.5m wide for one direction, 2.2m wide is normally ideal.
3. For a two-directional lane, we will provide a minimum width of 2.5m.
4. We will most likely locate protected bike lanes by the kerbside, but separate from the footpath.
5. We will separate the bike lanes from moving traffic with some physical element (whether parking, planting, low kerb, hatched flush median with safe hit posts). This buffer space will be at least 0.6m wide and ideally 1.0-1.2m wide next to parking.
6. The operating speed for adjacent road may vary.
7. We are likely to use signals at intersections.
8. We will not use roundabouts on busy routes.
9. We will design side roads carefully to make sure people on bikes are safe from vehicle turning movements across protected lanes.
10. We will make sure good visibility is available for busy driveways.
11. We will provide bus stop bypasses where there are more than 4-6 buses per hour.
12. For two-way protected bike lanes on hills, we will provide greater separation between the directional lanes.

3.1.2 Austroads & NZ Transport Agency Cycling Facility Guidance

When planning a cycle route, it is essential to select the most appropriate facility for any given situation. Guidance on the various facilities that may be considered when designing for bicycles is given in:

- The NZ Transport Agency Cycle Network Guidance (CNG);
- The Austroads Guide to Traffic Management, Part 4: Network Management; and
- The Cycling Aspects of Austroads Guides document.

The following diagrams from the above guidance documents define the level of separation of cyclists and motor vehicles in terms of volumes and speed of motor vehicles along the road corridor. As traffic volumes and speeds vary along The Parade, the route has been divided into the following three sections:

- North: Dee Street to Avon Street
- Mid: Avon Street to Medway Street
- South: Medway Street to Reef Street

Recent traffic volume and motor vehicle speed statistics along each of these three sections of The Parade are plotted on the following figures from the above documents to indicate the facility recommendation for each section. Physical segregation or separate paths are recommended in all sections of The Parade.

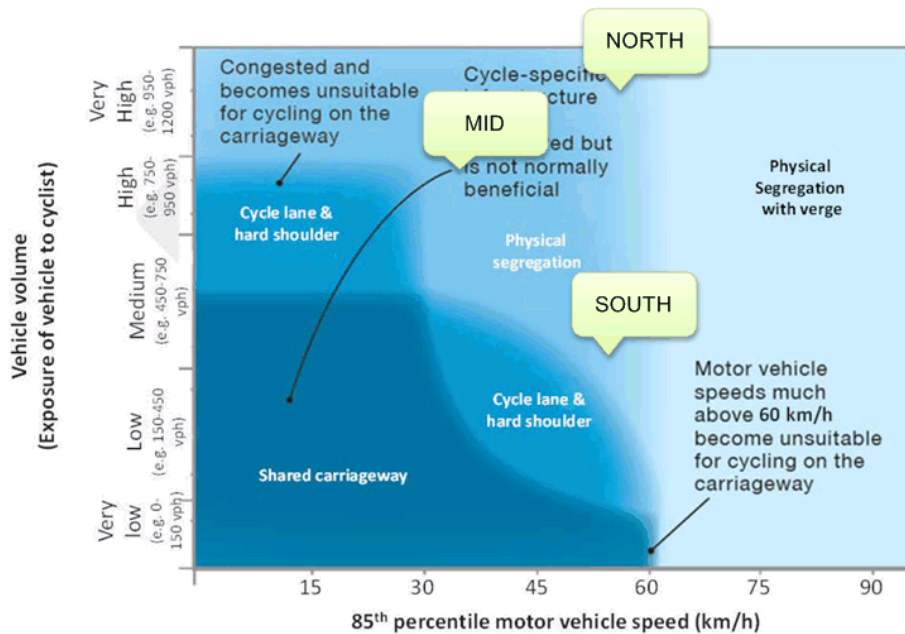


Figure 1: Cycling Aspects of Austroads guidance

Source: The Cycling Aspects of Austroads Guides

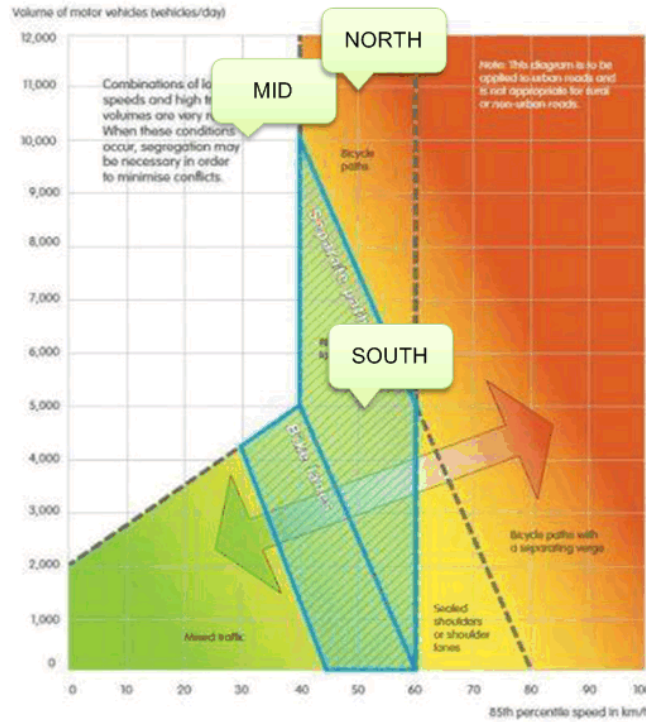


Figure 2: Austroads Guide to Traffic Management

Source: NZ Transport Agency National Cycle best Practice Review report

This guidance is important in the context of the concept design options consulted on. Option A, Option E and revert options with roadside cycle lanes on The Parade, would not adhere to the most recent recommended guidance above.

3.2 Parking Policy

Wellington City Council Parking Policy provides guidance on how the city will approach parking management. The document provides guidance for location-specific parking policy; The Parade would fall under suburban centre and residential on-street parking. For these types of locations, the Parking Policy defines a vacancy rate of 15% to be used as an indicator to measure the effectiveness of parking management in the area in order to support the retail and commercial sectors. This value is intended to be the average vacancy rate for an area and conforms to international best practice.

A parking survey was conducted in July 2017 to collect parking data for a section along The Parade that stretched from just north of Avon Street to south of Mersey Street. The study area also included side streets leading onto The Parade, including: Avon Street and Mersey Street between the Parade and Clyde Street; Medway Street and Mersey Street between The Parade and Derwent Street; and Derwent Street between Medway Street and Mersey Street. The data was separated into residential area parking demand and business area parking demand (including the shops at the intersection of Mersey Street and The Parade).

For the survey, parking data was collected between 7:00 am and 6:00 pm and included both weekday and weekend information. Table 2 outlines the parking vacancy rates for the study area. Table 3 provides an estimate of the parking vacancy rates of the recommended design (with a reduction in the on-street parking provision) using the survey parking demand results.

Table 2: Vacancy rate results from parking survey, July 2017

	Weekday			Weekend		
	Business Areas	Residential Areas	Total	Business Areas	Residential Areas	Total
Average Vacancy Rate	48%	37%	41%	45%	47%	46%
Peak Vacancy Rate	22%	15%	25%	11%	34%	31%

Table 3: Estimated parking vacancy rates of recommended design

	Weekday			Weekend		
	Business Areas	Residential Areas	Total	Business Areas	Residential Areas	Total
Average Vacancy Rate	49%	34%	39%	46%	44%	44%
Peak Vacancy Rate	24%	10%	23%	13%	30%	29%

The average vacancy rate of the recommended design falls well within the indicator average vacancy rate defined by WCC in the Parking Policy. The lowest vacancy rate, 34% for weekday residential, is more than twice that of the indicator rate of 15%.

3.3 Urban Cycleways Programme – Critical Components

Morrison Low issued a Review of Wellington City Council's Urban Cycleways Programme (UCP) in May 2016. During this review process, Morrison Low identified a number of key components that are crucial to the successful delivery of cycleway projects. It was recommended that each component be properly addressed to maintain public and political support and to achieve successful project outcomes. The critical components are outlined in Figure 3.



Figure 3: Components of the UCP Critical for Success

Of these components, the following were essential in T+T's design process to achieve the optimal outcome to meet the many needs of the public:

- Strategic alignment with planning and policy documents
- Community engagement and consultation, particularly the qualitative feedback received
- Design and planning based on best practice engineering and urban design guidance

4. Recommended Facility Type

4.1.1 Kerbside and Roadside Facilities Pros/Cons

Table 2 below gives a comparative pro and con analysis of the two cycle facility options.

Table 4: Comparative Analysis of Facility Type

	Separated Kerbside Cycleway	Roadside Cycleway
Pros	<ul style="list-style-type: none"> High degree of separation between cyclists and motor vehicles between intersections 	<ul style="list-style-type: none"> Potential to be installed with limited parking removal and increases drivers' ease of entering and leaving parked vehicles
	<ul style="list-style-type: none"> Gives interested but concerned cyclists a high level of perceived safety 	<ul style="list-style-type: none"> Cyclists able to overtake if no vehicles are in adjacent traffic lane
	<ul style="list-style-type: none"> Attracts a higher volume of cyclists 	<ul style="list-style-type: none"> Reduced pedestrian conflict
	<ul style="list-style-type: none"> Potential to attract a large proportion of enthused and confident cyclists 	<ul style="list-style-type: none"> Priority at intersections
	<ul style="list-style-type: none"> Effectively reduce the road-crossing distance for pedestrians, with demonstrated crash reduction for pedestrians 	
Cons	<ul style="list-style-type: none"> Can result in a higher crash rate at intersections 	<ul style="list-style-type: none"> May not provide enough comfort for most interested but concerned cyclists at higher traffic speeds and volumes.
	<ul style="list-style-type: none"> Pedestrians encroaching or crossing cycleway 	<ul style="list-style-type: none"> Bus stops may be regularly located at the kerb side, which interrupts the cycle lane and requires cyclists to go around buses and into the traffic lane, or buses to cross over the cycle lane to stop
	<ul style="list-style-type: none"> People placing rubbish bins on cycleway for collection 	<ul style="list-style-type: none"> People on bikes may still be hit by an opening car door when cycling in a cycle lane next to parking, particularly if a narrow lane is provided
	<ul style="list-style-type: none"> Current legal ambiguity relating to the give way requirements for separated cycleways at intersections 	<ul style="list-style-type: none"> Angle parking is not suitable next to a cycle lane unless there is extra clearance for parking manoeuvres



		<ul style="list-style-type: none"> Providing a cycle lane next to on-street parking increases the risk of a cyclist encountering (and therefore being hit by) a vehicle manoeuvring into or out of a parking space
		<ul style="list-style-type: none"> Lack of separation from moving traffic, increasing the likelihood and consequence of a cyclist crash

4.1.2 Love the Bay Community Design Objectives

Over the course of the first four Love the Bay workshops, a set of Design Objectives were developed by the community. These Design Objectives attached in Appendix D, were used by the community, and consultants to assess design options for their consistency with the community led objectives. The two types of cycleway facility, kerbside and roadside, have been assessed in terms of their contribution to achieving the community objectives in Table 3 below. A colour was given to the facility which was considered to better achieve each of the community design objectives. No colour is given where the two options are considered neutral in relation to the objective.

Table 5: Community Design Objectives

	Separated Kerbside Cycleway	Roadside Cycleway
The Parade is safe for all users	<ul style="list-style-type: none"> Clear physical separation of cyclists from traffic is well demonstrated internationally to improve midblock safety. Kerbside facility improves safety and perception of safety for cyclists of all ages (interested but concerned) Removes car door conflict with cyclists Can safely accommodate driveway access with improved visibility and traffic lane width 	<ul style="list-style-type: none"> No clear separation between cyclists and moving traffic, and vehicles crossing the cycle facility to manoeuvre into parking and bus stops increases crash risk and consequence/severity of cyclist injury Roadside cycle lanes behind angle parking is not suitable Less confident cyclists (interested but concerned) perceive roadside facility to be less safe Potential for car door conflict remains with cyclists between parked cars and moving traffic Reduces potential pedestrian/cyclist conflict on footpath side



	Separated Kerbside Cycleway	Roadside Cycleway
The layout is intuitive and easy to understand	<ul style="list-style-type: none"> • Traditional roadside type facility may be more intuitive for users based on historic city-wide facility implementation • Cycling masterplan outlines the objective to provide more separated facilities on main routes; in future a kerbside option is likely to be consistently applied across other main routes within the city • The current kerbside facility has been in place for some time now • Both options will have consistent road marking throughout the length of The Parade, and consistent intersection treatments and crossings clearly indicated and unambiguous for users to read and understand how to use 	
The Parade accommodates all current and future users	<ul style="list-style-type: none"> • Clear separation of elements encourage greater use of The Parade by all users • Footpaths able to remain adequate width to accommodate expected use • Traffic lanes able to accommodate larger vehicle movements • Faster cyclists can remain on-road if they choose • Kerbside option can be implemented and retain the majority of business parking • Rubbish collection, vehicles can position without blocking cycle lane 	<ul style="list-style-type: none"> • Roadside cycleway less effective at attracting interested but concerned cyclists, those users likely to use pedestrian space • Roadside option has same footpath width as kerbside option • Bus stops likely to inhibit the flow of cyclists when bus pulling in to stop • Roadside option unlikely to be as effective in contributing to uptake of cycling as attractive option for minimising impact of population growth (increased traffic) on transport network • Roadside option is likely to require loss of angle parking within the business zone
The visual environment is cohesive and clean	<ul style="list-style-type: none"> • The Parade will remain open and spacious in both options. Parked vehicles and the cycle facility occupy the same space within the carriageway (just reversed in their specific location), the only difference being a visual narrowing of the traffic lane space, with consequential increase in open space on the kerbside of parked vehicles and vice versa between options • Both options will incorporate simple and clean, self-explaining layouts that do not need additional markings and signs to inform users of how to use • Business and other amenities remain as visible in both options • Intersections and marking designs in both options will conform to normal traffic control rules • Urban and landscape treatments in both options can protect and enhance natural elements and provide opportunity to celebrate history and identity 	



	Separated Kerbside Cycleway	Roadside Cycleway
Central Island Bay is a pleasant, welcoming destination	<ul style="list-style-type: none"> • Both options propose urban and landscape improvements aimed to improve the public space, including parking for bikes and scooters • The intention with the kerbside option is to maintain the existing kerbside parking provision within the business area • Kerbside option is more likely to encourage uptake of cycling to the village to shop locally • Kerbside option provides easier transition from cycleway to village for cycles • Kerbside option reduces effective road width for pedestrians to cross at crossing points 	<ul style="list-style-type: none"> • Both options propose urban and landscape improvements aimed to improve the public space, including parking for bikes and scooters • The roadside option is likely to result in the loss of angle parking within the business zone to meet best practice design • Roadside option is less likely to encourage uptake of interested but concerned cyclists to travel by bike to the village

4.1.3 Recommended Facility

It is clear from the quantitative feedback that there is a general preference split between Island Bay and non-Island Bay residents: roadside options as a whole are preferred by residents and kerbside options as a whole are preferred by people living in other communities.

The WCC cycling policy and framework set out objectives for cycling uptake, providing safe and well connected cycling networks to better suit the diverse needs of current and potential cyclists and to motivate different groups to cycle more often. The WCC strategy documents state that protected bike lanes will be used along main routes with high volumes of vehicles.

The NZ Transport Agency Cycle Network Guidance, which also refers to the Austroads guidelines, recommends protected kerbside bike lanes along the entire length of The Parade. A consistent, continuous, convenient network of best practice cycling infrastructure would improve both actual and perceived safety.

Our assessment of the two different facility types shows how we consider each of the two facilities contributes to achieving the community design objectives. This assessment concludes that on balance, the kerbside option best achieves the outcomes sought by the community design objectives.

Our recommendation for a separated kerbside cycleway therefore reflects the aim to best achieve policy objectives of the WCC cycling framework and masterplan, the community objectives, safe system practices, and best practice design guidance for cycling facilities in this road environment. The design complies with WCC's design principle to most likely locate protected bike lanes by the kerbside

and to provide a physical element between the bike lanes and moving traffic (i.e. 2.0 m wide parallel parking).

The Parade is used by many different people, with many needs and using all different modes of transport. Aspects of feedback raised by residents who supported a roadside option, which are not directly cycleway related, remain valid and where appropriate have been adopted in the recommended separated kerbside cycleway design presented in this report.

5. Key Design Themes

5.1 Design Considerations

The key design themes outlined in the terms of reference, and other relevant design advice and feedback from public consultation are summarised below:

- **Widen the road lanes**

Traffic lane widths typically fall within the range of 3.0m to 3.5m. Lane widths of 3.0m are typically the narrowest acceptable on central city roads. The current cycleway layout has 3.0m wide traffic lanes.

Traffic data obtained from WCC shows the current cycleway layout, with its narrowing of the traffic lane widths has reduced the 85th percentile speeds **to the posted speed limits**. Slower speed environments have a positive effect on pedestrian and cyclist safety. Wider traffic lane widths are known to contribute to general increases in traffic speeds. The risk with increasing traffic lane widths is that traffic speeds along The Parade will increase above the posted limit once more. This would have an impact on cyclist safety and comfort in all options, but in particular the roadside cycle lane options such as Option A or Option E which place the rider adjacent to moving traffic with no physical separation or protection. With a protected kerbside cycleway, the separation from vehicles along the mid-block increases user safety, however the intersections remain the key locations for speed management for these options.

The separated kerbside cycleway option recommends widening the road lanes back to 3.5m within the residential area, for a practical comparison, returning to the useable through lane width previously enjoyed in the section between Humber and Medway Street, albeit without the central flush median.

The increase in traffic lane widths will ease other potential safety and operational concerns noted from the public feedback including:

- Large commercial vehicle and bus manoeuvring (particularly at the bend south of Medway Street);
- Manoeuvring out of driveways; and
- Drivers opening doors into the path of moving traffic to enter/exit vehicles.

Appendix C shows a design passenger vehicle exiting left out of a residential driveway with 3.5m traffic lanes adjacent to a parking space. This shows that the increase in traffic lane width will mitigate the issue of vehicles crossing the centreline to leave the driveway.

With any increase in traffic lane width, it is recommended that traffic speeds are monitored, enforced, managed and driver awareness of speed is increased in order to create a forgiving road system, particularly for the more vulnerable road users. Raised pedestrian crossings are proposed to be retained in the village, raised tables are effective in slowing vehicle speeds on approach to the side road intersections, and the effectiveness of the speed cushions reviewed before a decision is made on the wider speed environment controls in the final design.

- **Removal of ghost markings**

Re-sealing of the length of The Parade is proposed. This will remove the existing ghost markings as well as any further redundant markings. This item contributes a large proportion of the project costs, estimated to be in the order of \$800,000 to \$1M.

- **Flush median**

Flush medians are used to segregate traffic while still allowing vehicles the ability to turn right into side streets and properties without slowing the flow of vehicles. The drawback of flush medians is that they can often lead to higher speeds as the effect of side friction is no longer present and as such careful consideration of the net benefit is required. The width of a flush median is dependent on the environment in which it is to be used. The minimum effective width of a flush median to remove turning traffic from through traffic lanes is **2.0 m**. This will accommodate a 99 percentile car, (width 1.94 m) but not a truck (width **2.5 m**, the legal maximum vehicle width).

For its intended purpose, installation of a flush median of less than 2.0m width is not recommended. A width less than this is likely to contribute to undertaking manoeuvres which within the space available could result in side swipe crashes and vehicle damage. Installation of a 2.0m flush median will have a significant impact on reducing the footpath to a less than desirable width along The Parade, particularly adjacent to bus stops. Concerns with large reductions in footpath width were noted from the public feedback. Additional width has been added to the traffic lanes (to 3.5m) in our recommended option. We do not recommend inclusion of a flush median due to the potential impact on safety, increasing vehicle speeds and reducing footpath widths.

- **Pedestrian crossing width**

The recommended kerbside cycleway option, with kerb separation adjacent to parked cars, reduces the total width a pedestrian has to cross the vehicle lanes.

- **Develop flexible parking controls**

Any proposal to encroach on the minimum 3m driveway setback departs from the local New Zealand design guidance for visibility to the cycleway at driveways and a key recommendation in the Road Safety Audit undertaken for the Island Bay Cycleway. The likelihood (or frequency) of vehicles and pedestrians not seeing cyclists will increase with a reduction in this 3m setback. Visibility of cyclists at driveways is a key safety concern within the public feedback on the kerbside cycleway design.

We understand that the WCC has previously worked with individual residents to resolve issues over driveway access. In Christchurch, a similar approach has been taken. Where this 3m setback guidance has not been fully implemented on some driveways on the Colombo Street separated cycleway project, staff had a safety review undertaken by two external experts. Exceptions to the guide were proposed if the review agreed that the changes are acceptable and do not compromise the cycleway from a safety or service perspective.

Removal of delineated car parking can in some instances lead to an increase in the number of cars able to physically park within an area. Issues can arise however, drivers parking with large gaps between vehicles can prevent the space being used to its full potential, reducing the number of vehicles able to park. Issues with vehicles parking over driveways can also result from this approach.

We do not have a fixed opinion on which delineation option is best. We do however recommend that the driveway setbacks are maintained at a minimum of 3m, and the intersection setback maintained at 30m for parking. This may require the end of the length of parking space between driveways to be delineated and enforced. We note that the presence of driveways and not the 30m intersection setback is the governing factor preventing parking close to intersections on a number of occasions along The Parade.

Should WCC consider any potential relaxation of parking setbacks, this we consider should be supported by a safety review agreeing the changes are acceptable and do not compromise the cycleway from a safety or service perspective, nor impact on the safety and ability of vehicles to exit driveways without crossing the centreline. The review should also consider the estimated parking vacancy rate of the recommended design from Table 3 above, which does not indicate an issue with the parking availability in these areas should a reduction occur to achieve the recommended setbacks.

The recommended option also intends to maintain the number of existing kerbside parking spaces between Medway Street and Avon Street within the business area. This objective would need to be confirmed through further detailed design.

- **Parking and access to the medical centre**

There was significant public feedback regarding the current layout of parking outside the medical centre. Angle parking is proposed to be reinstated outside the medical centre.

- **Increase on-street parking on surrounding streets**

We have considered increasing parking on side streets and have identified three streets that could potentially accommodate an increase in on-street parking. Additional parking in Mersey Street could be provided with removal of the flush median and conversion of the remaining parallel parking spaces to angle spaces. In Medway Street angle parking on the north side could also be provided with a 30 deg angle design. Derwent Street could accommodate additional angle parking on the eastern side.

These options could be developed further during detailed design, with monitoring of the future parking demand on The Parade used to inform WCC whether to pursue these options.

- **Business zone parking and footpath dining opportunities**

There is the potential for the loss of 1-2 car park spaces within the business area. The intention is to maintain the existing kerbside parking provision between Medway Street and Avon within the business area. This objective would need to be confirmed through further detailed design.

A change in the angle of the nose-in parking spaces will potentially add some 1.2m to the proposed west side footpath width in this option, enabling business to retain outdoor dining space.

- **Separated cycleway design**

The WCC strategy documents state that protected bike lanes will be used along main routes with high volumes of vehicles. A separated cycleway will provide a high degree of separation between motor vehicles and cyclists in locations between intersections, which gives interested but concerned cyclists a high level of perceived safety and thus attracts higher volumes of cyclists. This fulfils the key objectives of the WCC cycling policy framework and masterplan.

The height of the cycleway and the cycle lane buffer zone were strongly supported aspects of safety for cyclists and pedestrians from the public feedback. The raised cycleway was seen to provide better visibility of cyclists and be the most effective option to increase cycling uptake with the "Interested but concerned" user group.

We support a raised kerbside cycleway option with the following design detail recommendations:

- Vertical separation between the cycleway and road, and the cycleway and pedestrian footpath is recommended to clearly define the separation of user facilities, and to discourage inadvertent pedestrian encroachment into the cycleway;
- The kerb between the cycleway and pedestrian footpath is well delineated with appropriate height, colour and material contrast to assist the visually and mobility impaired and reduce or remove any tripping hazard to pedestrians;
- The design of the kerb face is also forgiving to ensure the safety of cyclists in the event a cyclist has to mount the kerb to avoid a hazard

Of the kerbside options, the raised kerbside cycleway has been referenced in the public feedback as preferable in terms of comfort and ease of loading/unloading goods and children from vehicles.

Colour is important to differentiate between the pedestrian footpath and cycleway, and to also define the presence and location of cyclists to approaching drivers within the road at intersections. We recommend the cycleway has a consistent application of coloured surface along its full length. This is supported by public feedback.

In addition, feedback received has enquired about the use of a different colour cycleway surface. Green cycleway surfacing is universally applied to on-road cycling facilities within New Zealand, and is consistent with all applications within the Wellington region. However there is no legal restriction on the use of a different colour. We understand there has been some interest in themed cycleway routes within the city represented by different coloured cycleway surfaces. The consistency issue is one WCC must consider when assessing different coloured surface options, also bearing in mind the visual amenity and longevity of different colours. We see no barrier to WCC considering a different coloured surface to the standard green, but consideration of education and marketing of the route and colour as part of a wider network theme rather than a one-off treatment for The Parade is recommended.

- **Widths of footpath and cycle lane buffer zone**

The typical cross section in Appendix B shows the recommended footpath and cycleway buffer zone widths. We recommend the following dimensions:

- Footpath – Minimum of 2.0m. The NZ Transport Agency Pedestrian Planning Guide recommends a minimum footpath width of 1.8m. The WCC Code of Practice for Land Development requires a minimum footpath width of 2.0m for a Principal Road such as The Parade. Wider footpath widths of up to 3.5m are recommended in suburban shopping centres. The footpath widths proposed achieve the minimums recommended for the typical pedestrian and vehicle flow conditions on The Parade.
- Cycleway buffer zone – 0.9m. The WCC Cycling Framework states a minimum requirement of 0.6m, with a desirable width of 1.0-1.2m adjacent to parking. The 0.9m width is only a minor departure from the desired 1.0m width from the Cycling Framework, and would provide adequate width for a fully open car door based on measurements of a range of vehicles, as well as provision for rubbish/recycling collection.

- **Location of pedestrian crossings**

The pedestrian crossing by The Empire Theatre has been retained in its current location. The safe walk to school crossing has been moved south, with a relocation of the bus stop and kerbside parking resulting. The pedestrian crossing at Humber Street will be reviewed during detailed design.

- **Intersection configuration**

Two potential intersection configurations have been produced. These are an interim solution, and a long-term option treatment. These are attached in Appendix B.

The long-term intersection option treatment would not be possible with cyclist's priority across the intersection under current traffic rules and legislation; cyclists must give way to vehicles. This type of

treatment has been implemented in Nelson, requiring cyclists to give-way to vehicles at intersections, which has drawn criticism for the lower Level of Service for cyclists.



Figure 4: Long Term Intersection Treatment Option

This treatment would be more attractive and consistent for cyclists with a change in the legislation. The NZTA National Cycling Team have commenced a submission for this change, with an indicative timeframe of 18 months until enabling legislation is available to WCC.

The raised tables are effective in slowing vehicle speeds on approach to the side road intersections where pedestrian and cyclist safety can be improved and the incidence and severity of crashes are reduced. The raised tables will also reduce the actual and perceived risk, and improve comfort for active road users to encourage the uptake of these modes of travel.

In the interim, the options to treat the intersection are:

- In anticipation of the legislation change, design and construct the intersection kerb lines and raised table as above, but transition the cyclists to a roadside cycle lane, at road level through the intersection as shown in Figure 1 in Appendix B. This would require minor road marking changes after the legislation was available to transition to the long-term option. Depending on design and construction timeframes, and the progress of the legislation, the marking may be able to proceed straight to the long-term option before the completion of construction, without the need for an interim solution.

- ***Continuation of the route north to the CBD to provide a connected network***

It is recommended WCC progress the Southern Connections project to provide a connected cycleway route from Island Bay to Pukeahu – National War Memorial Park.

- **Bus stop bypass and shelter location**

Public feedback indicates some people are concerned with pedestrian safety on the bus bypass system currently installed on The Parade.

Factors contributing to the current issues at some select locations relate to the difficulty differentiating between footpath and cycle bypass, with a lack of cycleway colouring, surface treatment and a narrow footpath width.

Greater Wellington Regional Council have provided the following comments relating to bus shelter layout and location, which we concur with:

“As to layout, we’ve always supported the intent of the layout that has cyclists to the rear of the bus stop and shelter. This follows best practice though we’d always remind any designers of the need to manage the interaction and safety of passengers disembarking or getting on a bus as well as the general pedestrian / cyclist interaction in this space constrained area. This is likely to be more of an issue if the shelter is sited at the rear of the footway whereby the cycle path runs through the stop area. This is the less ideal option and seems to offer greater opportunity for potential conflict but with less opportunity to manage the shared environment.”

We recommend that bus stops with identified issues of a lack of footpath width and delineation are remedied in the final design solution.

- **Review bus stop location**

Relocation of the following bus stops are proposed:

- Relocating the current stop from 88 The Parade to 64 The Parade near Tamar St
- Relocating the current stop from 101 The Parade to 73 Parade near Tamar St
- Relocating the current stop on the west side of The Parade at Humber Street across to the departure side (north side) of the intersection

The relocation of bus stops has also been in order to mitigate the issue of a stopped bus blocking the movement of traffic within the traffic lane.



5.2 Summary of Design Refinements from Public Feedback

Table 6: Design Refinement

Feedback Item Included in Recommended Design
Traffic lanes increase to 3.5m wide in the residential areas
A minimum footpath width of 2.0m is recommended
A full reseal of The Parade is proposed to remove ghost markings
Individual parallel parking spaces along the residential section of The Parade will not be marked/delineated in this option
Angle parking is proposed to be reinstated outside the medical centre
Three streets that could potentially accommodate an increase in on-street parking have been identified for further investigation
The option also aims to maintain the existing kerbside parking provision between Medway Street and Avon within the business area. This objective would need to be confirmed through further detailed design
Within the business area, the west side pedestrian footpath is proposed to be 4.6m in width, in order to maintain as far as practicable the outdoor dining space for local businesses
Relocation of the following bus stops are proposed: <ul style="list-style-type: none"> • Relocating the current stop from 88 The Parade to 64 The Parade near Tamar St • Relocating the current stop from 101 The Parade to 73 Parade near Tamar St • Relocating the current stop on the west side of The Parade at Humber Street across to the departure side (north side) of the intersection
The pedestrian crossing by The Empire Theatre has been retained in its current location. The safe walk to school crossing has been moved south, with a relocation of the bus stop and kerbside parking resulting. The pedestrian crossing at Humber Street will be reviewed during detailed design
The recommended option provides a 1.5m wide separated kerbside cycleway, with the cycleway above road level. Colour options are to be investigated for marking the cycleway surface. A vertical kerb is proposed to separate parked vehicles from the cycleway, with a car door buffer zone of 900mm width adjacent to parallel parked vehicles.
Driveway setbacks for parking are maintained at 3m, and the intersection setback for parking maintained at 30m. Any potential relaxation of the recommended parking setbacks must be supported by a safety review at the design stage.
Vertical separation between the cycleway and road, and the cycleway and pedestrian footpath is recommended to clearly define the separation of user facilities, and to discourage inadvertent pedestrian encroachment into the cycleway.

The kerb between the cycleway and pedestrian footpath is recommended to be well delineated with appropriate height, colour and material contrast to assist the visually and mobility impaired and reduce or remove any tripping hazard to pedestrians.

The design of the kerb face is also recommended to be forgiving to ensure the safety of cyclists in the event a cyclist has to mount the kerb to avoid a hazard

The landscape and urban design treatment options are recommended to remain in the project design, with the aim to improve the amenity and quality of public space along the length of the Parade.

6. Summary of Recommended Design Proposal

From the information received from WCC, the recommended design proposal option presented largely reflects a hybrid or combination of Options C (residential section) and Option D (business section) with some amended design elements and cross section dimensions.

The recommended option provides a 1.5m wide separated kerbside cycleway, with the cycleway above road level. A kerb will separate the cycleway vertically from the roadway, and a horizontal buffer space separating the cycleway from the adjacent parking door zone is provided by a kerbside safety strip of 0.9m in width (0.6m on the western side in the business zone).

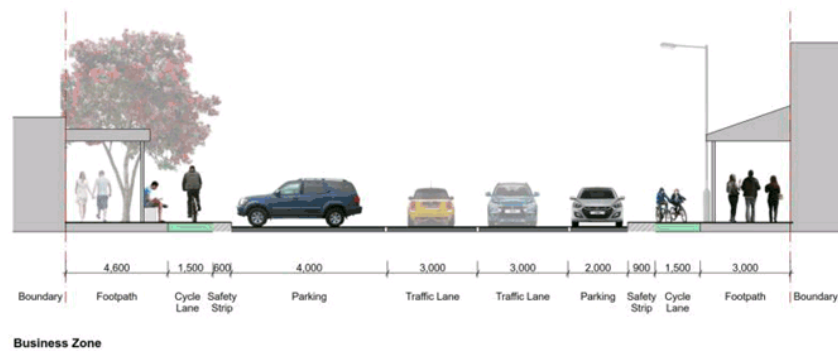
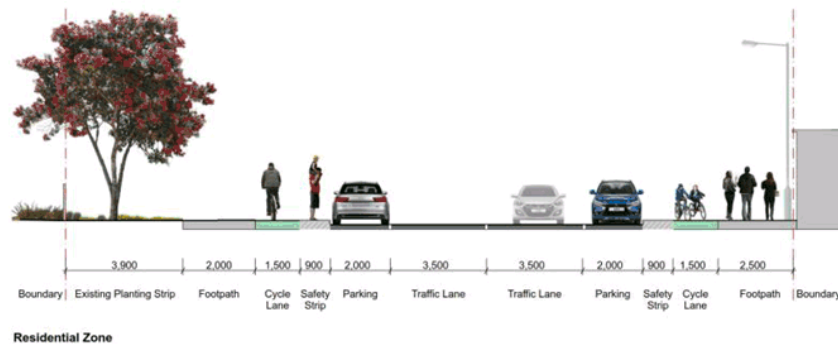
Individual parallel parking spaces along the residential section of The Parade will not be marked/delineated in this option. Instead, clear space for vehicles to park kerbside will be provided with minimal yellow no-stopping lines and end space markings. We do however recommend that the driveway setbacks are maintained at 3m, the intersection setback for parking maintained at 30m. We consider any potential relaxation of the recommended parking setbacks should be supported by a safety review at the design stage, agreeing the changes are acceptable and do not compromise the cycleway from a safety or service perspective, nor impact on the safety and ability of vehicles to exit driveways without crossing the centreline.

The option also aims to maintain the existing kerbside parking provision between Medway Street and Avon within the business area. This objective would need to be confirmed through further detailed design. Traffic lanes within the business area would be 3.0m in width, wider 3.5m traffic lanes are provided in the residential area. No flush median is proposed.

The footpath width is proposed to be a minimum of 2.0m in the residential area. Within the business area, the west side pedestrian footpath is proposed to be 4.6m in width, in order to maintain as far as practicable the outdoor dining space for local businesses.

Other generic design elements that are proposed are listed in the Section above.

The typical cross section, plan views and intersection treatment options are shown in Appendix B.



TYPICAL SECTION - CONSULTANT'S RECOMMENDED DESIGN

Island Bay : The Parade

Figure 5: Consultants Recommended Typical Cross Section



Figure 6: Artists Impression – Residential Zone



Figure 7: Artists Impression - Business Zone

7. Landscape and Urban Design

Following feedback from the Love the Bay engagement around community ownership of the project, the proposals for reconfiguration of The Parade encompassed a broader urban design approach, and reflect the need to consider Council's urban design strategies, plans and guidelines.

From a Landscape and Urban Design perspective, the treatment options aim to improve the amenity and quality of public space along the length of the Parade. This broader urban design approach has largely been lost in the detail of the public engagement, which is potentially a function of the largely cycleway focused debate. There was limited feedback on the urban and landscape design assumptions, a lack of understanding how these elements contributed to the cost of options, and conversely little desire to spend public funds on non-cycleway related items.

It is recommended that wider urban and landscape treatments remain part of the project. These elements will contribute significantly to final amenity of the street and improve community ownership, place making and safety outcomes for not only the cycleway, but also the community of Island Bay.

8. Rough Order Cost Estimate

A rough order cost for construction of the alternative concept design option has been estimated. This cost has been estimated using the cost information contained within the previous Design Report – The Parade Island Bay (July 2017). Note this is an indicative basis of costing based on broad ratios of the original cost estimates. We would recommend an independent estimator price the alternative option specifically for a more refined estimate.

Table 7: Rough Order Cost Estimate

	Roading & Civil	Landscaping	Total
Recommended Option			
Residential Zone	\$3.2M	\$0.5M	\$3.7M
Business Zone	\$0.7M	\$0.5M	\$1.2M
Subtotal	\$3.9M	\$1.0M	\$4.9M
Contingency (25%)			\$1.2M
Total Estimate (excl. GST)			\$6.1M

The rough order cost estimate of the alternative option is in the order of \$6.1M (excl GST). This estimate includes urban and landscape treatments and a 25% contingency.

Value engineering is recommended to identify potential cost savings. These items could include, but are not limited to:

- Removal of the proposed rain gardens (water sensitive urban design);
- Removal of the proposed upgrades to the Reef Street and Dee Street intersections. We do however note the advice in our initial design report related to the roundabout intersection treatment for Dee Street. Review of this intersection and connections north to the proposed Southern cycle study are still recommended;
- Replace the asphalt road re-surfacing material with a lower cost option of chip seal or slurry seal. WCC should consider the trade off with amenity, road noise and whole of life cost implications for these alternatives.

There are other potential opportunities to refine the design budget though detailed design, however we have not included any additional value items at this time in order to avoid a noticeable effect on quality and finish of outcome (and perceived value).

Construction costs need to be recalculated once detailed design is completed on the preferred option.



Appendix A – Option E Concept Design & Description

Option E

1. Reseal the parade approx. cost \$280,000 based on Council figures for 2016 where they spent \$9.5 million resealing 68 km of road.
2. Move the bus stops back to where they were, this involve breaking up the kerb extensions the Council put on and re-kerbing approximately 0.5 km of the parade.
3. Put unmarked car parking back against the kerb, no markings equate to more carparks.
4. Clearly paint using green or another colour a cycleway on the roadside of parked cars, increasing the width by 0.5 m from the original cycleway design.
5. In the shopping centre, retain the current shared space and carparks.
6. Look at reducing the speed limit along the parade.
7. Remove the speed humps around the shopping centre and lower the height of the pedestrian crossings.
8. Retain pedestrian crossings on the parade.
9. To be confirmed but an indicative costing would be no more than \$750, 000.

Option E: IBRA and Business Representatives Requirements

The Carriageway:

1. The minimum width of the carriageway for vehicles must be 3.5 meters each side. This excludes the cycleway.
2. The centre median strip shall be painted only - not raised and no plants or planter boxes of any sort'.
3. The Carriageway will be resealed from kerb to kerb. Footpaths only need to be resealed where specific changes are required e.g. the removal of the bus bypasses as noted below.
4. All speed humps will be removed.
5. Dee Street roundabout to be retained.
6. Optional - Visibility for traffic emerging from Reef Street onto The Parade needs to be improved. Suggested options to be considered for this are:
 - a. A roundabout similar to the Dee Street roundabout i.e. a "flat" roundabout that will still allow bus turnaround;
 - b. Removing a small portion of the corner of Shorland Park and some of the trees on that corner

Look and Feel of The Parade:

1. Visual clutter is to be kept to a bare minimum, this includes
 - a. No Bollards
 - b. No Ghost markings
 - c. Road markings and signage kept to a minimum
2. No Rain Gardens or any other Landscape Planting to be added in along The Parade.
3. No Raised Platforms to be included in the design.
4. Any plantings on Roundabouts be kept to low plants to avoid visibility issues.

Car parks:

1. Car parks are not to be marked on the carriageway along The Parade- other than in the shopping centre.
2. All carparks are to be kerbside.
3. All carparks that have previously been removed from anywhere along The Parade, including outside Dairy's and Businesses are to be reinstated.
4. Angle parking to be reinstated outside the Island Bay Medical Centre and Brew'd.

Bus stops:

1. All bypasses around the back of bus stops to be removed.
2. Bus stops to be moved back from the carriage way – i.e as they were prior to the current cycleway construction.

All bus stops removed or moved during the construction of the current cycleway to be reinstated – including Tamar and Avon Street bus stops.

Cycleway:

1. The cycle lane will be on the carriageway side of the parked cars, not kerbside.
2. The cycle lane will be .5 of a metre wider than the original (not the current) cycleway.

Meeting with Tonkin and Taylor, WCC, IBRA and Business Representatives Friday 25 August 2017

3. Can be painted, preferably not green.
4. Within the shopping area the current shared space is to be retained.

Shopping centre:

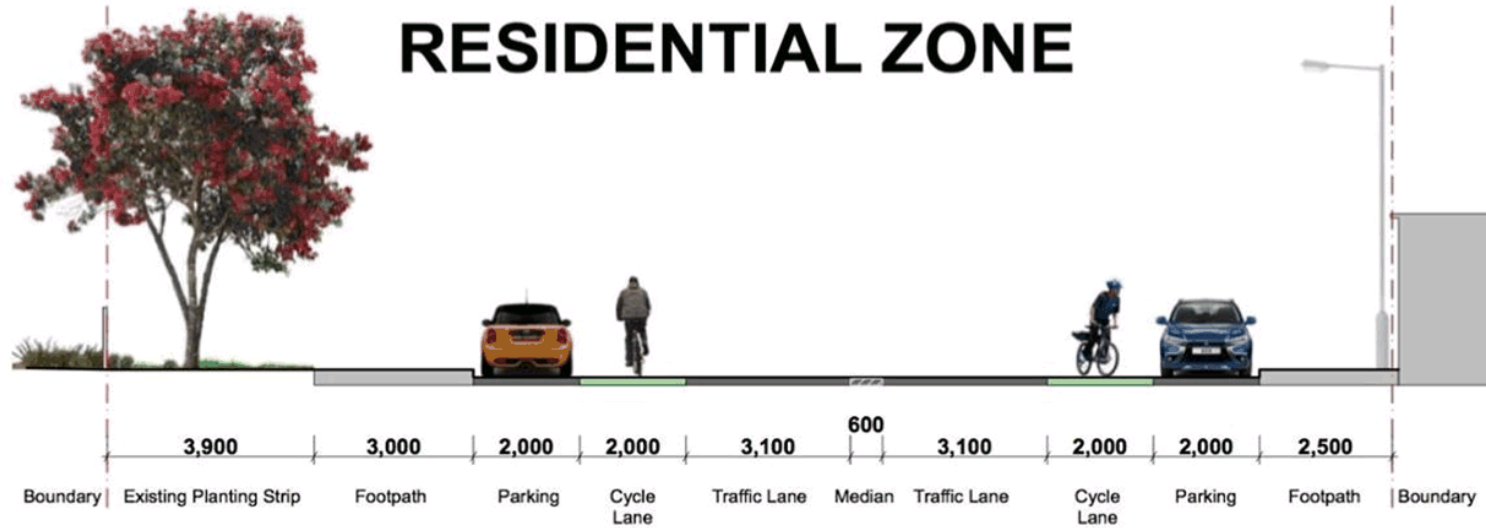
1. To be left as it currently is other than:
 - a. The removal of speed humps.
 - b. The lowering of pedestrian crossings.

Pedestrian crossings:

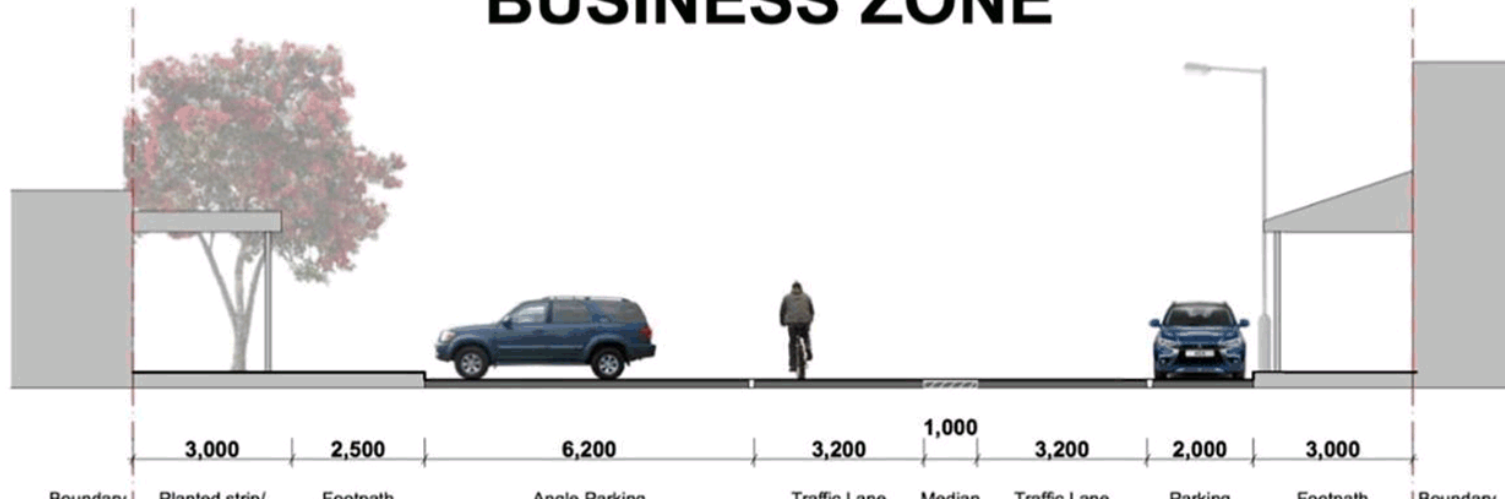
1. All crossings other than two in the shopping centre to have a refuge in the middle of the road, otherwise continuous, i.e. not two stage for cars and cyclists.
2. Crossing at Dee Street to be moved approx. 50 metres south.
3. Crossing at Humber Street to be moved approx. 20 metres south.
4. Crossing by the Empire to remain in current position.
5. Safe walk to school crossing to be moved south, taking into account
 - a. Reinstatement of parking outside of Dairy's
 - b. Bus stops
 - c. Churches and Clubs.

Meeting with Tonkin and Taylor, WCC, IBRA and Business Representatives Friday 25 August 2017

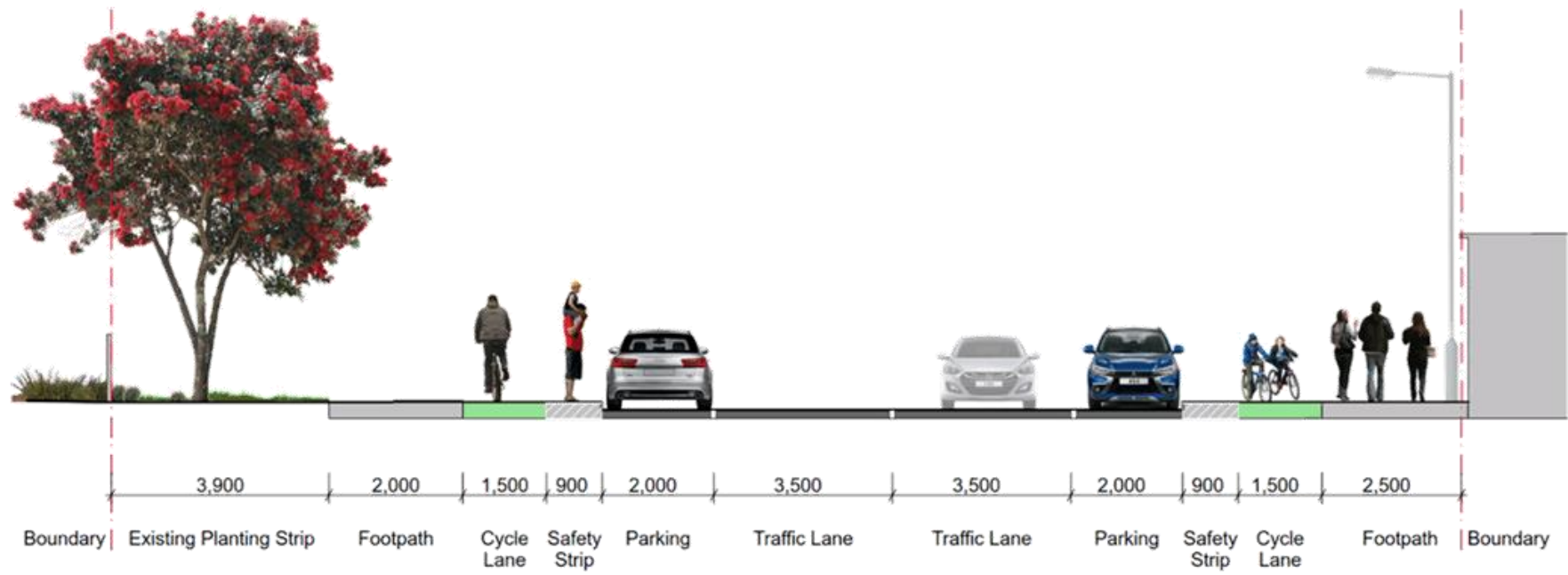
OPTION E RESIDENTIAL ZONE



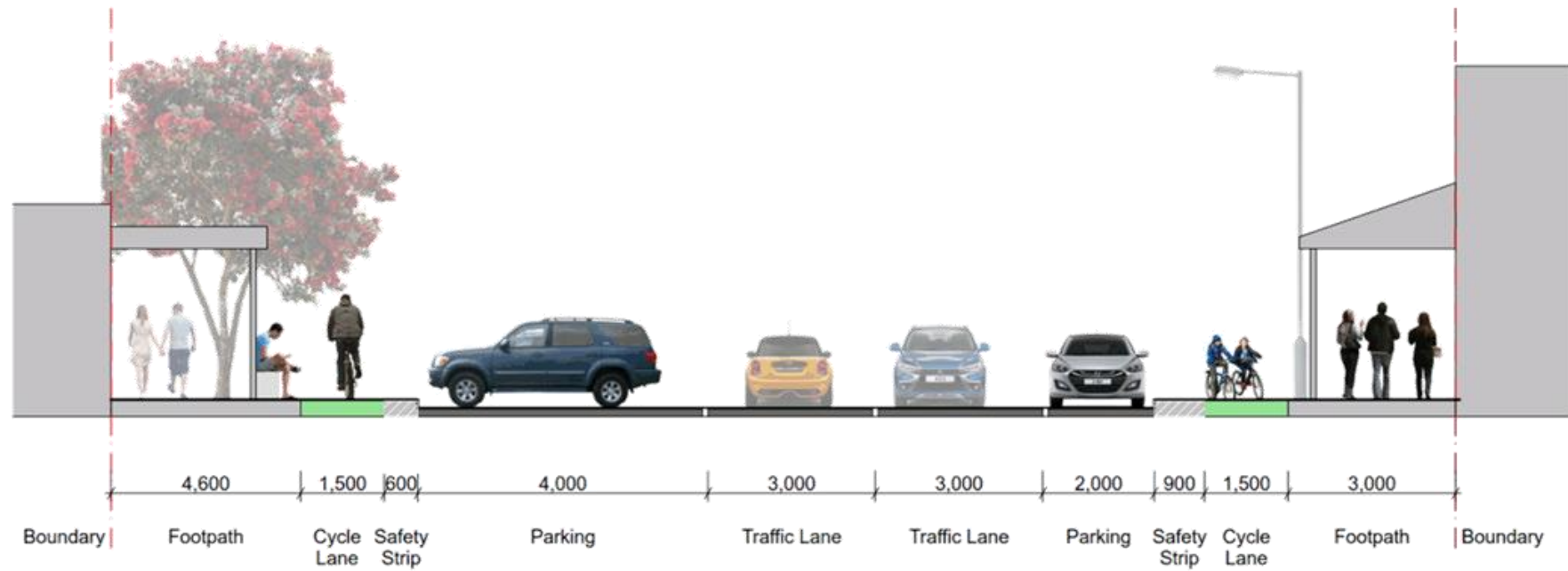
BUSINESS ZONE



Appendix B – Final Recommended Concept Design
Option Plans

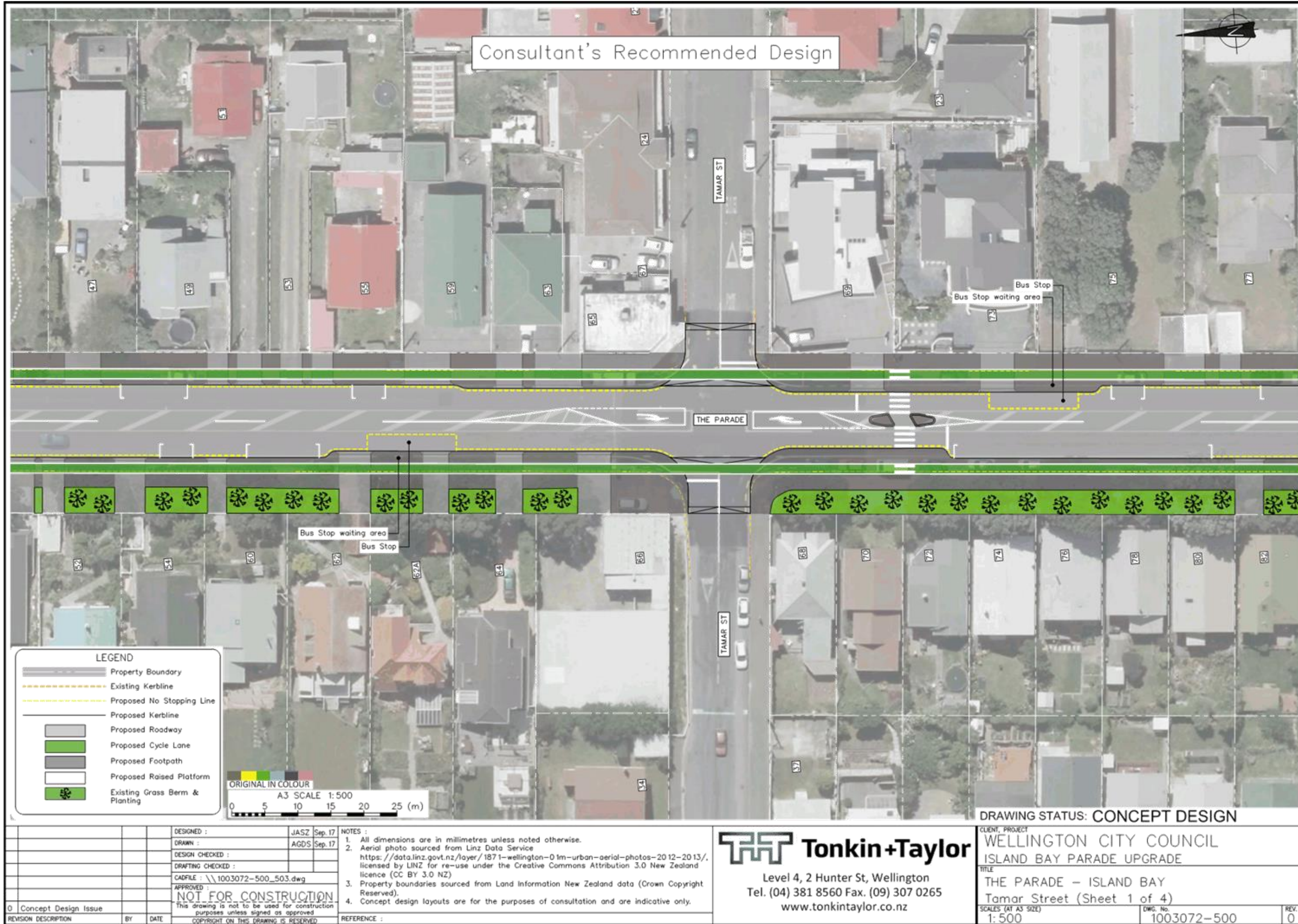


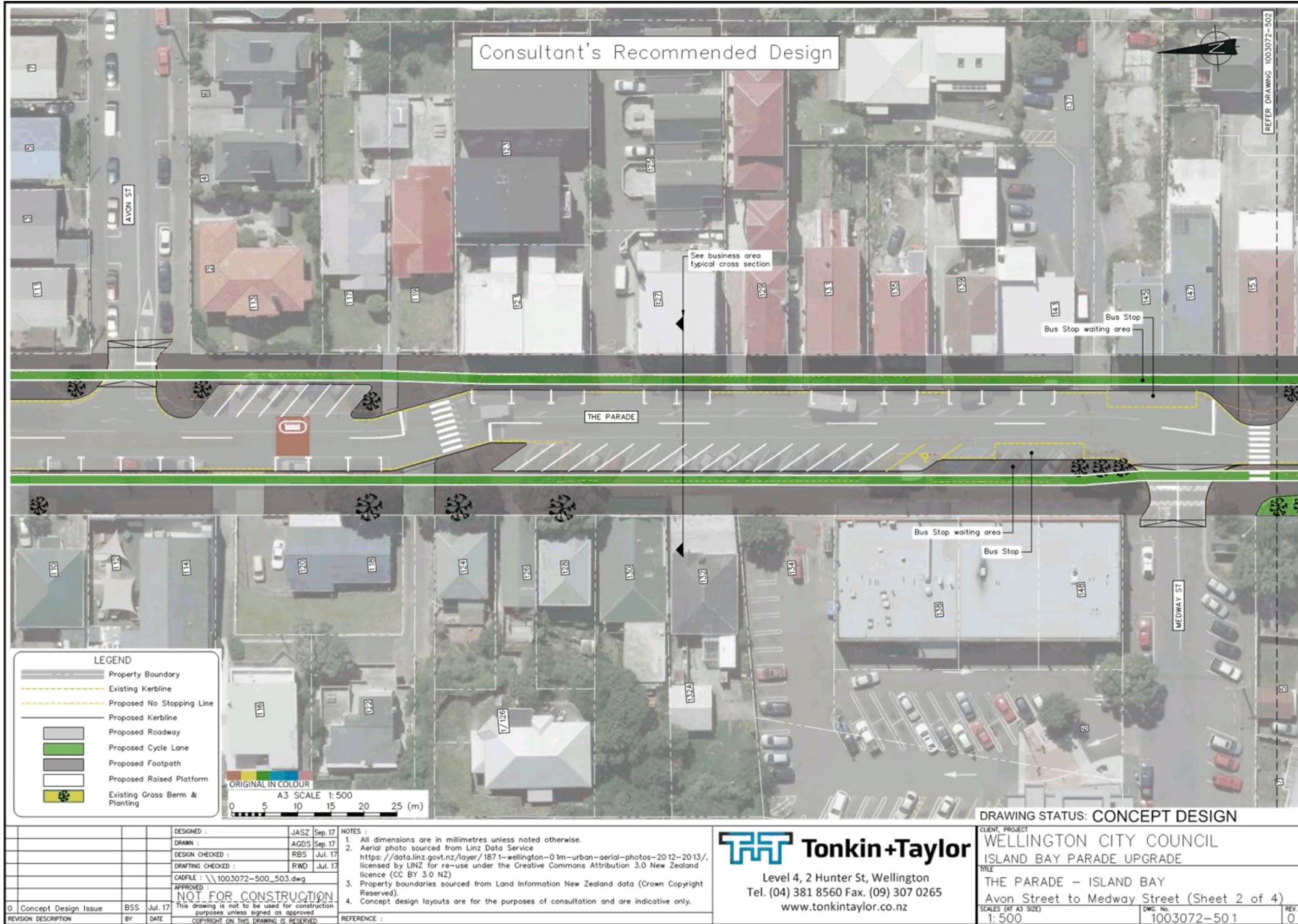
Residential Zone



Business Zone

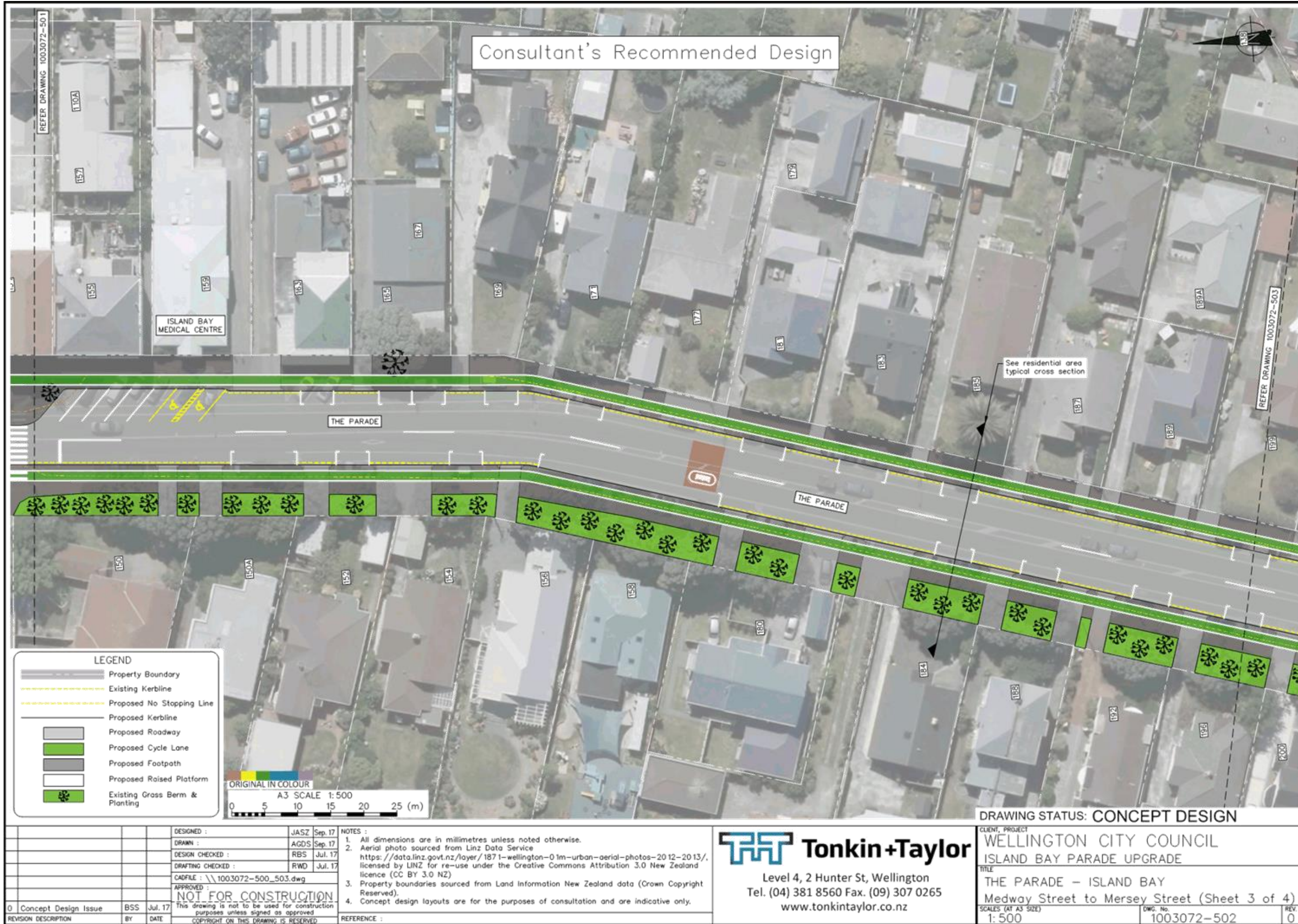
TYPICAL SECTION - CONSULTANT'S RECOMMENDED DESIGN





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Item 2.2 Attachment 1





LEGEND

- Property Boundary
- Existing Kerblines
- Proposed No Stopping Line
- Proposed Kerblines
- Proposed Roadway
- Proposed Cycle Lane
- Proposed Footpath
- Proposed Raised Platform
- Existing Grass Berm & Planting

ORIGINAL IN COLOUR
A3 SCALE 1:500
0 5 10 15 20 25 (m)

DESIGNED :	JASZ	Sep. 17
DRAWN :	AGDS	Sep. 17
DESIGN CHECKED :	RBS	Jul. 17
DRAFTING CHECKED :	RWD	Jul. 17
CADFILE :	1003072-500_503.dwg	
APPROVED :	NOT FOR CONSTRUCTION	
This drawing is not to be used for construction purposes unless signed as approved.		
REVISION DESCRIPTION	BY	DATE
0 Concept Design Issue	BSS	Jul. 17

NOTES :

- All dimensions are in millimetres unless noted otherwise.
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- Property boundaries sourced from Land Information New Zealand data (Crown Copyright Reserved).
- Concept design layouts are for the purposes of consultation and are indicative only.

REFERENCE :

T+T Tonkin+Taylor
Level 4, 2 Hunter St, Wellington
Tel. (04) 381 8560 Fax. (09) 307 0265
www.tonkintaylor.co.nz

DRAWING STATUS: CONCEPT DESIGN



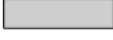




CLIENT, PROJECT
WELLINGTON CITY COUNCIL
ISLAND BAY PARADE UPGRADE

TITLE
THE PARADE - ISLAND BAY
Mersey Street (Sheet 4 of 4)

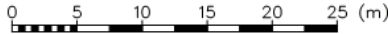
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LEGEND

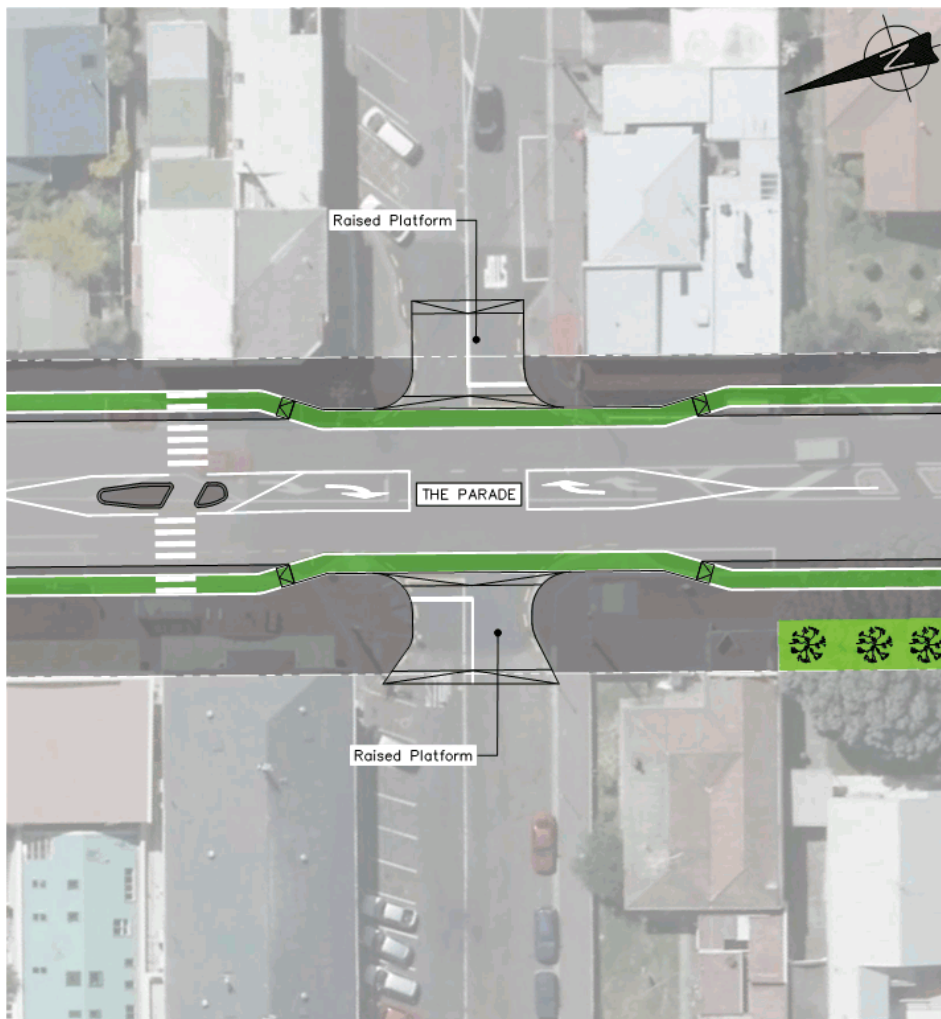
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-  Proposed Kerbline
-  Proposed Roadway
-  Proposed Cycle Lane
-  Proposed Footpath
-  Proposed Raised Platform
-  Proposed Raised Platform

A3 SCALE 1:500



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ORIGINAL IN COLOUR



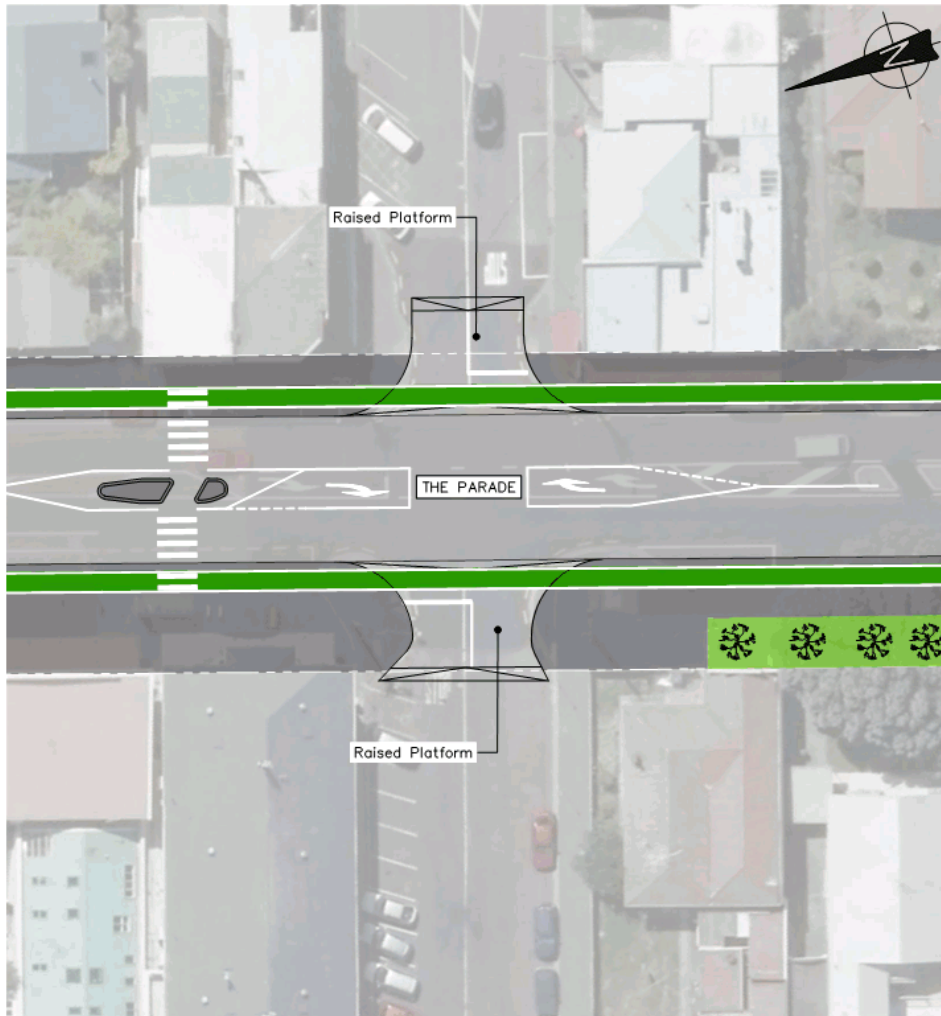
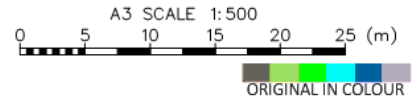
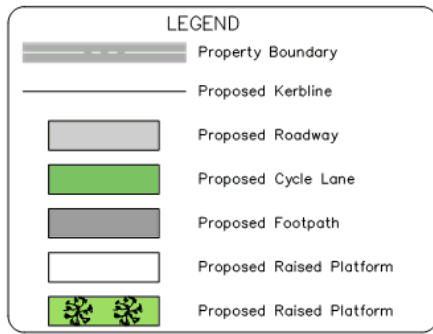
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NOTES:

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 Level 4, 2 Hunter St, Wellington www.tonkintaylor.co.nz	DRAWN: AGDS Sep.17	WELLINGTON CITY COUNCIL ISLAND BAY PARADE UPGRADE THE PARADE – ISLAND BAY Indicative Intersection Design	FIG. No. Figure 1 – Short-term option REV. 0
	DRAFTING CHECKED:		
	APPROVED:		
	CADFILE: \\1003072-F1.dwg		
SCALES (AT A4 SIZE) 1:500	PROJECT No. 1003072		

Item 2.2 Attachment 1



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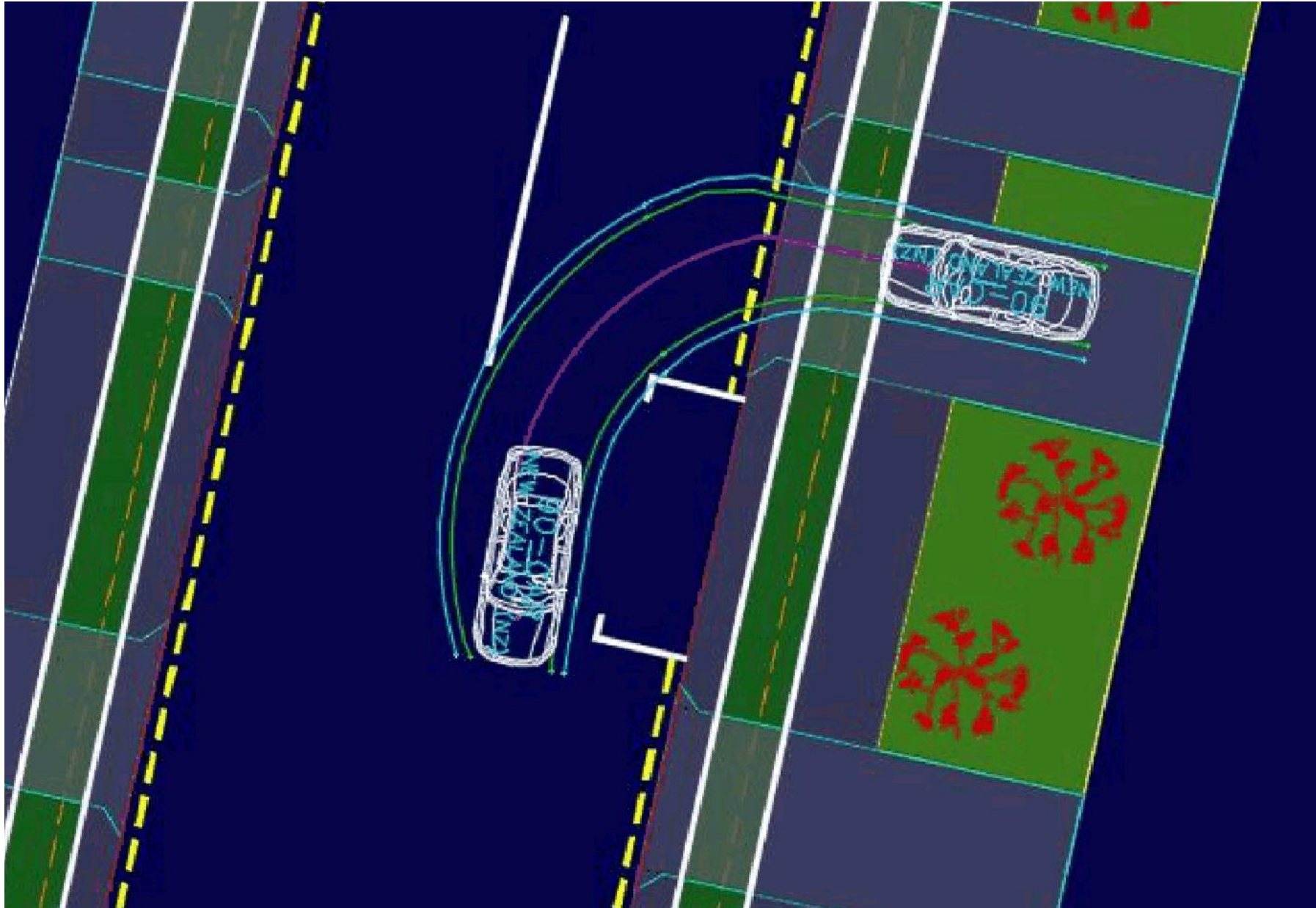
- NOTES:**
1. All dimensions are in millimetres unless noted otherwise.
 2. Aerial photo sourced from Linz Data Service <https://data.linz.govt.nz/layer/1871-wellington-01m-urban-aerial-photos-2012-2013/>, licensed by LINZ for re-use under the Creative Commons Attribution 3.0 New Zealand licence (CC BY 3.0 NZ)
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 Level 4, 2 Hunter St, Wellington www.tonkintaylor.co.nz	DRAWN: AGDS Sep.17 DRAFTING CHECKED: APPROVED: CADFILE: \\1003072-F2.dwg SCALES (AT A4 SIZE): 1:500 PROJECT No. 1003072	WELLINGTON CITY COUNCIL ISLAND BAY PARADE UPGRADE THE PARADE – ISLAND BAY Indicative Intersection Design	FIG. No. Figure 2 – Long-term option	REV. 0
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Appendix C – Vehicle Tracking

Item 2.2 Attachment 1



Appendix D – Love The Bay Community Design Objectives

Design Objectives



LOVE THE BAY
Aroha i te kokoru

The Parade is safe for all users.

- It is safe for pedestrians, safe for cyclists, safe for motorists, safe for children, safe for the elderly, safe for people with disabilities, safe when exiting/accessing vehicles while parked, safe for exiting driveways, safe for parking, safe at intersections.
- There is clear separation between fast moving things, slow moving things, and parked things (motorists and fast cyclists / slow cyclists and pedestrians / parked cars).
- Drivers, pedestrians, and cyclists have clear sight lines, particularly at intersections, pedestrian crossings, and bus stops.
- Drivers, pedestrians, and cyclists know where to expect one another.
- Traffic calming measures (not annoying or noisy) are used to highlight shared spaces.

The layout is intuitive and easy to understand.

- The Parade is intuitive for all users.
- Consistent road markings are used through the length of The Parade.
- Road markings and layout are consistent with the rest of the city and region.
- Pedestrian crossings are clearly indicated and are not ambiguous.

The Parade accommodates all current and future users.

- Design elements encourage all users to share The Parade.
- Carriageway accommodates emergency/ rubbish services, buses, & other large vehicles.
- Shops have service access for deliveries so vehicles don't block traffic.
- Bus stops do not inhibit the flow of pedestrians, vehicles, or cyclists.
- Footpaths are wide enough for two adults and a dog to walk side by side.
- Pedestrian crossings align with usual pedestrian routes (particularly school routes), and are a safe distance from bus stops and other hazards.
- It is acknowledged that children may cycle on the footpath and they are accommodated.
- Faster cyclists who prefer to ride on the road are accommodated.
- The design takes into account anticipated population growth.
- Bus stops and bus shelters are positioned based on user numbers.

The visual environment is cohesive and clean.

- The Parade looks and feels open and spacious.
- It is simple and clean, free of visual and physical clutter.
- Businesses and other amenities are clearly visible.
- The look and feel reinforces and highlights road rules and protocols.
- The design celebrates Island Bay's unique history and identity.
- Natural elements along The Parade are protected and enhanced.

Central Island Bay is a pleasant, welcoming destination.

- The shopping centre encourages community cohesion - people linger, meet, and eat.
- The shopping centre has pleasant seating, art, plantings, access to sun, protection from weather, child-friendly spaces, and accessible public toilets.
- There is adequate car parking around amenities.
- The shopping centre has plenty of parking for bikes and scooters.
- The look and feel encourages people to shop locally.
- The library and community centre are linked with the shopping centre.
- Walkways around the shopping centre and shops have adequate protection from weather.



Review of Island Bay Cycleway Re-engagement

August 2017



Document status

Ref	Version	Approving director	Date
2312	Draft	Dan Bonifant	31 August 2017
2312	Final	Dan Bonifant	4 September 2017

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Introduction

Morrison Low was commissioned previously to undertake a review of Wellington City Council's ("Council") Urban Cycleways Programme for the New Zealand Transport Agency. That review made a number of recommendations regarding the Island Bay cycleway, with a particular emphasis on the need to re-engage with interested parties. In June 2016, Council followed through with those recommendations, and resolved to commence re-engagement with the Island Bay communities.

The re-engagement process culminated in the release of four potential concept designs for the cycleway to the public for formal consultation; this ended on 13 August 2017. This review examines the re-engagement process, to provide Council with a level of comfort regarding the process that was undertaken.

The process adopted to carry out our review was a combination of a desktop review and engagement with stakeholders including Island Bay residents and business owners, cycling groups, Council's officers, elected members and other interested parties. The review is confined to consideration of the engagement process only and is not a technical review of the designs, nor a report on the success or otherwise of the process. This report summarises the findings from that review.

This report does not focus on the individual issues and concerns with the engagement process of the various stakeholders. While various stakeholders raised a number of different issues, in many cases the version of events and specific issues differ between stakeholder groups. In most cases, these issues can be grouped into general themes; these themes are the focus of our report.

Often reference is made to the Island Bay community. Our report recognises that there are a number of communities within Island Bay. These communities often have competing needs and desires. Some of these communities have been interviewed as part of this review (for example, the Island Bay Residents Association ("IBRA") and Cycle Aware Wellington ("CAW")), but the stakeholders we met did not represent all of the communities within Island Bay.

Limitations

The review was not a technical review of design options, although the reviewers did discuss the general approach to design with NZ Transport Agency, Council's cycleway team and Tonkin and Taylor. We did not assess the professional competence of any individual or the appropriateness of the designs of the current or proposed cycleway options.

We have formed our findings and recommendations based on the material provided to us and the interviews we undertook.

Approach

Our approach was to:

- undertake a desktop review of key material relating to the cycleway re-engagement
- interview a range of stakeholders including elected Councillors, WCC officials, NZTA staff, and a number of community representatives (See **Appendix A**)
- develop a timeline of key engagement activities, and
- we also compared the revised Island Bay community engagement programme with accepted international best practice (as identified by the International Association for Public Participation ("IAP2")).



Relationship with earlier report

In May 2016, Morrison Low was commissioned by the New Zealand Transport Agency (“NZTA”) to complete a review of Wellington City Council’s Urban Cycleways Programme. The review focussed on the process and implementation of the programme by Wellington City Council, in light of public reaction to the Island Bay cycleway at the time. The review was not a technical review of designs.

That review highlighted the need for Council to re-engage with the Island Bay communities and described key elements for successful implementation of the programme. This review now examines the re-engagement process that followed.



Figure One The aspects that contribute to success for the Urban Cycleway Programme

This report

This review focusses specifically on the engagement and consultation aspect of programme success. It is noted that design and planning also has a significant impact on the level of political and community support that is received, however this was outside the scope of our review and we make no comment on the potential design of the cycleway.



Summary of Findings and Recommendations

The current Island Bay cycleway opened in February 2016 and was poorly received by a large number of Island Bay residents. Frustration over the original engagement and consultation process, disruption from its construction, safety concerns with the current design, and intense media interest, has in our view led to division across communities in Island Bay.

The refreshed engagement programme, that is the subject of this review, did not begin with a “clean slate” as most of the other cycleway programmes in Wellington have. It commenced in an environment where there were multiple parties with long held views and distrust in Council. This created unique challenges for the re-engagement process, and meant a significant part of that process needed to focus on restoring trust between the communities of Island Bay and the Council.

Overall, the re-engagement process lasted over 12 months. In this report, we refer to the re-engagement process as having two distinct stages. The first is the engagement stage, which occurred through the Love the Bay process that started in June 2016. The second stage was the formal consultation process that ran from 31 July 2017 to 13 August 2017.

Key issues:

Our review sought to answer a key question about the re-engagement process for the Island Bay cycleway.

“Was the re-engagement process robust and transparent?”

In order to answer this question, we have taken into account the principles of engagement in the Local Government Act 2002, and IAP2 guidance. In our opinion, the re-engagement process followed by Wellington City Council broadly conformed to the principles of engagement in the LGA and guidance from IAP2. We have reached this view, having determined:

- Relevant information was available to all interested parties throughout both the engagement and consultation stages. Information was displayed publicly at the pop-in shop on The Parade, Council’s main foyer, and information was easily accessible online. However, during the consultation stage some key information regarding concept designs was contained only within the 53 page Tonkin and Taylor Design Report¹.
- All residents of Island Bay and neighbouring communities were informed of the Love the Bay process through flyer drop and social media advertising. Everyone was encouraged to participate.
- The Love the Bay process had a clear engagement strategy and Terms of Reference. The final consultation was clear about the questions being asked of the communities. However, in some cases there were differing expectations regarding the outcome of the Love the Bay process (as it related to the cycleway).
- The re-engagement process, including the Love the Bay engagement and the final consultation process, provided sufficient time (approximately 13 months) for all interested parties to provide input.
- Although the consultation period was only two weeks, 3,763 submissions were received by Council.
- Throughout the re-engagement process (June 2016 to August 2017) interested parties were given multiple avenues to provide their views.

¹ The Tonkin and Taylor design report was also available online.



- Council committed significant resources to the cycleway re-engagement, including hiring independent contractors to carry out facilitation of community workshops and a full time community engagement and communications advisor, as well as the allocation of existing resources to the project.
- Council endeavoured to retain independence throughout the process, to the extent that Council officers were not involved in developing the concept design options put forward for consultation.

Our review has then considered whether the process met its intended objectives of “*rising above the discourse of the past*” and to “*design a solution that as many people as possible are as happy as possible with*”. At the time of writing this report, a “solution” is yet to be determined. A number of decisions regarding key concerns for the communities of Island Bay still need to be made as the process moves from concept design to solutions.

Throughout the Love the Bay process, there were times when the first objective appeared to be met, although it is apparent that, at the time consultation on the concept designs finished, the discourse of the past was still heavily present in the Island Bay communities.

It also seems from the communities’ reaction to the four concept designs, that achieving the second objective may be difficult.

Our findings, listed below, largely reflect the benefit of hindsight, and in many cases it is difficult to determine whether most issues could have, or should have, been identified earlier in the process. By all accounts, the process was initially well received, and most stakeholders were happy with the way the process ran up until the Kaikoura earthquakes.

The Kaikoura earthquakes put additional time pressure on the process, and progress on developing a vision for The Parade was perceived to have slowed. In the final stages of the Love the Bay process (insofar as it relates to The Parade) time pressures were introduced that may have affected the ability to communicate and engage with the communities.

The key issues that influenced community acceptance with the concept designs include:

- There was a significant amount of distrust in the communities following the implementation of the current cycleway and the engagement process that preceded that. The Love the Bay process attempted to restore this trust and made significant progress with this. Delays to the process caused by the Kaikoura Earthquake, and a reduction in the level of community involvement when developing the concept designs, brought distrust back to the surface.
- Workshop five was replaced, in some capacity, with the drop in sessions in May 2016. The cancellation of this workshop, and the amount of time that lapsed between workshop four and the drop-in sessions, may have contributed to the communities’ lack of clarity about how their feedback was to be incorporated into the concept designs.
- The Love the Bay process aspired to work towards the “empowerment” end of the IAP2 spectrum and appears to have been successful at this early stage in the process. Following the development of the Design Objectives, community involvement in the process decreased, in part due to time constraints, and the process shifted towards the “consult” end of the IAP2 spectrum. This resulted in unmet expectations from the communities.
- The Love the Bay process allowed differing community expectations to exist. For example, by directing that the concept designs must include an “original design” and the “status quo”. The communities in Island Bay and stakeholders had different perceptions of these terms. Neither was it made clear how the outputs of the Love the Bay process would ultimately translate to designs and decisions. Again, different communities and stakeholders had different expectations.



- Communication of key aspects of the four concept designs was not clearly presented in the summary consultation document. For example:
 - Trade-offs were not well articulated. For example, the trade-off between parking and safety/driveway setbacks. More importantly, it is not clear that the concept designs do not in and of themselves “remove parking”. The detailed designs and decisions that will be required to be made by Council prior to implementation do that. Further work and consultation will be part of that.
 - In seeking to be independent and not influence the concept designs, Council put the “decisions” on the trade-offs in the concept design stage with the independent engineers designing the cycleway. This is a key decision for Council and the communities of Island Bay, and decisions have not in fact been made yet. This has not been made clear to the communities.
 - The cost of the options in the summary consultation document does not clearly separate out the costs of the “cycleway” and works to improve the amenity of The Parade. While the improvements to The Parade are said to flow directly from the Love the Bay process, it has allowed an impression that the costs are for the cycleway only to take hold.
 - How the communities’ feedback had been incorporated into the four concept designs.
- Outside of the consultation period/process, communication between Council and the communities was timely, clear and transparent.
- The syndicate’s composition created challenges. The composition of the Love the Bay syndicate could have included a broader cross section of views from the communities of Island Bay, and a clearly neutral party or chairperson.
- The Love the Bay workshops made a good attempt to develop a shared understanding of needs for The Parade, and the Design Objectives reflected these. However, “bottom lines” for an acceptable solution existed for a number of communities in Island Bay, and the Design Objectives did not clearly convey these. Additionally, the Design Objectives were often open for interpretation.
- There is little evidence that Council’s needs for The Parade were articulated through the process. In seeking to be, and perceived as being, neutral, where Council had specific needs it did not appear to state them. The workshops attempted to illustrate the challenges faced by city planners, but may not have clearly expressed what an acceptable solution would look like for Council.

While our key findings may suggest that there were a number of failings in the process, to a large degree we consider that many of these issues were inherent in attempting to re-engage with communities that are discontent with Council. They also relate largely to the consultation stage of the process, and it should be remembered that this is only one part of a much longer engagement process. It is apparent that it would have been very difficult to regain trust from the communities and develop consensus.



Background

History of the Island Bay cycleway

Council officials first proposed an Island Bay cycleway in 2013. This was considered at the time to be an easy, and quick, cycleway route that could lead the way for other cycleway projects in Wellington City Council's citywide urban cycling programme.

In mid-2014, Council determined that the preferred solution for the Island Bay cycleway would be to build a "kerb side", Copenhagen style cycleway that places cyclists between the kerb and parked cars. Council then commenced engagement with the Island Bay communities.

The engagement process that was carried out at that time drew criticism from a number of residents in Island Bay and some local Councillors. The effectiveness of this engagement process is not the subject of this report; however, our earlier report on Council's Urban Cycleways Programme of May 2016 considered this.

Following the period of public consultation, work commenced on the Island Bay Cycleway in September 2015; with the cycleway being completed around February 2016.

The final design of the current cycleway, frustration over the initial public consultation process, the disruption caused during the construction of the cycleway, and safety concerns raised by local residents meant that the cycleway was poorly received by a large number of Island Bay residents. This, combined with media interest in the tensions over the cycleway, has in our view led to division across communities in Island Bay.

There are strong feelings about the current and proposed options for the cycleway within Island Bay. Vocal groups seem to be strongly "pro" or "anti" the current cycleway². While there is likely to be a wide spectrum of views about the cycleway within Island Bay, tension is greatest between the two groups holding opposite views – it is unclear how large the various communities are³.

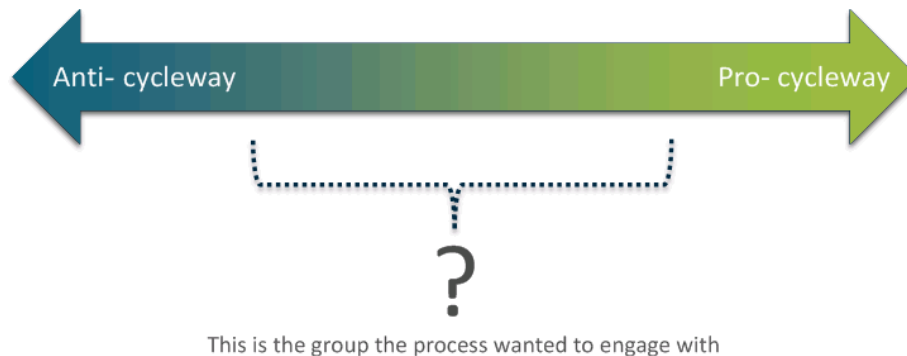


Figure Two Visual representation of spectrum of feelings towards the Island Bay cycleway

² Note that these groups are typically strongly "pro" or "anti" the current cycleway design, as opposed to cycleways in general.

³ We note that various groups have undertaken studies to determine the "majority view" in Island Bay, and these studies have been challenged by other groups. We have not made any assessment about the validity of these studies.



Since the current cycleway was completed, a number of reviews have been undertaken in relation to the cycleway, including:

- An NZTA commissioned, Morrison Low review of Council's Urban Cycleways Programme, which recommended a "refreshment" of the Island Bay cycleway.
- A safety review carried out by MWH, which made a number of safety recommendations. This report was peer reviewed by Wilkie Consultants, which confirmed the key findings.

In June 2016, Council's Transport and Urban Design Committee ("TUD") recommended that a new community engagement process for the Island Bay cycleway should be undertaken. None of the safety improvements recommended in the MWH report were implemented. We understand that this was in order to minimise disruption and cost until a final redesign of the cycleway had been completed.

Media reports and stakeholders' accounts provided to us during our review all suggest that interested stakeholders received the Love the Bay process positively. The new process was welcomed, and presented an opportunity for all stakeholders to come together and work on something positive for Island Bay.

For the purposes of this review, the re-engagement process began with the TUD resolution on 30 June 2016 and continued until submissions closed on the four concept designs on 13 August 2017. Once a decision has been made on the preferred option, there are a number of additional decisions that need to be made including detailed design and traffic resolutions. Some of these decisions will require separate consultation later and will deal with some of the most significant points of contention within the communities of Island Bay such as the removal of parking, and set the safety standards.

Figure Three below shows the key actions and steps of that process. A narrative of these events follows Figure Three.



Timeline of engagement process

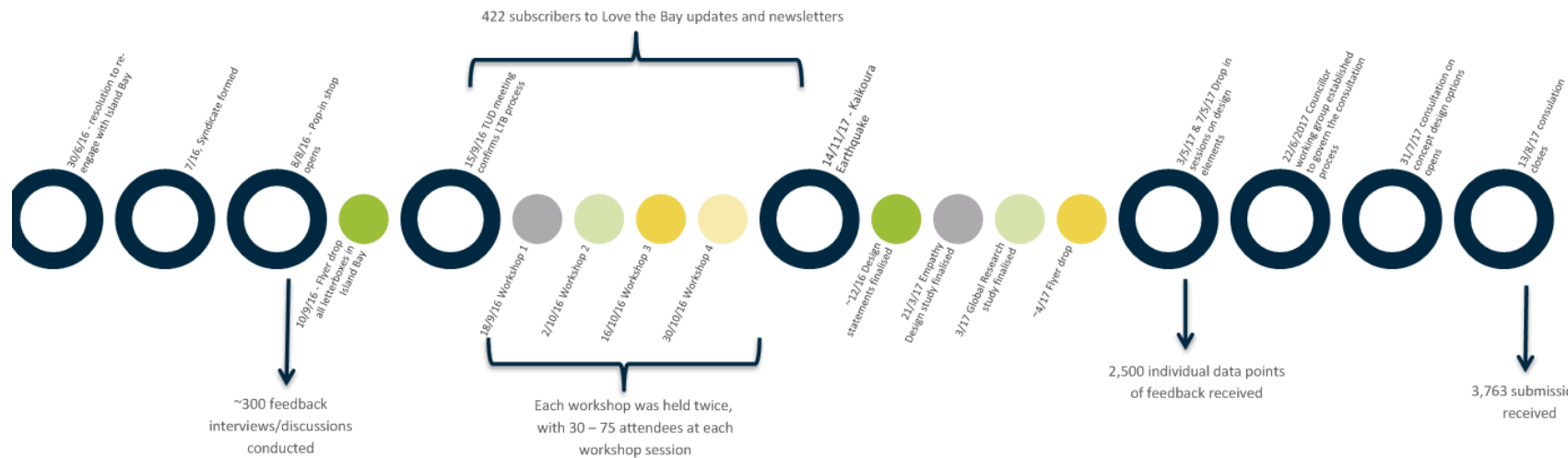


Figure Three Timeline of Love the Bay engagement process



Outline of the refreshed engagement with Island Bay

Establishment of the Love the Bay process

On 30 June 2016, TUD passed a resolution to re-engage with the Island Bay communities as soon as possible, and for that re-engagement to be:

“Community led with the detailed engagement approach to be developed by representatives from the Island Bay Residents’ Association, local businesses, Cycle Aware Wellington, and interested stakeholders together with Council”.

Further, the resolution stated that:

“Any consultation regarding changes to the cycle way in Island Bay take as long as necessary to get a suitable outcome and include a full range of options including the status quo and original designs”.

Following that resolution, a partnership approach between IBRA, CAW and Council was set up to respond to the re-engagement. This approach was branded “Love the Bay”, and was intended to:

*“Experiment with a new way of working in **partnership** with a community to plan development of **their place**” [original emphasis].*

Terms of reference

The purpose of the Love the Bay syndicate was stated in the Terms of Reference for the syndicate, as being:

“to develop a community led process where the residents, organisations and businesses of Island Bay, and other stakeholders can develop a 10 year plan for Island Bay, with a focus on The Parade”.

In the context of the Love the Bay Terms of Reference, and other communications, “The Parade” was intended to be wider than just a cycleway. This is reinforced by the stated objectives of the plan, which state that it must include:

- *“A vision for Island Bay and The Parade developed with the people of Island Bay and its visitors.*
- *Creating a development plan for Island Bay, with a focus on giving priority to The Parade*
- *One of the proposal must be at least similar to the previous Parade Design as stated in the Council amendment of 30 June 2016”*

We note that the Terms of Reference no longer listed “the status quo” option as being required and that it appears to acknowledge that any option to return to the “original design” might not be the same as it was previously.

Membership of the syndicate, as set out in the Terms of Reference, was to be comprised of:

- two representatives of IBRA
- two representatives of the local cycling community⁴
- one representative of Wellington City Council to act as liaison point and adviser.

⁴ CAW does not purport to be representative of the Island Bay cycling community, but rather advocates at a city-wide level.



The Terms of Reference did not include members of the local business community or “other interested stakeholders” as syndicate representatives on establishment.

In addition to the Terms of Reference, a workshop plan and communications strategy was also developed. None of the planned workshops explicitly referred to the discussion of the cycleway, or indeed The Parade. The focus of the Love the Bay process was on the development of a 10 year community plan for the area.

To provide an avenue for interested parties to provide feedback, and to understand what was going on with the re-engagement, a pop-in shop was established. The shop opened on 9 August 2016, and was initially open from 11am – 5pm Tuesday – Friday. The shop was staffed partly by Council contractors with no prior involvement in cycleways and community volunteers; as the network of volunteers increased, in September hours increased to include Wednesday nights until 7pm, Thursday nights until 6pm, and Saturday mornings from 10am – 12pm. The shop remained open until the Kaikoura Earthquake.

A flyer drop occurred in early September 2016, which advised Island Bay residents of the workshop schedule. Workshops commenced on 18 September 2016, with each workshop running twice, on a Sunday and a Wednesday, to enable maximum participation. Workshop materials were also replicated on the Love the Bay website wherever possible. Four workshops were held, typically spaced two weeks apart, with the fourth workshop being held on 30 October and 2 November 2016.

In its meeting of 15 September 2016, TUD agreed to the Love the Bay approach and the Terms of Reference for the Love the Bay syndicate. In addition, the committee resolved that:

“The syndicate membership be expanded to include local businesses and other interested stakeholders”.

Business representatives were subsequently included in the membership of the syndicate in February 2017. No “other interested stakeholders” were included in the syndicate.

On 14 November 2016, the Kaikoura Earthquake struck. The earthquake caused significant disruption for residents and Council, and caused the Love the Bay process to be delayed. Council staff involved in the Love the Bay process were focussed on earthquake response.

The earthquake caused a planned Workshop Five – which was intended to “take design elements from Workshop Four and work alongside technical and design experts to piece together, prototype and test various solutions to The Parade as a whole”, to be postponed. This workshop was never held.

Following Workshop Four, the Love the Bay facilitator compiled a list of 32 design statements that reflected all of the feedback received from the communities (through workshops and online submissions). Throughout our conversations with community stakeholders, it was generally agreed that these design statements fairly represented the views of the workshop participants.

The design statements were summarised into broader themes and provided to Tonkin and Taylor to assist in their development of a range of design options for different elements of The Parade. Tonkin and Taylor were also provided with raw data from the drop-in sessions, the Empathy Design and Global Research reports and the Tramways submission to assist with the development of concept designs. Council deliberately asked Tonkin and Taylor to operate at arm’s length from Council so as not to influence the development of options.



During the Love the Bay process, Council commissioned Empathy Design to provide support to the facilitator, and separately, to conduct research that attempted to gauge the feelings of the broader Island Bay communities. In particular, to seek to reach those residents that had not engaged with the Love the Bay process. The report from Empathy Design was finalised on 21 March 2017.

Global Research was also commissioned to carry out analysis on workshop, survey and pop in shop feedback. The report for that study was finalised in March 2017.

On 1 February 2017, IBRA set out their position in relation to the Love the Bay process to the Chief City Planner. The document "IBRA Committee Position on Cycleway and Parade Consultation Process" raised a number of concerns about the process including concerns that there had been a lack of progress, and those community expectations around outcomes and timeframes had not been met. The document set out a number of requirements/expectations regarding the logistics of the Love the Bay process, Council commitment and the consultation process itself. One of the requirements was for there to be no further workshops.

The Design Elements for the Parade were made public for comment and feedback in May 2017, and were displayed in drop-in sessions with Tonkin and Taylor engineers on 3 May and 7 May 2017. These drop in sessions were not run in the same format as previous workshops, and were designed for the public to get an understanding of what may or may not work and why. Feedback on the Design Elements was requested by 9pm on 28 May 2017.

On 10 May 2017 CAW informed Council that it no longer had any desire to continue to attend syndicate meetings, and that they felt the process had reached a natural point for Council to take over the engagement/consultation process for the cycleway. On 22 June 2017, the Council's City Strategy Committee moved to establish a councillor working party to oversee the development and delivery of the engagement and consultation plan for the cycleway. The City Strategy Committee also set a proposed consultation date of "late July".

On 27 July 2017, Tonkin and Taylor released their proposed design options for The Parade. The design options were released to all stakeholders at the same time. Consultation began on 31 July 2017, and was open for a period of two weeks, ending 13 August 2017. Over the consultation period 3,763 submissions were received.

The Love the Bay process involved Council engaging a full time community engagement and communications adviser and an independent facilitator, in addition to the significant existing resources that were allocated to the process. Additionally, Council commissioned two independent studies (Empathy Design and Global Research) to canvas views across the Island Bay communities, and rented retail space in the Island Bay business centre. The amount of time and resources committed to the Love the Bay process was unprecedented for any community engagement for a single project undertaken by Council in recent years.



Findings - Principles of Community Engagement

Local Government Act

The consultation for the Island Bay cycleway re-engagement does not have a specific statutory consultation process. However all consultation carried out by Council should have regard to the principles of engagement and decision-making set out in the Local Government Act 2002 (“the Act”).

As the decision regarding the Island Bay cycleway has been determined to be significant under Council’s significance and engagement policy⁵, it is necessary for Council to ensure that the decision has been made in accordance with sections 77, 78, 80, 81 and 82 of the Act, as applicable. Section 82 of the Act sets out the “principles of consultation”, and states:

- (1) *Consultation that a local authority undertakes in relation to any decision or other matter must be undertaken, subject to subsections (3) to (5), in accordance with the following principles:*
 - (a) *that persons who will or may be affected by, or have an interest in, the decision or matter should be provided by the local authority with reasonable access to relevant information in a manner and format that is appropriate to the preferences and needs of those persons:*
 - (b) *that persons who will or may be affected by, or have an interest in, the decision or matter should be encouraged by the local authority to present their views to the local authority:*
 - (c) *that persons who are invited or encouraged to present their views to the local authority should be given clear information by the local authority concerning the purpose of the consultation and the scope of the decisions to be taken following the consideration of views presented:*
 - (d) *that persons who wish to have their views on the decision or matter considered by the local authority should be provided by the local authority with a reasonable opportunity to present those views to the local authority in a manner and format that is appropriate to the preferences and needs of those persons:*
 - (e) *that the views presented to the local authority should be received by the local authority with an open mind and should be given by the local authority, in making a decision, due consideration:*
 - (f) *that persons who present views to the local authority should have access to a clear record or description of relevant decisions made by the local authority and explanatory material relating to the decisions, which may include, for example, reports relating to the matter that were considered before the decisions were made.”*

The Act allows councils to exercise their discretion regarding the manner in which the principles of engagement are observed. In exercising this discretion, a council must have regard to the current views and preferences of persons that may be affected, the significance of the decision and the costs and benefits of any consultation process (among other legislative requirements).

⁵ Page 256 of the agenda for the Transport and Urban Development Committee meeting of 15 September 2016.



In short however, the principles of engagement as set out in the Act, suggest that community engagement must:

- provide access to relevant information
- provide opportunity to participate, and encourage participation
- clearly communicate expectations
- approached with an open mind
- provide access to a record of the decision, and information that supported that decision.

Through our conversations with relevant stakeholders, and review of relevant information, **we consider that the key principles of consultation, as set out in the Act, were met (albeit to varying degrees) by the Love the Bay process.**

We note that, as of the date of writing this report, no final decision regarding the Island Bay Cycleway had been made. Accordingly, we cannot comment on matters that occur after our report has been completed.

It is also important to note that the decision Council is being asked to make is the selection of a preferred concept design. Future decisions are still required to be made on detailed design and key elements of the designs by the TUD. These will require consultation, which again will need to meet the requirements of the Act.

Best practice

In addition to conforming to the principles of the Act, Council strives to ensure that its consultation processes adhere to commonly accepted best practice. In particular, Council's significance and engagement policy notes:

"Council has a commitment to engage with its stakeholders and its communities, and will use, as a reference, the International Association of Public Participation (IAP2) spectrum and decision-orientation approach as the foundation for its engagement."

The International Association of Public Participation ("IAP2") approach is widely regarded as defining international best practice for community engagement. The approach is underpinned by seven core values, which are:

- 1 *Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.*
- 2 *Public participation includes the promise that the public's contribution will influence the decision.*
- 3 *Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers.*
- 4 *Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision.*
- 5 *Public participation seeks input from participants in designing how they participate.*
- 6 *Public participation provides participants with the information they need to participate in a meaningful way.*
- 7 *Public participation communicates to participants how their input affected the decision."*

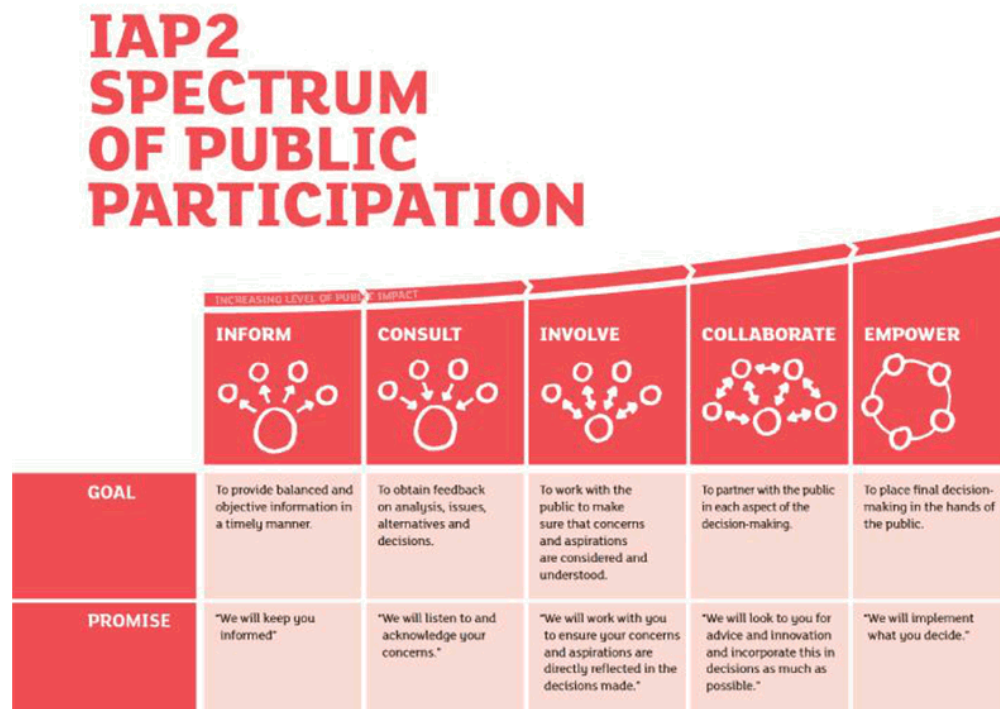


In many cases, these values overlap with the principles set out in the Act.

IAP2 Spectrum

In addition to the seven core values, IAP2 has developed a spectrum of community engagement that demonstrates the impact of increasing community involvement. It is worth noting that IAP2 does not suggest that either end of the spectrum is “right” or “wrong”, but rather the level of participation should be determined based on the specific decision being made.

The supporting documents for the 15 September 2016 meeting of the TUD stated that the appropriate level of participation for the Island Bay re-engagement strategy is to “Collaborate and explore opportunities to empower where feasible” as assessed against the IAP2 spectrum.



Credit: International Association of Public Participation – IAP2 Federation via PlaceSpeak.com

It is our assessment that over time the level of participation for the cycleway re-engagement moved towards “consult”, to some extent this is likely the result of time pressures, but may also be representative of the challenges in adopting “new” approaches to consultation.

We have reviewed the planned engagement strategy for the Island Bay re-engagement against IAP2 guidelines and found that the co-design process demonstrated good practice engagement processes compared with IAP2 public participation processes in these respects:

- Set clear shared objectives as part of the workshop strategy
- Communicated the interests and met the process needs of most participants
- Sought out and facilitated the involvement of those potentially affected



- Involved some but not all participants in determining how they would participate in the engagement
- Provided participants with the information they needed to participate in a meaningful way using a number of communications tools

There was general agreement from stakeholders that the process used for the first four Love the Bay workshops, up to and including the development of the Design Objectives, was successful. It is the translation of these Design Objectives into concept designs, and the communication as to how the communities' feedback was used and trade-offs made, that appears to have upset some groups. It is this stage in the process where the engagement appears to have shifted from the "empowerment" end of the IAP2 spectrum toward the "consult" end of the IAP2 spectrum.

While co-design was never a specific objective of the Love the Bay process, it is apparent there was a desire that the Island Bay communities would contribute and influence the decision using collaborative processes. The planned Workshop Five appears to have been intended to bridge the gap between the creation of the Design Objectives and the development of design options for The Parade. We understand that this workshop would have further introduced and worked with some of the concepts of co-design, and may have enabled a greater acceptance or understanding of the concept design options. Workshop Five was not held as a workshop but instead delivered through the drop in centre.

Full details of our review are provided at **Appendix B**.



Findings – Themes

Theme	Comment	Evidence
<p>Trust</p> <p>It is important that all parties involved in a community engagement process trust that:</p> <ul style="list-style-type: none"> the process will be honoured their views will be heard and respected the outcomes are not pre-determined no party is conflicted or biased 	<p>The Love the Bay process was designed to restore trust within Island Bay. The way in which consultation with the communities had been carried out in the past meant that regaining trust was likely to be highly challenging. However, the process was initially effective at restoring some level of trust and allowing members of the various Island Bay communities to set aside differences.</p> <p>We found that the significant lack of trust between the various stakeholder groups and Council, re-emerged following the delay caused by the Kaikoura earthquake. This appeared to represent the communities’ lack of trust. This consistently underpinned a number of the issues that were raised by stakeholders.</p> <p>The lack of trust observed extended across all of the themes identified.</p> <p>Findings raised in other “themes” have added to the level of distrust within the communities.</p> <p>It is critical that Council rebuilds trust from the communities.</p>	<p>The lack of trust was highlighted by the following issues/matters raised during our review. We have not verified the validity of any claims made:</p> <ul style="list-style-type: none"> Accusations that the Love the Bay process was being subverted by Council Officers and other stakeholders Various accusations regarding Councillors, Council Officers, and syndicate members having conflicts of interest, and failing to set those conflicts aside Suggestions that members of various communities did not participate in the process for fear of being targeted Suggestions that Council Officers had a pre-determined solution in mind, and were unwilling to compromise on certain design elements Lack of belief in Council’s assertions that certain decisions were made to address safety issues with current and old design



Theme	Comment	Evidence
<p>Expectations and promises</p> <p>A community’s trust can be quickly lost when expectations and promises are not met.</p> <p>It is important for any engagement process to set clear expectations for all parties, and to ensure that any promises that are made to the community are kept.</p>	<p>There were varying expectations regarding the role that the communities would have in the final decision. The nature of the engagement moved around the IAP2 spectrum affecting this.</p> <p>Various stakeholders, Councillors and Council Officers communicated these expectations differently. While there was no explicit communication that the process involved co-design, the language used to describe the process involved a significant level of community input.</p> <p>The Love the Bay process was established with a goal of working toward the empowerment and collaborate end of the IAP2 spectrum. This set high expectations for the community regarding their level of involvement, and the gradual shift toward the “consult” end of the IAP2 spectrum resulted in unmet expectations and disappointment.</p> <p>The directive to re-engage on the cycleway, and specifically the statements that the “original design” and “status quo” were options created different expectations for different stakeholders right from the start.</p> <p>Some members of the various Island Bay communities felt that promises regarding the process were not kept.</p>	<p>We found evidence of differing expectations regarding the output of the Love the Bay process. Stakeholders, Councillors, and Council officers had varying expectations about the level of final design input and decision making power that would lie with the communities.</p> <p>Additionally, expectations regarding what the term “original design” meant in the context of the TUD directive differ greatly, with parties expecting either exact replications of the original design, or varying degrees of “improvement”.</p> <p>There was no clear statements about how Love the Bay would “finish” or how the outputs would be used in relation to the cycleway redesign.</p>



Theme	Comment	Evidence
<p>Communication</p> <p>Communication should be clear, with information presented appropriately and capable of being understood by the majority of interested parties. This includes:</p> <ul style="list-style-type: none"> • Communication of key decisions • Communication of the objectives and expected outputs of the process • Communication between the communities, Council Officers, and elected members. • Communication of key information 	<p>Communications from the Love the Bay syndicate were often clear and timely, with regular updates being provided through the Love the Bay website. Workshop data was provided transparently. There were regular clear and direct lines of communication between Council, the Love the Bay syndicate and other stakeholders throughout the process, even when parties disagreed.</p> <p>Communication of why certain designs were and were not included and how community feedback was used to inform concept design options was not clear. While much of this is contained within the Tonkin and Taylor design report, the document is large and not easily digested by the majority of interested parties.</p> <p>Key information, such as the breakdown of costs, potential remedies to resolve the loss of parking (or that the parking loss figures were a “worst case”) was hard to find, or presented in a way that was overly technical.</p> <p>Communications of the expected outputs of the Love the Bay process deliberately focussed on the 10 year plan, however it was unclear what the outputs were intended to be in relation to the cycleway.</p>	<p>Communication of technical concepts and concept designs was not always presented in a way that was easily digested, for example:</p> <ul style="list-style-type: none"> • The consensus view was that technical design elements presented in the drop in sessions in May 2017 was overwhelming and difficult for people to understand and comprehend. • People stated that they found it difficult to see how the design elements fit together. • The loss of parking in Options A- C is a “worst case scenario” however this is not well communicated in the Design Report or in the summary of options provided to the communities. • There is a lack of understanding within the various Island Bay communities about the proportion of costs of the four options that relate to changing the cycleway, versus beautification costs, and costs of resealing the road. • There was a poor understanding from stakeholders about the reasons certain designs were chosen or not, and the trade-offs between varying design aspects. • Some stakeholders found it difficult to reconcile the Design Objectives from the Love the Bay workshops with the concept designs. <p>Some of the above issues are addressed in Tonkin and Taylor’s Design Report, however this is a substantial document that was unlikely to be read by a large number of stakeholders.</p> <p>Parking was such an important issue for the Island Bay communities that we would have expected some more explanation and emphasis that the concepts presented loss of parking of up to 40 parks, but those decisions were yet to be made and final loss of parking could be less.</p>



Theme	Comment	Evidence
<p>Governance</p> <p>Good governance of an engagement process ensures that there are clear points of accountability, and that the engagement process is carried out in the agreed manner (or seeks to agree an approach). It does not seek to influence outcomes.</p> <p>A strong governance structure that includes representatives from a diverse group of interested parties helps to develop trust in the engagement process.</p>	<p>The Love the Bay process was governed by the Love the Bay syndicate, which included representatives from IBRA, CAW and Council with business representatives joining later. The syndicate’s role was to oversee the Love the Bay engagement process.</p> <p>In our view, the membership of the syndicate was problematic, as it involved representatives from either extreme of the debate, and a council representative. This was problematic as:</p> <ul style="list-style-type: none"> • There is underlying tension and distrust between CAW and IBRA and the Council • Council may not have been perceived as being neutral by all stakeholders • The membership of the syndicate was not consistent with the original TUD directive • It failed to provide representation for stakeholders across all of the communities (i.e. churches, schools, sports clubs, emergency services) <p>Council’s wider cycleways programme has a clear and defined governance structure, however these deliberately had limited oversight of Island Bay.</p>	<p>The observations here are largely based on opinion. However throughout the process we were not provided with any evidence to suggest that “other interested stakeholders”, as directed to be included in the syndicate by the TUD directive, were approached to be included in the syndicate.</p> <p>The original TUD directive specified that the re-engagement should be community led. There is some conflict with its later specification that the approach must be “developed by representative from the Island Bay Residents’ Association, local businesses, Cycle Aware Wellington, and interested stakeholders together with Council”.</p> <p>We note that churches, schools and sports clubs are established, and somewhat organised, groups within Island Bay that could have nominated representatives for the syndicate.</p>



Theme	Comment	Evidence
<p>Opportunity</p> <p>Everyone that wants to contribute to the discussions should be provided with the opportunity, and is encouraged, to participate.</p> <p>Participation from a broad cross section of interested parties ensures that decisions can be made in a more informed manner.</p>	<p>The re-engagement process was well advertised within Island Bay using traditional and new approaches. It would be difficult for residents of the area to suggest that they were unaware of the process or were not provided the opportunity to participate.</p> <p>Some stakeholders suggested that they were aware of individuals that did not attend workshops due to perceived hostility. However, most stakeholders agreed that workshops contained a representative cross section of the communities' views and created a welcoming environment for friendly discussion.</p>	<p>Steps taken to ensure that all stakeholders were provided opportunity to participate in the process include:</p> <ul style="list-style-type: none"> • Two dates for each workshop including mid-week and weekend dates, and evening and day time sessions • Childcare being provided • Flyer drops, signage and radio advertising • Social media advertising • Pop in shop set up for people to share views regardless of whether they attended workshop. The shop was centrally located in the business centre of Island Bay • Advertising by stakeholder groups to their membership • Ability to submit ideas through the Love the Bay website.
<p>Shared understanding of needs</p> <p>For any engagement process, but particularly one with a focus on co-design, outcomes are more likely to be considered successful by the majority of stakeholders when there is a clear articulation of needs.</p> <p>In many cases these needs are likely to be competing (i.e. safety versus parking), so it is important that the process recognises the differences and explores why those needs are important to each group. There is no expectation that all parties will agree.</p>	<p>The Love the Bay workshops provided interested parties with a wide spectrum of views with an opportunity to express their vision for Island Bay and The Parade.</p> <p>Through the workshops a set of Design Objectives were created. It was unanimously agreed by all stakeholders interviewed during our review that these broadly reflected the sentiments of the workshops.</p> <p>However, these Design Objectives are largely open for interpretation, and contained no absolute bottom lines. Yet, it was clear from our discussions that "bottom lines" existed (for example the loss of parking).</p> <p>In seeking to be neutral, it is unclear whether Council's needs were articulated during this process. We have not seen any evidence that Council's needs, and the underlying reasons for these, were articulated throughout the process or in the Design Objectives.</p>	<p>Success in being able to communicate the shared understanding of needs of interested members of the public is demonstrated by the general agreement from stakeholders that the "Design Objectives" that were an output for the Love the Bay process generally reflect sentiments of the workshops.</p> <p>On the other hand, the absence of clear communication of needs can be demonstrated from:</p> <ul style="list-style-type: none"> • No consensus about what "safe" means, or from who's perspective it should be measured • Stakeholders still seeing the cycleway as a "road to nowhere", and being unclear of its purpose or role in the wider network



Theme	Comment	Evidence
<p>Timeframes</p> <p>An engagement process should strike a balance between providing sufficient time for stakeholders to feel as though they have been listened to, and a short enough timeframe for stakeholders to feel that the process is progressing.</p>	<p>The TUD directive in June 2016 stated that the re-engagement for the Island Bay Cycleway would “take as long as necessary”.</p> <p>For the period prior to the Kaikoura Earthquake, and potentially until May 2017 (when the design elements were released and drop in sessions held) it would appear that the process was given sufficient, if not too much, time to proceed.</p> <p>The Kaikoura Earthquake also resulted in the cancellation of some workshops which may have transitioned stakeholders from “Design Objectives” to design elements or concept designs.</p> <p>Towards the end of the process, timeframes came under pressure. We note that it began as a process that would “take as long as necessary”. However timeframes were squeezed to enable consultation on concept designs to begin on 31 July 2017, meaning:</p> <ul style="list-style-type: none"> • Concept designs were not provided to syndicate members prior to consultation, although syndicate members suggest that Council undertook to provide these. We note that the designs were not provided to any stakeholders prior to the consultation period • Concept designs were unable to undergo any technical peer review by Council or independent contractors • Communications regarding why designs were included or excluded, how trade-offs were dealt with, and how community feedback was incorporated were not put into an easily digestible format • Consultation on options lasted only two weeks. 	<p>The process began in July 2016, and ended with submissions on the concept design options closing on 13 August 2017. A total period of around 13 months.</p> <p>IBRA’s “Committee Position on Cycleway and Parade Consultation Process” document suggested that there was growing dissatisfaction with the rate of progress on the cycleway. This indicates that the process was not proceeding as quickly as some stakeholder would have liked.</p> <p>In a meeting of 22 June 2017 the City Strategy Committee established a Councillor working group for the Island Bay cycleway and resolved to undertake consultation on the concept design options in late July 2017. Working backwards from that date, Council officers determined that a two week consultation period would be required, and that Tonkin and Taylor would have less time to complete concept designs than they would normally expect for a project of this size and significance.</p> <p>The Kaikoura Earthquake had a significant impact on the timeframes of the process, which could not be avoided.</p>



Findings – recommendations from earlier report

The following tables are extracts of our report of May 2016 that are of particular relevance to the Island Bay cycleway. We have updated our commentary in the column titled “Comment – August 2017”.

Findings/Recommended actions	Comment – May 2016	Comment – August 2017
<p>Island Bay has created problems that have “spilled over” to other proposed projects – these include perceptions of inadequate community engagement/ consultation, design and safety issues.</p> <p>In particular, the loss of parking and impacts on other users (drivers, pedestrians, businesses, home owners) has been hard to explain.</p> <p>Some people commented to us that the UCP has driven a more aspirational approach to cycleway design and that this goes further than the community can understand or agree with. This is consistent with international experience.</p> <p>Island Bay presents an ongoing risk to WCC’s cycleways programme and presents an opportunity for WCC and the NZ Transport Agency to work together on a solution.</p>	<p>The adaptation of European cycle lane designs to New Zealand conditions is challenging and there are currently no agreed guidelines that can be uniformly applied.</p> <p>The three other projects of the Southern Route that would have delivered a cycleway connection between Island Bay and the Basin Reserve are now not currently part of WCC’s programme and the roads that were in the frame have a greater safety risk profile than Island Bay.</p>	<p>Absence of agreed guidelines that can be uniformly applied continues to create challenges as decisions regarding trade-offs have to be made on a case by case basis. The three other projects on the Southern route have yet to be completed and routes are still being decided.</p> <p>The same issues in Island Bay continue to be the significant issues.</p>



Findings/Recommended actions	Comment – May 2016	Comment – August 2017
<p>While there was initially strong political support for Island Bay, community perceptions of the decisions on location and design were negative and political support fell away. Councillors were very involved in decisions involving the design and timing of Island Bay, and this drove an approach to delivery that was sub optimal. Delegations of decision making to Officials, within an agreed framework, were withdrawn as a result of the loss of community support.</p>	<p>WCC Officials need to be given the opportunity to identify and advise on robust options for design and delivery of a revised programme and opportunities to amend Island Bay. The local body elections will impact on the time available to Council to make decisions about Island Bay and other proposed routes.</p> <p>Any solution to Island Bay and the broader programme will require political leadership and will need to be cognisant of the upcoming Local Body elections.</p>	<p>The Love the Bay process was endorsed by Council in September 2016.</p> <p>The process was backed by, and endorsed, by Councillors, and had significant community involvement.</p> <p>Implementing not just a solution to The Parade (including Cycleway) but restoring trust in Council will require significant political leadership.</p>
<p>A review of Island Bay should be undertaken and necessary modifications made to the current solution following further consultation with the community. While the NZ Transport Agency was not a funder (because the project did not meet the UCP criteria), there is an opportunity for them to now be part of the solution to Island Bay.</p> <p>We have recommended they “partner” with WCC on the programme going forward. A review is necessary to “circuit break” Island Bay and re-engage the community on what an “integrated transport solution” could look like. Changes to what has been delivered will need to be made and these should reflect a broader urban design and regeneration approach.</p>	<p>This needs to be undertaken in conjunction with the NZ Transport Agency. It is desirable that the process include an independent expert to provide advice on options for changes to the current cycleway.</p> <p>The NZ Transport Agency could become a co-sponsor/funder of the solution which might fall out of the safety reviews that are in train, a functionality review, or further consultation on possible design changes.</p> <p>The review could revisit whether other parts of the Southern route could be delivered and part funded by UCF or NLTF funding.</p>	<p>A post-construction safety audit of the Island Bay cycleway was undertaken. Suggested safety improvements/modification were delayed pending the outcome of the re-engagement process for the entire cycleway.</p> <p>Independent designers were engaged to produce concept designs which were the subject of consultation.</p> <p>NZTA are not partners in the Island Bay cycleway. Their only role in the process was as part of the cycleway programme governance group who received updates on the progress of the Island Bay project.</p> <p>The Love the Bay process and consultation process has considered a number of options that modify the current solution.</p>



Findings/Recommended actions	Comment – May 2016	Comment – August 2017
<p>WCC Officials need to be given the opportunity to identify and advise on robust options for the design and delivery of a revised programme and opportunities to modify Island Bay.</p> <p>Elected members should provide political support for a recommissioned programme and a review of Island Bay, but should be careful to make decisions based on sound evidence and advice.</p>	<p>It will be important that there is a clear understanding of the relative roles and responsibilities between elected members and WCC officials. WCC, in conjunction with NZ Transport Agency officials, have an important part to play in advising Council on route and design options for the programme as well as how key aspects of delivery (e.g. community engagement and communications) can be managed and delivered.</p>	<p>The Love the Bay process, while endorsed and supported by Councillors and Council Officers, took a deliberate approach to be distanced from Council.</p> <p>The Love the Bay syndicate (which governed the process) was predominantly comprised of representatives of stakeholder groups, with only one representative from Council. Additionally, Council ensured staff involved in the Love the Bay process were either not involved in earlier work regarding the Island Bay cycleway, or were contracted specifically for the cycleway project.</p> <p>Council had no influence of the design of the four options, except for the requirement, from the June 2016 TUD resolution, that options include “original” and “status quo” options. Decisions subsequent to the selection of a preferred option will require officer input as detailed designs are finalised and important tradeoffs have to be made.</p>



Findings/Recommended actions	Comment – May 2016	Comment – August 2017
We recommend that the communications and engagement strategy and communications support for successful delivery be revisited. This can be addressed in the context of a broader refresh of the programme and reconfirmation of the level of resourcing needed to deliver the programme across the board. This should be agreed with Council in light of the recommissioned programme.	<p>While we were advised by WCC that there were sufficient communications resources available within the programme and across WCC, the effectiveness of resourcing and planning for communications/ engagement have been/are below the level required to deliver successful engagement and community consultation.</p> <p>We do not consider that the level of communications resource directed to the programme to date has been sufficient.</p>	<p>We make no comment regarding the communications and engagement strategy, and communications support for the wider cycleways programme.</p> <p>Council had significant specific resources dedicated to the Love the Bay process. The communications and engagement process and strategy were tailored to address the specific needs of re-engagement with the Island Bay communities. Resources allocated to the re-engagement process were far and above what are typically allocated to community engagement processes carried out by Council.</p>
Establish an approach and process for a review of Island Bay’s cycleway. This needs to be done with the community.	While the review can be done over time and should incorporate data on what’s working, findings from the safety audits and any other review commissioned, this should be signalled to the community who should be consulted closely. In addition solutions should not narrowly focus on a cycleway and should encompass a broader urban design/renewal approach.	<p>The Love the Bay process was established as a community led engagement process. It had a broad focus on the development of a ten year plan for Island Bay. A re-design of the cycleway was expected to be just one of the outputs of this process.</p> <p>Four options were put to the communities as part of the consultation and all options include significant elements of urban design/renewal.</p>
WCC need to review their resourcing directed to delivering the programme	A recommissioned programme will need adequate resourcing. WCC senior management should assure itself that it has sufficient resources directed to the programme.	Resourcing allocated to the Island Bay re-engagement was, and continues to be, significantly greater than resourcing allocated to any other comparable community engagement carried out by Council.



Appendix A

List of People Interviewed

Wellington City Council Officials

- Paul Barker, Planning Manager – Network Improvement
- David Chick, Chief City Planner
- Phil Becker, Business Relations Manager
- Michael Oates, Principal Advisor Engagement and Consultation
- Jess Ducey, Engagement and Communications Advisor (Contractor)
- Krystle Field, Senior Social Media Specialist

Wellington City Council Elected Members

- Paul Eagle, *Deputy Mayor*
- Councillor Sarah Free
- Councillor David Lee
- Councillor Chris Calvi-Freeman
- Councillor Diane Calvert

Community Stakeholders

- Vivki Greco, Island Bay Resident's Association
- Ron Beernink, Cycle Aware Wellington
- Regan Dooley
- Amanda Elliot, Island Bay New World
- Lorraine Edwards, Island Bay Business Representative

Others

- Ryan Dunn, Senior Transportation Engineer Tonkin and Taylor
- Dougal List, National Cycling Manager NZTA
- Jason Paul, Love the Bay Facilitator



Appendix B

Desktop review of the Island Bay re-engagement process

Introduction

In 2014, Wellington City Council conducted a public consultation exercise in conjunction with the Island Bay cycleway and village development project. This consultation was not highly effective, with the communities' perception that a poor solution had been delivered without proper engagement. The Council recognised that "broader and deeper engagement" was required to provide stakeholders (particularly those within the suburb of Island Bay) with a higher degree of participation and agreed the proposed re-engagement process "must be an active process which seeks out different views rather than adopting a more traditional passive process."⁶

As part of the re-engagement process Council used a collaborative approach and is currently seeking public submissions from the communities about cycleway options.

This report explores the following questions:

- How does the process used compare with the International Association for Public Participation (IAP2) engagement process?
- What is fundamental to a good public participation process? Was this demonstrated for this project?
- Is this community engagement process consistent with Council's policy and processes for engagement?

Communication Plan and Strategy

IAP2 public participation process

The International Association for Public Participation (IAP2) has developed a defined process for thinking about, planning and conducting community consultation programmes and activities. This process has a defined Public Participation Spectrum to assist in setting clear, shared objectives, a promise to the public that their contribution will influence the decision, as well as how to determine the level of public participation.

The identification of stakeholders and their continued involvement throughout the decision-making process is important to the success of effective public participation. The IAP2 process uses a public participation plan and appropriate evaluation tools to measure the effectiveness of the programmes outlined in the plan.

The core values for the practice of public participation are:

- The public should have a say about actions that affect their lives
- A promise that the public's contribution will influence the decision
- The process communicates the interests and meets the process needs of all participants
- The process seeks out and facilitates the involvement of those potentially affected
- The process involves participants in defining how they will participate
- The process provides participants with the information needed to participate in a meaningful way

⁶ WCC Transport and Urban Development Committee , Item 2.5 - 15 September 2016



- The process communicates to participants how their input affected the decision.

The Public Participation Spectrum shows that differing levels of participation are legitimate, depending on the goals, timeframes, resources and levels of concern or interest involved in the decision being made.

The Spectrum includes:

- Inform - provide the communities with balanced and objective information to assist them in understanding the project issues, alternatives and decisions
- Consult - to obtain community feedback on issues, analysis, alternatives and decisions being considered by the Council
- Involve - to work directly with communities throughout the process to ensure that community aspirations, concerns and issues are consistently understood and considered
- Collaborate - to partner with communities in each aspect of the decision including developing alternatives and identifying a preferred solution
- Empower - to place final decision-making in the hands of the public

Most important is that a promise is made to the public and if this is not defined or is understood differently by the participants and the decision-maker then the process will result in dissatisfaction and /or disillusionment. Promises should be clear and should be kept.

Comparison of processes

A comparison of the Love the Bay process used for this project compared with an IAP2 process for effective public participation is summarised in the following table.

Item	IAP2 process	Love the Bay process	Comment
1	Set clear shared objectives	<p>A number of goals were developed for the Island Bay Plan including :</p> <ul style="list-style-type: none"> • shared purpose • shared sense of direction • shared respect for others point of view • shared understanding of urban design • creative discussion • draft Island Bay Plan <p>A re-engagement workshop strategy was developed and delivered</p> <p>A Communications Plan was developed for and delivered to all communities.</p> <p>A series of workshops were independently facilitated as part of the workshop strategy</p>	<p>The workshop design was participatory to support the communities who are experts in their place with technical expertise to shape an outcome which is viable and feasible.</p> <p>It provided “a safe space to voice and provide input that is respectful to others and is about the issues and opportunities, rather than a forum for personal commentary”.</p>



Item	IAP2 process	Love the Bay process	Comment
2	Make a promise to the public that their contribution will influence the decision	<p>A Terms of Reference was developed and ratified by the Syndicate members (representatives of Island Bay Residents Association, local cycling community and Wellington City Council) to guide the way the Syndicate operated. This group was a conduit not decision making group</p> <p>The goals of the workshops and collaboration and empowerment processes used promised that the communities would be able to input and be heard</p>	<p>Collaboration and Empowerment are processes on the IAP2 Spectrum. The Council consultation plan for this project mentions the use of collaboration and empowerment. Collaboration is demonstrated however empowerment is not clearly shown as placing the final decision making in the public's hands. It does empower through providing forums for public decisions but these are not considered effective by all participants</p> <p>Information received by Morrison Low from different communities demonstrates that trust has not been fully established with all participants and that the communities have concerns about the outcome of the engagement process.</p>
3	Communicate the interests and meet the process needs of all participants	<p>Public workshops were scheduled at different days and times of the week over several weeks to suit the needs of participants</p> <p>Officers supported elected members by communicating progress via regular updates, provided Councilors with key messages and media briefs, informed them of opportunities to participate in engagement activities</p> <p>A communications plan was developed and delivered using a range of tools, e.g. mail, website, social media, newsletters.</p> <p>Officers and contractors supported the Love the Bay process and the syndicate by providing resourcing.</p>	<p>The Love the Bay process clearly endeavoured to communicate the interests and meet the needs to all participants.</p>
4	Seek out and facilitate the involvement of those potentially affected Successful participatory design relies on collaboration	<p>A partnership approach with Island Bay Residents' Association, Cycle Aware Wellington and Council officers (The Syndicate) set up Love the Bay as a vehicle for constructive conversations and participation to develop a 10 year plan for Island Bay.</p> <p>Collaboration was also completed with the wider community through providing access to community co-design workshops.</p> <p>The Empathy Design study sought to canvas the views of Island Bay residents that may not have been part of the Love the Bay process.</p>	<p>A large majority of Island Bay residents hadn't participated in the initial public consultation for this project. The re-engagement plan sought to collaborate with these stakeholders firstly by informing them of the community workshops and inviting them to participate.</p> <p>The Love the Bay process was highly visible within Island Bay.</p>



Item	IAP2 process	Love the Bay process	Comment
5	Involve participants in defining how they will participate	<p>From a review of the planning information for this process it appears that the needs of all communities in Island Bay were inclusive in this respect e.g. collaborating with members of the Syndicate.</p> <p>The Terms of Reference and general approach to the Love the Bay process was agreed by the syndicate, which represented groups with differing views on the existing cycleway.</p>	<p>The re-engagement process allowed representatives of groups that had previously expressed a strong interest in the cycleway to attempt to define what the engagement should look like.</p> <p>Council deliberately sought to minimize its involvement in shaping or running the process.</p>
6	Provides participants with the information needed to participate in a meaningful way	<p>The Love the Bay website provides policy, options information and reports for this project as part of the public consultation information</p> <p>Open, constructive, community conversations were encouraged beyond the formal submission process</p> <p>A drop in shop was set up and manned by Councilors/volunteers each day to inform the public</p> <p>A Communications Plan was developed and delivered</p>	<p>The Love the Bay process provided a range of opportunities for participants to be involved to differing extents.</p>
7	Communicate to participants how their input affected the decision	<p>This process provided the opportunity for everyone who wished to participate to design a solution. It was communicated at the workshops that this would involve concessions and compromises from all for a shared overall benefit</p> <p>The Communications Plan will continue to be updated as the project progresses</p>	<p>Community feedback was specifically discussed in the Tonkin and Taylor Design Report on the concept designs for The Parade. This included a response from the designers about why or how this feedback was incorporated.</p> <p>This information was only contained in the full, 53 page report, and was not presented in an easily digested format.</p> <p>How the outputs and outcomes of the Love the Bay process would translate to designs and decisions was not clearly communicated at the start of the process leading to different expectations.</p>



The following table compares the consultation process (i.e. the two-week period commencing with the release of the concept designs and ending on 13 August 2017) with an IAP2 process for effective public participation.

Item	IAP2 process	Consultation process taken	Comment
1	Set clear shared objectives	<p>The consultation process was clearly expressed as being an opportunity for the public to have a say on their preferred concept design for the Island Bay Cycle way.</p> <p>The results were to <i>“feed into recommendations prepared by Council officers for consideration by Council”</i>.</p>	<p>The objectives of the consultation process were clearly defined.</p> <p>The consultation document clearly stated that the process would result in a recommendation being put forward to Council, and that a high level design would be determined by Council on 14 September.</p>
2	Make a promise to the public that their contribution will influence the decision	<p>The consultation document was clear that the results of feedback received during the consultation process will “feed into recommendations being prepared by Council Officers”.</p> <p>Additionally, the document explained how public feedback would be used:</p> <p><i>“This consultation is to provide qualitative and quantitative feedback to help the Council understand the views held by the people of Island Bay and Wellington. The submissions will be analysed, including by location, to develop a more complete picture of public preferences. The outcome of the consultation will be independently collated and analysed by the Council’s Research and Evaluation team. The consultation feedback will inform the final report on the Island Bay Parade and Cycleway to be deliberated by Council on 14 September 2017.”</i></p>	<p>A clear promise was made to the community that their feedback would be taken into consideration when developing a recommendation to Council regarding the proposed concept designs.</p>
3	Communicate the interests and meet the process needs of all participants	<p>The community was made aware the consultation was occurring through advertising in the pop up shop, social media and other traditional channels.</p> <p>Submissions were accepted and encouraged either using a paper form attached the consultation document, or through Council’s website.</p> <p>Councilors were on site at the Love the Bay drop in shop during the consultation period to hear preferences from the community directly.</p>	<p>The consultation process endeavoured to communicate the interests and meet the process needs to all participants.</p> <p>3,763 submissions were received during the process.</p>



Item	IAP2 process	Consultation process taken	Comment
4	Seek out and facilitate the involvement of those potentially affected	This largely refers to the Love the Bay process that preceded that consultation process. Views were sought by Councilors directly, through their attendance at the drop-in shop during the consultation period, as well as through online and written submissions.	The cycleway re-engagement process, and the consultation process following that, sought out to collaborate with, and involve, a wide group of potentially affected individuals.
5	Involve participants in defining how they will participate	The consultation process followed a largely traditional format typically used by Council. Participants were provided opportunities to participate in the process through Council's online submission portal, paper forms, or in person with Councilors. Participants were able to choose their preferred method of providing feedback from within these options.	Participants were provided with a range of traditional options for providing feedback on the proposed concept designs.
6	Provides participants with the information needed to participate in a meaningful way	Further information regarding the concept designs, including the detailed design report, costings, parking study and other relevant information was provided on Council's website, and a link provided within the consultation document. Documents were also available in a number of public locations.	Participants were provided with a broad range of relevant and detailed information to enable them to make informed decisions. Information was summarised in the summary consultation document, although information on key issues was not clearly communicated.
7	Communicate to participants how their input affected the decision	At the time of writing this report, Council officers are yet to make any recommendation to Council, and Council is yet to decide on a preferred option.	We are unable to comment on this aspect.

Good practice community engagement

There are a number of factors that are fundamental to a good public participation process, including:

- The need to undertake and encourage actions that will build trust and credibility for the process among all participants
- All stakeholders have to have fair and equal access to the public participation process and the opportunity to influence decisions
- Strategies that avoided the risk of polarising the community interest
- Avoidance of advocacy for a particular interest, party or project outcome



Were these actions demonstrated for this project?

Action	Yes
Undertook and encouraged actions to build trust and credibility for the process among all participants	✓
Provided fair and equal access to the public participation process and the opportunity to influence decisions	✓
Strategies avoided the risk of polarising the community interest	✓
Sought to avoid advocacy for a particular interest, party or project outcome	✓

Community Engagement Policy

A review of the community engagement process for this project to check for consistency with Council’s Significance and Engagement Policy and engagement processes showed:

- the Council’s Significance and Engagement Policy and engagement processes were used to guide this re-engagement
- a Terms of Reference and Participative Village Planning Strategy including Communications Plan for the Island Bay community workshops were developed (a review was completed only of the sections provided in the TUD Committee report - 15 September 2016).

Summary

The Love the Bay process demonstrated good practice engagement processes compared with IAP2 public participation processes in these respects:

- Set clear shared objectives as part of the workshop strategy
- Made a promise to the communities that their contribution would influence the decision through the use of collaborative processes that allowed for community input and to be heard
- Communicated the interests and met the process needs of most participants
- Sought out and facilitated the involvement of those potentially affected and collaborated through co-design workshops
- Involved some but not all participants in how they would participate in the engagement
- Provided participants with the information they needed to participate in a meaningful way using a number of communications tools

The consultation and re-engagement planning did seek to:

- encourage actions that would build trust and credibility for the process and among all participants
- provide fair and equal access to the public participation process and the opportunity to influence decisions
- have strategies for avoiding the risk of polarising the community interest
- to avoid advocacy for a particular interest, party or project outcome.



However, for this project it appears that the promise made to the public was not clearly enough defined or was understood differently by the participants, Council staff and the community engagement facilitator, therefore the process resulted in dissatisfaction.

The communities' "noise" and lack of trust that the engagement process and outcome will represent the opinion of all communities may be due to lack of clarity of the decision process and the level of influence the individual can have on the decision. The evaluation criteria for the concept design options must be clearly communicated.

Love the Bay – Delivering on the Cycleway, 2017

Analysis of submissions

Research and Evaluation Team, Wellington City Council

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Executive summary

Background

This report provides the results of submitter feedback from the July/August 2017 Wellington City Council consultation Love the Bay, Delivering on the Cycleway. In this consultation the public was invited to submit on four design options. Specifically they were asked to select their preferred option or options from four designs using a ranking system, and to provide further information about their preferred option or options, or to describe an amended option. This could be done online, or through a paper submission. On the eve of the consultation, Option E was proposed by the Island Bay Residents' Association. This report includes analysis of a Revert option (inclusive of Option E), and also a Retain option (ie keep the current cycleway), which was known as Option F.

This report provides information and analysis of: submitter profile, submitter preferences, preference comments, and option summaries. Full details about the method used for submission analysis is contained in Appendix 1.

Key findings

There was a sizeable public response to this consultation. Nearly one quarter of Island Bay residents participated, which led to over half the submissions being from the area. There were submissions from all over Wellington City and beyond.

Public sentiment about the future of the Island Bay Cycleway is divided. The Island Bay community was generally supportive of a roadside option – especially Option E. A number of these supporters were critical of the current layout, saying it was unsafe, unnecessary, and detrimental to businesses, shoppers, Parade residents and road users. A Revert option was seen to take things back to the way they were. It was also seen as the cheapest option.

For submitters outside Island Bay, there was a more varied response and generally these submitters preferred a kerbside option. This group wanted the current cycleway enhanced and they saw kerbside options (particularly Option C) as safe and effective for cyclists and other road users, and an important part of the wider investment and development of transport infrastructure and urban communities in Wellington.

Findings: Submitter profile

- 3763 formal and 94 informal submissions were received.
- The Island Bay community made a significant contribution to the consultation, with 57.1 percent of submitters reporting that they were residents of Island Bay and slightly less providing an Island Bay residential address.
- Regular and occasional visitors to Island Bay also made up a significant portion the submitters (43.3 percent).
- Significant numbers of submissions were received from across the age spectrum including children.

Findings: Submitter preferences

- When preferences for options A to D and Retain and Revert options were compared, the most preferred option by a significant margin was Revert, followed by Option C, Option B, Option D, Option A, Other, and lastly the Retain option.
- There were differences by submitter characteristics (Borda count scoring):
 - Age: the most preferred option was Revert for 18 to 29-year-olds and all ages 40+, and Option C for under 18s and 30 to 39-year-olds.
 - Residence: Island Bay residents showed a preference for Revert, whereas feeder suburbs and wider Wellington City and beyond preferred Option C.
 - Connection to Island Bay: a Revert option was the highest ranked preference for residents, regular visitors, local business owners and “others”, while Option C was the highest ranked preference for occasional visitors.
- In comparisons between all kerbside and all roadside options: Roadside was favoured by Island Bay residents, Island Bay businesses, “others”, and all submitters 60+; kerbside was favoured by other Wellington residents and submitters beyond Wellington, visitors to Island Bay, and all ages up to age 59.

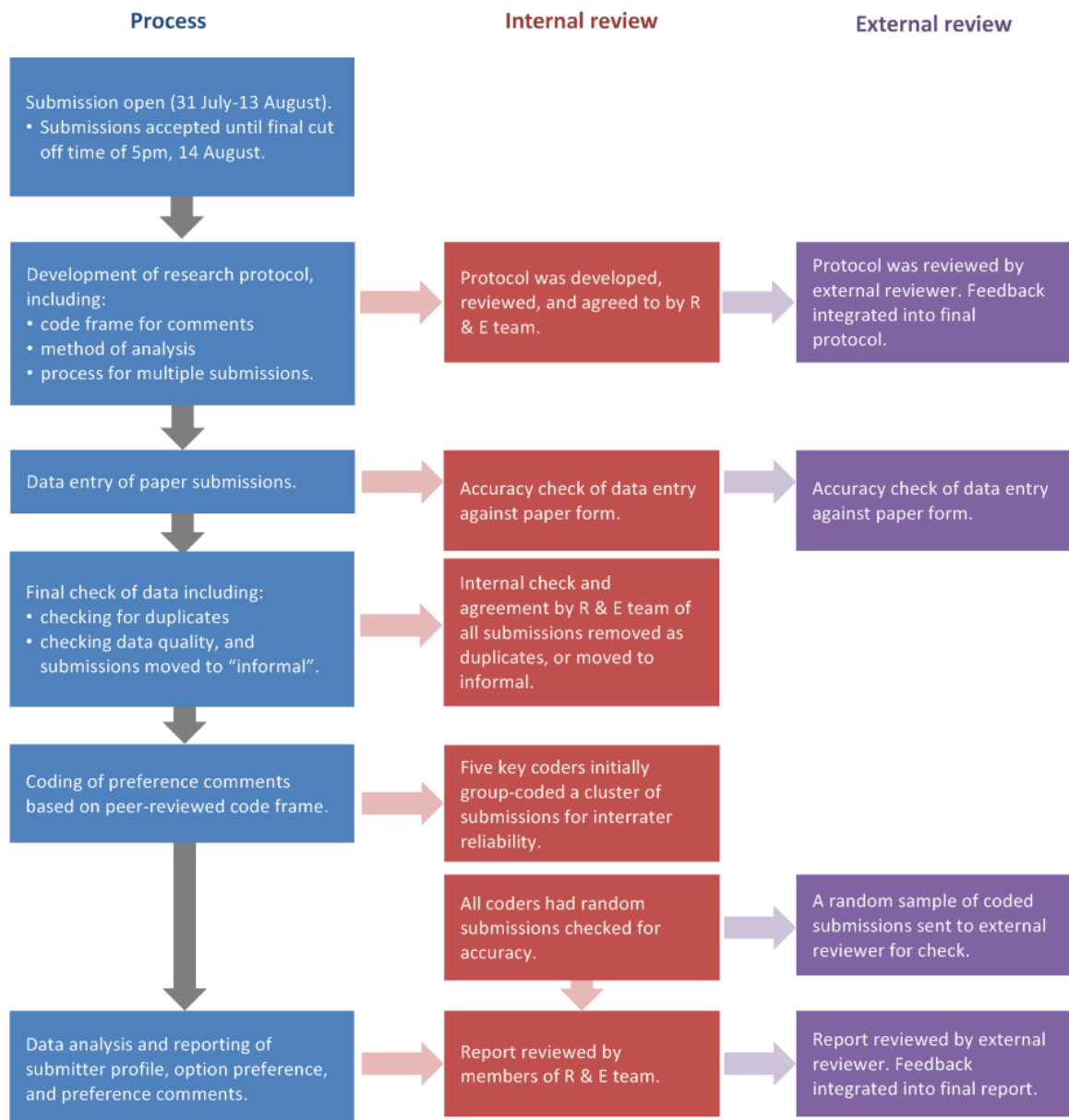
Findings: Preference comments

- Across all options, a dominant theme was safety features and potential safety concerns for various groups. There was also significant comment about car parking impacts, general support for either a roadside or kerbside option, and the cost advantages and disadvantages of particular options.
- Option A attracted negative comments about its safety, its status as a roadside option and the loss of car parks. Some submitters did provide supportive comments about its safety and roadside status.
- Option B was positively supported as a kerbside option, for its safety and its features of separation from pedestrians and parked cars through a buffer zone. There were concerns about the loss of car parks.
- Option C was considered positively as safe and a kerbside option. Also positive were the height of the cycleway (above the road and level with pedestrians), and the kerbside buffer zone between bicycles and cars. There were concerns about the loss of car parks.
- Option D was supported for being safe and being a kerbside option, and its retention of angle parking. However, there were related concerns about the loss of car parks, and the reduction in footpath width associated with angle parking.
- For the Revert option inclusive of option E, almost all leading themes were positive, led by the retention of car parks, followed by safety. The reported low cost of the option was strongly supported as was its status as a roadside option resembling the original layout.
- For the Retain option, safety concerns were prominent. There were also negative comments about visibility and the impact on car parks and road width. However, there was support by a number of submitters for its safety elements – especially for cyclists.
- General comments not assigned to a particular option were led by the themes of positive safety and support for a kerbside option.

Method summary

The following diagram summarises the approach taken by the Research and Evaluation team (R & E team) to collate and analyse the consultation data. It includes the key steps in the process and the integration of internal and external review during the process. A full outline of the method is contained in Appendix 1.

Figure 1. Flow diagram of method (summary)



Consultation results

The consultation results are provided in the following sections:

- Submitter profile – presenting the characteristics of submitters: their residence; age; and connection to Island Bay.
- Submitter preferences – presenting the overall preferences for different options and how these preferences differ by submitter characteristics. Kerbside versus roadside preferences are also considered.
- Preference comments – presenting the major themes in submitters' comments about each option, and general comments.

The report concludes with summaries for each option containing overall preference, which submitters relatively preferred this option, and prominent comment themes about this option.

Submitter profile

This section profiles the submitters by their residence, age, and connection to Island Bay. Informal submissions are discussed separately at the end of the section.

Summary of results

- There were 3763 formal submissions received and 94 informal submissions.
- Just over half (53 percent) the formal submissions received were from Island Bay residents. The remaining 47 percent comprised of nearby (feeder) suburbs (13 percent), other Wellington suburbs (28 percent), and other areas beyond Wellington City (6 percent). Nearly one quarter (23.4 percent) of Island Bay residents submitted.
- The age profile of submitters shows that there were relatively more under 18s and people 50+ from Island Bay submitting than for the other combined locations. There were relatively more 18 to 39-year-olds submitting from all other areas than from Island Bay.
- In terms of connection to Island Bay, 57.1 percent of submitters recorded that they were a resident and 43.3 percent were a regular or occasional visitor. Seventy-three submitters said they were a local business owner and 4.9 percent described another type of connection to Island Bay.
- Informal submissions often lacked this profile information, however, from those that did indicate profile characteristics, these broadly matched the formal submission results.

Residence

Submitters provided a street address and results for the location of submitters is presented below by submitters' physical relationship to the Cycleway: those living on The Parade, the rest of Island Bay, feeder (nearby) suburbs, other parts of Wellington, and all other locations.

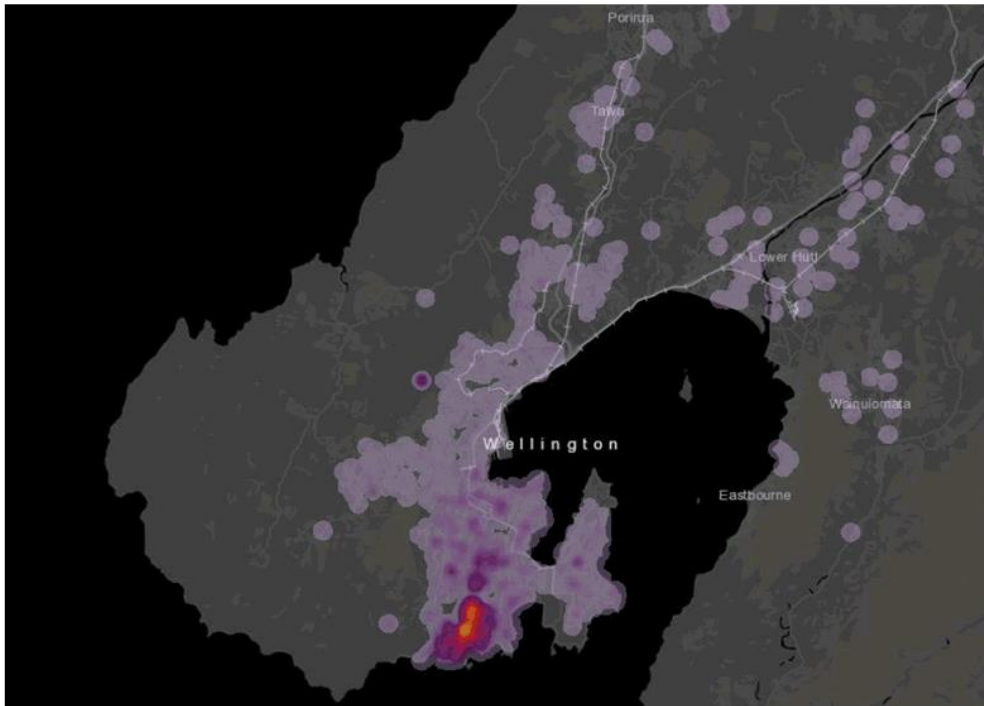
Table 1. Submitter profile: residence

Residence	N	% of total submitters	% of total population (2013 census)
The Parade	309	8%	
Rest of Island Bay	1687	45%	
Total Island Bay	1991	53%	23.4%
Feeder suburbs	495	13%	
Berhampore (141)			
Happy Valley (10)			
Houghton Bay (34)			
Kingston (19)			
Newtown (128)			
Owhiro Bay (76)			
Southgate (87)			
Other Wellington City suburbs	1072	28%	
Total Wellington City	3552	94%	
All locations outside of Wellington City	211	6%	
TOTAL	3763		

The submission profile by residence shows a clear relationship between proximity to the Island Bay Cycleway and participation. Nearly one quarter of Island Bay residents submitted and there was relatively strong participation from seven nearby suburbs. Only 6 percent of submitters were from outside the Wellington City Territorial Authority.

The heat map below confirms this association between physical proximity to the Island Bay Cycleway and participation in the consultation:

Figure 2. Heat map of submitter residence



Age

Submitters were asked to provide the age range band that applied to them. The age range totals and percentages for all submitters are recorded below, and the totals are split by Island Bay residents and all other submitters. Age range comparisons for Wellington City and the Island Bay area are also provided.

Table 2. Submitter profile: age

Age range	All submitters	All submitters %	Island Bay residents	Island Bay residents %	All other residents	All other residents %	Wellington City Population	Island Bay-Owhiro Bay Population
Under 18	172	4.6%	139	7.2%	33	1.9%	20%	23%
18-29	572	15.2%	247	12.7%	325	18.8%	23%	17%
30-39	633	16.8%	245	12.6%	388	22.4%	15%	14%
40-49	815	21.7%	442	22.8%	373	21.5%	14%	16%
50-59	749	19.9%	441	22.7%	308	17.8%	12%	15%
60 +	731	19.4%	425	21.9%	306	17.7%	16%	16%
Missing	91	2.4%	52		39			

* Green text indicates that the proportion is significantly higher than expected if due to chance (p<.001)

The Island Bay versus non-Island Bay comparison shows that under 18s and over 50s in Island Bay were significantly more represented than in the non-Island Bay submitters, while 18-39s were significantly more represented in the non-Island Bay submitters.

Connection(s) to Island Bay

Submitters were asked to describe their relationship to Island Bay using the following categories: resident, regular visitor, occasional visitor, local business owner, and other (submitters could tick more than one category). The following table shows the number and proportion of total submitters for each category.

Table 3. Submitter profile: connection to Island Bay

	N	% of total submitters
Resident	2148	57.1%
Regular visitor	1296	34.4%
Occasional visitor	334	8.9%
Local business owner	73	1.9%
Other type of visitor or interested party ¹	183	4.9%

Over half (57.1 percent) of the submitters indicated that they were a resident of Island Bay and almost all of the remaining submitters ticked that they were a frequent or occasional visitor. This suggests that almost all submitters had some physical connection with Island Bay, with about nine in 10 either living there or visiting regularly.

¹ The 183 people indicating *other* included landlords with a property in Island Bay, ex-residents, future residents, relatives and friends of people living in Island Bay, people working/providing business services in Island Bay or participating in Island Bay community groups but not living in Island Bay, cyclists who ride in Island Bay, parents of children attending school in Island Bay, and shoppers.

Thirty-eight (52.1 percent) of the 73 submitters ticking that they were a local business owner also ticked that they were an Island Bay resident.

Informal submissions

For the 94 informal submissions, there were gaps in submitter profile information – particularly age. The number of submitters that provided particular profile information is as follows:

Table 4. Informal submissions: profile information provided

Submitter profile characteristic	Frequency	Percent
Physical address	56	60%
Age	19	20%
Connection to Island Bay	43	46%

Because age data is insufficient across the informal submitters, this was not categorised. The table below shows the informal submitter profile by location and connection to Island Bay.

Table 5. Submitter profile by residence and connection to Island Bay

	Frequency	Percent
<i>Residence</i>		
Island Bay	24	43%
Other Wellington suburb	26	46%
Other (including PO boxes)	6	11%
<i>Relationship to Island Bay</i>		
Resident	26	60%
Regular visitor	7	16%
Occasional visitor	4	9%
Local business owner	2	5%
Island Bay property owner	2	5%
Other	2	5%

Submitter preferences

This section contains results for submitter preferences. Informal submissions are discussed separately at the end of the section.

Summary of results

- All seven options (A, B, C, D, Revert, Retain, and Other) were compared using the Borda count method. The summary table below summarises option preferences, ranked from most preferred to least preferred.

Table 6. Preferred options

Most to least preferred option	Total score – Borda count
Revert	7627
C	4527
B	3709
D	3284
A	1765
Other	220
Retain	218

- By age group, the most preferred option (Borda count) was Revert for 18 to 29-year-olds and all ages 40+, and Option C for under 18s and 30 to 39-year-olds. Overall, a kerbside option was most preferred for all ages except 60+. This age group most preferred a roadside option.
- Preference by residential location showed an overall preference (Borda count) for Revert by Island Bay residents, and an overall preference for Option C in the feeder suburbs and the rest of Wellington City and beyond. For Island Bay residents, overall, a roadside option was the most preferred, whereas in all other parts of Wellington and beyond there was an overall preference for a kerbside option. This pattern was consistent using a “head to head” ranking of options and kerbside versus roadside.
- In terms of reported connection to Island Bay, a Revert option was the highest ranked preference for residents, regular visitors, local business owners and “others”, while Option C was the highest ranked preference for occasional visitors. A roadside option was the most preferred by residents, local business owners, and “others”, and a kerbside option was most preferred by regular and occasional visitors.
- Informal submissions produced a strong preference for a Revert option with much lower and fairly even support for and opposition to other options. However, 20 informal submissions proposed some form of alternative option.

Options analysis

This sub-section introduces how options were included in the preference analysis, including the collective categories of kerbside versus roadside.

Options A to D

The consultation asked submitters to rank their preference among four options – A to D. Specifically they were instructed to select their preferred option (first rank) and rank up to the remaining three options in order of preference. Submitters could rank as many of these four options as they liked. For full descriptions of options A to D, see Appendix 2.

Option E and Revert

On the eve of the consultation process, the Island Bay Residents' Association proposed a fifth option, "Option E". To manage this change, the analysis used a Revert option that includes comments that referred to:

- Option E specifically (N=1230),
- the Island Bay Residents' Association and/or the Business Representatives Association proposal but not Option E literally (N=228)
- any comments that suggested a preference to "restore" or "revert" the road to its original layout (N=479).

The first two categories above were considered "Option E". The final category was considered "Other Revert". These categories are combined where appropriate into a composite "Revert" category for the purposes of comparing options. For a full description of Option E (as proposed by the Island Bay Residents' Association), see Appendix 3.

Option F and Retain

The concept of an "Option F" to retain the existing cycleway was also introduced during the consultation and it was agreed that this would be accepted as a preference if it was mentioned in the comments section. This is referred to as "Retain" in the results.

Overall preferences

Revert (including Option E) and Retain (including Option F), were introduced into the consultation process. The submission form did not describe these options, and references to them by submitters are recorded in the open comments section of the form. This section of the form invited submitters to note an "amended option" if they had one. Rankings have been derived from these comments. A Borda count result was derived for these alternative options and these results alongside options A to D results are presented below. These results need to be interpreted with some caution because of the two avenues for ranking preferences that were ultimately available to submitters. This has led to some imbalances in the submission results that are impossible to quantify. See the method section (Appendix 1) for a discussion of this.

Kerbside versus roadside preferences

Cycleway options A to D, Revert, and Retain can be divided into kerbside or roadside options that represent two fundamentally different design options: kerbside sees the cycleway situated between pedestrians and parked cars (passenger side); roadside sees the cycleway situated between parked cars (driver side) and moving traffic. Options A and Revert (including Option E) are roadside options and Options B, C, D and Retain (including Option F) are kerbside options. Kerbside versus roadside preferences are considered by submitter age, residence, and connection with Island Bay.

As noted in the method section (Appendix 3), the lack of a default process to rank options Revert and Retain among other options has had an unknown effect on the Borda count results for all options. These kerbside versus roadside comparisons need to be interpreted with some caution because had all six options (A–D plus Revert and Retain) been available and fully and accurately described in the ranking section of the submission form, this would have led to a different ranking response and Borda count scores than the two avenues method that has been necessary for comparison purposes.

Table 7. Borda count results for all options (including Revert, Retain and all “other” options)

	1st rank	2nd rank	3rd rank	4th rank	Total score
A	344 x 4 = 1376	46 x 3 = 138	38 x 2 = 76	175 x 1 = 175	1765
B	319 x 4 = 1276	658 x 3 = 1974	212 x 2 = 424	35 x 1 = 35	3709
C	819 x 4 = 3276	317 x 3 = 951	143 x 2 = 286	14 x 1 = 14	4527
D	267 x 4 = 1068	291 x 3 = 873	659 x 2 = 1318	25 x 1 = 25	3284
<i>Rankings based on comments section</i>					
Revert	1898 x 4 = 7592	11 x 3 = 33	0 x 2 = 0	2 x 1 = 2	7627
Retain	48 x 4 = 192	8 x 3 = 24	1 x 2 = 2	0 x 1 = 0	218
Other	47 x 4 = 188	10 x 3 = 30	1 x 2 = 2	0 x 1 = 0	220

The overall order of preference for the options based on the Borda count method is:

1. Revert
2. Option C
3. Option B
4. Option D
5. Option A
6. Other options

If the Revert total is broken down into its two main groupings (Option E and Other Revert) the overall order of preference for all formal submitters becomes:

1. Option E
2. Option C
3. Option B
4. Option D
5. Other Revert option (not referring to Option E)
6. Option A
7. Other options
8. Retain

Preferences by submitter characteristics

This section explores responses by different submitter characteristics: age, location, and connection to Island Bay.

Submitter age

Revert (including Option E) is the preferred option based on the Borda count method for each age group except for under 18s and 30 to 39-year-olds (where Option C is most preferred using this method). The table below shows the full results.

Table 8. Overall preference by age group (Borda count results for all options)

	1st	2nd	3rd	4th	5th	6th	7th
Under 18	C	B	Revert	D	A	Retain	OTHERS
18-29	Revert	C	B	D	A	Retain	OTHERS
30-39	C	B	Revert	D	A	OTHERS	Retain
40-49	Revert	C	B	D	A	Retain	OTHERS
50-59	Revert	C	B	D	A	OTHERS	Retain
60+	Revert	C	A	D	B	OTHERS	Retain

Kerbside versus roadside by submitter age

The kerbside versus roadside Borda count comparison by submitter age shows all age ranges prefer a kerbside option with the exception of those aged 60 years or older, who as a group favour a roadside option.

Table 9. Kerbside versus roadside by submitter age (combined Borda count results)

	Kerbside	Roadside
Under 18	x	
18-29	x	
30-39	x	
40-49	x	
50-59	x	
60+		x

Submitter residence

Submitters provided a residential address. The table below shows Borda count results for preferences by submitter residence in relation to the cycleway.

Table 10. Overall preference by residential location of submitter (Borda count results for all options)

	1st	2nd	3rd	4th	5th	6th	7th
The Parade	Revert	A	C	D	B	Others	Retain
Island Bay excl. The Parade	Revert	C	D	B	A	Retain	Others
Island Bay TOTAL	Revert	C	D	B	A	Retain	Others
Feeder suburbs (Berhampore, Happy Valley, Houghton Bay, Kingston, Newtown, Owhiro Bay, Southgate)	C	Revert	B	D	A	Others	Retain
All other Wellington suburbs (excl. IB and feeders)	C	Revert	B	D	A	Others	Retain
Wellington TOTAL	Revert	C	B	D	A	Retain	Others
All locations outside of Wellington City	C	Revert	B	D	A	Others	N/a
TOTAL SAMPLE	Revert	C	B	D	A	Others	Retain

The results by residence show split preferences between Island Bay residents and those in nearby suburbs and the rest of Wellington City, with Revert (including Option E) the most preferred option overall for those closest to the cycleway, and Option C the most preferred option for those living nearby and throughout the rest of Wellington (and further afield).

Although Option C is the highest scoring option for residents outside of Island Bay, the large proportion of Island Bay residents in the total submission response (53%) leads to an overall preference for the Revert option at the Wellington City level.

Kerbside versus roadside by submitter residence

The kerbside versus roadside Borda count comparison by submitter residence confirms a general preference split between Island Bay and non-Island Bay residents: roadside options as a whole are preferred by residents and kerbside options as a whole are preferred by people living in other communities.

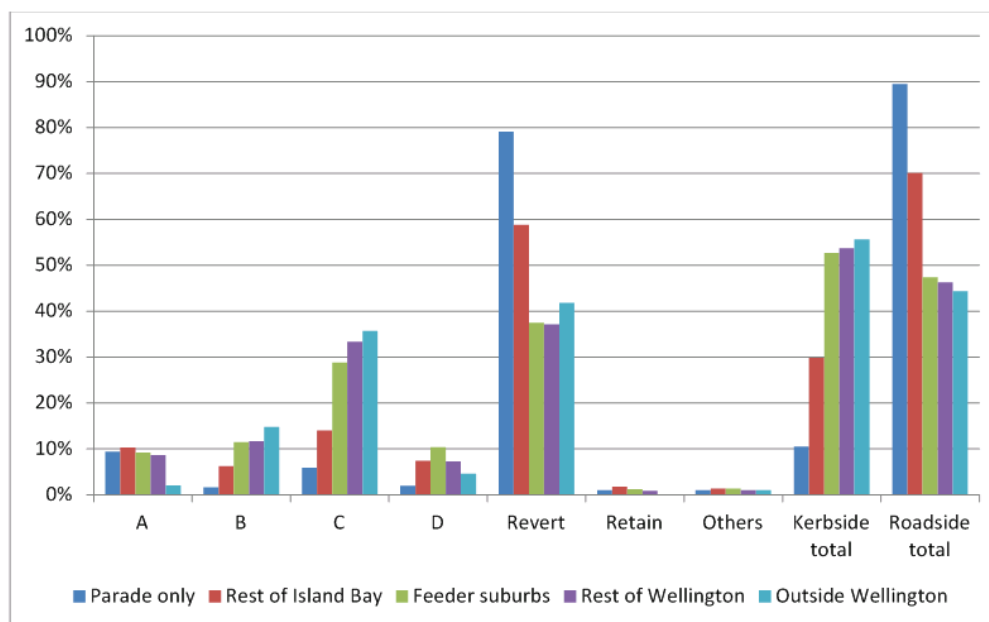
Table 11. Kerbside versus roadside comparison by residential location – overall main preference (combined Borda count results)

	Kerbside	Roadside
The Parade		x
Island Bay excl. The Parade		x
Island Bay TOTAL		x
Feeder suburbs	x	
All other Wellington suburbs (excl. IB and feeders)	x	
Wellington TOTAL	x	
All locations outside of Wellington City	x	
TOTAL SAMPLE	x	

Submitter residence – first ranked options only

To further explore the relationship between residence and option preferences, the chart below only shows the *first choice* option results and kerbside versus roadside results for formal submitters.

Figure 3. Options and kerbside/roadside: percentage of submitter first choice preferences by residence



The results for first choice clearly show a pattern of very strong support for a roadside option support (and in particular Revert) for Parade residents, with moderately lower support for the rest of Island Bay. While a Revert option is still popular outside of Island Bay, support for kerbside options and in particular Option C increase significantly.

Submitter connection with Island Bay

Submitters were asked to provide their connection to Island Bay from the following options: resident, regular visitor, occasional visitor, local business owner and other. Note that submitters could tick all that applied to them (ie more than one group). The table below shows that submitters with a self-reported stronger connection with Island Bay favoured the Revert option (including Option E), whereas occasional visitors strongly preferred the kerbside options, including options C, B and D.

Table 12. Overall preference by submitter type (Borda count results for all options)

	1st	2nd	3rd	4th	5th	6th	7th
Resident	Revert	C	D	B	A	F	OTHERS
Regular visitor	Revert	C	B	D	A	OTHERS	F
Occasional visitor	C	B	D	A	Revert	OTHERS	F
Local business owner	Revert	C	D	B	A	F	N/A
Other type of visitor or interested party	Revert	C	B	D	A	OTHERS	N/A

Kerbside versus roadside by submitter connection to Island Bay

The kerbside versus roadside Borda count comparison by submitter connection to Island Bay again showed that preferences were related by proximity and connection to Island Bay, with residents, local business owners, and other interested parties favouring a roadside option, and visitors as a group favouring a kerbside option.

Table 13. Kerbside versus roadside comparison by submitter connection to Island Bay – overall main preference (combined Borda count results)

	Kerbside	Roadside
Resident		x
Regular visitor	x	
Occasional visitor	x	
Local business owner		x
Other type of visitor or interested party		x

Submitter preferences: Informal submissions

The table below presents the number of submitters who selected each option as any preference (from 1st to 4th preference). This number adds up to more than the total number of informal submissions, as some ranked more than one option and this chart shows overall mentions regardless of rank.

Table 14. Informal submission submitter preferences

	Number of submitters indicating any preference (n=91)
Option A	16
Option B	9
Option C	12
Option D	12
Revert (including Option E)	42
Retain (including Option F)	5
Other options and general feedback	19

Preference comments

This section summarises submitter comments about preferences, significant liked and disliked aspects of specific options, and the more general comments received. Informal submissions are discussed separately at the end of the section.

Summary of results

- Across all options, prominent themes were associated with safety features and potential safety consequences of options on various groups, the impact on car parking spaces, general support for either a roadside or kerbside option, and the cost benefits of particular options.
- Negative comments about Option A were prominent. Option A is disagreeable to both supporters of a proposed “stronger” Revert option (eg Option A sees the removal of car park spaces) and supporters of an enhanced kerbside option. Hence, it attracted negative comments about its safety, its status as a roadside option and the loss of car parks. Some submitters did provide supportive comments about its safety and roadside status.
- Option B was positively supported as a kerbside option, for its safety and its features of separation from pedestrians and parked cars through a buffer zone. There were concerns about the loss of car parks.
- Option C was considered positively as safe (often cited as being the “safest option”), its status as a kerbside option, the height of the cycleway above the road and level with pedestrians and the kerbside buffer zone between bicycles and cars. There were concerns about the loss of car parks.
- Option D was supported for being safe and being a kerbside option, and its retention of angle parking. However, there were related concerns about the loss of car parks, and the reduction in footpath width associated with angle parking.
- For the Revert option inclusive of Option E, almost all leading themes were positive, with the most prominent the positive element of retention of car parks, followed by its safety. The reported low cost of the option was strongly supported and its status as a roadside option resembling the original layout.
- The Retain option attracted critics of the current layout in the comments, and safety was by far the most prominent concern. Negative comments about visibility were also strongly reported and the impact on car parks and road width. However, there was relatively strong support by submitters for its safety elements – identifying the current layout as safer for cyclists in particular than the original roadside layout.
- General comments were led by the themes of positive safety and support for a kerbside option.
- Preference comments from 91 informal submissions showed a similar pattern to formal submissions and by option showed significant positive support for a Revert option.
- The preference comments confirm a deep split between submitters about a way forward in particular, and to a related extent, perceptions about the positives and negatives of the current design. A significant majority of local residents want a return to a roadside option, which they see as safe, adequate for all users of The Parade, and supportive of local businesses. Many others want the enhancement of a kerbside option, which they see as safe, adequate for all users of The Parade, and a necessary step towards stronger cycling infrastructure in Wellington City.

Preference analysis

In this report, the public sentiment is summarised with a focus on the most prominent themes expressed through coding for each option².

For each option, the top ten coded categories are shown with discussion focused on the most prominent of these. Positive sentiment is highlighted in green and negative sentiment is highlighted in red. Prominent themes and illustrative quotes are presented for each option.

The following table shows the overall frequency of coded themes across the six main options and highlights the top 10 coded themes for each option shaded green for positive and red for negative. One of the results from this data is that supporters were quite likely to support the safety of their preferred options, even though these options differ in some key characteristics. Car parking was also a prominent concern, with many options seen to have a negative impact on this.

² Coded comments about different options have also been used to explore the engineering and design implications of the perceived strengths and weaknesses of each option and proposed amendments.

Table 15. Count of comments received by theme for each main option

	Option A	Option B	Option C	Option D	Revert (inc. Option E)	Retain (inc. Option F)
Roadside cycleway positive	34	0	0	0	151	5
Roadside cycleway negative	58	3	2	0	6	3
Kerbside cycleway positive	4	83	99	63	0	26
Kerbside cycleway negative	1	2	2	3	9	17
Traffic lane width positive	7	2	25	8	94	5
Traffic lane width negative	9	9	10	11	3	30
Footpath width positive	1	12	32	9	6	1
Footpath width negative	3	0	1	27	0	2
Height of cycle path positive	1	38	70	20	1	1
Height of cycle path negative	2	22	21	18	0	2
Cycle lane buffer zone positive	6	37	51	14	72	3
Cycle lane buffer zone negative	3	3	1	2	1	7
Parallel parking positive	2	4	6	2	81	1
Parallel parking negative	4	2	1	3	0	0
Angled parking positive	1	2	1	33	12	1
Angled parking negative	2	5	5	23	0	2
Number of car parking spaces positive	3	5	6	25	266	4
Number of car parking spaces negative	53	34	39	34	7	29
Visibility positive	10	5	32	8	39	1
Visibility negative	6	5	3	1	0	54
Safety positive	31	74	130	66	184	53
Safety negative	92	19	18	17	20	157
Parking proximity to services positive	2	1	0	9	39	0
Parking proximity to services negative	9	7	7	6	2	18
Cost positive	5	5	0	1	169	24
Cost negative	29	22	25	28	8	7

The following table ranks these codes from highest to lowest frequency for all six options combined.

These results show prominent concerns about safety, the loss or gain of car parks, the width of the road and distance between cars and bicycles, costs, and general advocacy for either a kerbside (in particular) or roadside option.

Table 16. Highest to lowest frequency themes

Theme	N
Safety positive	538
Safety negative	323
Number of car parking spaces positive	309
Kerbside cycleway positive	275
Cost positive	204
Number of car parking spaces negative	196
Roadside cycleway positive	190
Cycle lane buffer zone positive	183
Traffic lane width positive	141
Height of cycle path positive	131
Cost negative	119
Parallel parking positive	96
Visibility positive	95
Roadside cycleway negative	72
Traffic lane width negative	72
Visibility negative	69
Height of cycle path negative	65
Footpath width positive	61
Parking proximity to services positive	51
Angled parking positive	50
Parking proximity to services negative	49
Angled parking negative	37
Kerbside cycleway negative	34
Footpath width negative	33
Cycle lane buffer zone negative	17
Parallel parking negative	10

Option A preference comments

For a description of Option A see Appendix 2.

The 10 most frequent coded themes for Option A are as follows:

Table 17. Option A: highest frequency preference comment codes

Theme category	Number of mentions by submitters
Safety negative	92
Roadside negative	58
Number of car parking spaces negative	53
Roadside positive	34
Safety positive	31
Cost negative	29
Visibility positive	10
Traffic lane width negative	9
Parking proximity to services negative	9
Traffic lane width positive	7

Option A attracted high rates of concern about safety, its status as a roadside option, and the loss of car parks.

Safety concerns

Option A attracted concerns about cyclist safety from supporters of a kerbside option. It was seen as the least safe option of the four options offered because it did not separate cyclists and motorists.

“Option A is the most unsafe, as it involves the highest risk of car-cyclist accidents.”

“Option A is substandard and a major step backwards for cycle safety. It fails to provide adequate separation between traffic and cyclists.”

“Option A is a great leap backward. I'd be worried about being hit from behind by a car or 'doored', just like on any other road without a separated cycleway. I wouldn't feel comfortable letting my kids ride to school on it.”

Comments were made by, and on behalf of, vulnerable cyclists and children and other road users about being unsafe.

“I am 8. I use the cycle way with my family. I like it. It is nice that it is more safer now because if you slip on your bike you don't really get hurt but if you changed it to number A that's what would happen because if you slipped you would go onto the road and could get run over by a car. So if you are going to change it I think it's going to be a bad idea and I wouldn't use it. It wouldn't be safe. I don't think anyone would go on it.”

“I have only ranked those options that I consider safe options for my kids to use. Currently 8 and 11 years they now cycle on the current lane. There is no way I would ever let them ride on what was there before, or on Option A where you are placing vulnerable users between parked cars and high volume traffic (including in the future double decker

buses apparently). If the Council is truly committed to providing safe cycling routes and enabling less confident riders to get on their bikes then a fully separated option had to be retained.”

Roadside option concerns

There was criticism of Option A not having separation between cyclists and motor vehicles, and this was often connected to the safety concern above.

“I have not ranked Option A as reverting to a painted cyclelane with no separation from traffic is a huge waste of time and money, and an incredibly backward and Trumpian choice of action. If a city wants to lead the world in livability and quality of life then it should be fully embracing active and sustainable transport. It is well established in the academic literature that the best way to encourage cycling is by installing high quality separated cycleways. This is why so many progressive world-leading cities are investing in networks of separated cycleways. Wellington should be doing the same if it wants to keep pace with these cities and improve the health, wellbeing and satisfaction of its residents.”

“I really appreciate a move away from the roadside design. When I used to cycle down to the beach with my children (when they were learning to cycle) and before the current cycle-way was installed, my children were too nervous to ride on the roadside, but choose the footpath. Which of course I was nervous about with cars pulling out of driveways. I'm really enjoy seeing how many parents and children are now using the cycle-way... I didn't vote for Option A as I believe a return to roadside would be unsafe and would discourage new cyclists to use it, as with example of my children above.”

It was identified by some that Option A, as a return to a roadside option, would not meet NZTA safety guidelines and that it did not match with the Council's wider strategies and policies.

Car park loss concerns

Option A was opposed by some on the grounds that, like Options B, C and D, it removed car parks from The Parade. In this respect it was noted as inferior to the Revert option, which proposed to restore and preserve car parks.

“I'm horrified yet more parks would be abolished under Option A - D when Option E would provide more.”

“I chose Option A because it is closest to the original, which in my opinion was perfectly functional and safe. However, I am very disappointed in the number of car parks you are determined to remove, especially in the shopping centre.”

“I'm largely OK with both Option A with a MAJOR exception being the business zone parking which must largely be left as is with angle parking.”

Roadside option positive

There was support for Option A as a roadside option and it was noted that Option A was relatively close to the original layout.

“I’m a cyclist and believe that the Option A is the safest and best option for all. As a cyclist who is teaching my kids to ride too we need to share the road. Having multiple and confusing options is crazy when it’s one of the widest roads in Wellington. The only areas I have issues riding is the south coast and Makara. Cyclists need to be aware of their surroundings and a short cycle way will not protect injury or encourage motorists to take a more cautious approach. It may have the opposite effect.”

Safety positive

Although Option A was considered unsafe by a large number of submitters commenting on this option, others commented positively on its safety and contrasted this with the perceived unsafe current design.

“If Option E can’t be done (because of so-called new rules and regs and best-practice engineering, whatever that is) then Option A. Parked cars have no place sitting out in the middle of the road as they are now. It is stupid, dangerous and creates a very narrow pathway for vehicles, especially buses. Should never have been allowed.”

“Option A will separate people from machine and wheels considerably, hence protecting people and keeping them away from traffic hazards. Vehicles and Bikes can co-exist with each other and deal with each other according to the road code and away from pedestrians especially away from children, school kids and the elderly.”

Option B preference comments

For a description of Option B see Appendix 2.

The 10 most frequent codes tagged to comments for Option B are as follows:

Table 18. Option B: highest frequency preference comment codes

Theme category	Number of mentions by submitters
Kerbside positive	83
Safety positive	74
Height of cycle path positive	38
Cycle lane buffer zone positive	37
Number of car parking spaces negative	34
Height of cycle path negative	22
Cost negative	22
Safety negative	19
Footpath width positive	12
Traffic lane width negative	9

Option B attracted significant numbers of comments about the positive aspects of a kerbside cycle way and safety. There was a moderate number of comments in support of the height of the cycle path and the cycle lane buffer zone, and concern about the loss of car parks.

Kerbside positive

As a kerbside option, Option B was cited positively (often as part of a generally supportive comment about the other kerbside options, C and D).

"It needs a physical barrier from motorised traffic - both to protect the cyclists and to stop encroachment from parking vehicles. If the lane is included at same height as pedestrian path then the utility would be degraded through essentially being used as pedestrian thoroughfare. This makes the Option B preferred"

"Option B seems to provide the best balance between the needs of different road users, and create a safe, easy to use, cycleway and roadway."

Safety positive

Related to the relatively strong support for Option B as a kerbside design, safety was commonly cited positively. Again this was sometimes as a part of a wider comment about all the kerbside options.

"Option B best and safest for all users."

"A = going backwards, B is safer for bike users of all ages."

Height of cycle path positive and cycle lane buffer zone positive

Option B has a cycle path that lies below the height of the footpath and cyclists are also protected from parked cars by a kerb, hence creating buffer zones between pedestrians, cyclists and parked cars. These aspects were noted as positive including being clear and safe for pedestrians who were clearly separated from the cycle path, and reducing the risk of cyclists being "doored" on the passenger door side of the parked vehicles. A number of submitters thought this was a significant enhancement on the current layout, which was perceived to have these risks.

"I chose Option B because it's most like the way it is now with a barrier in between cyclists and moving cars. It also has a curb in between the pavement and pedestrians, I think this will dissuade people from walking on it causing less accidents."

"Option B is safest for the average cyclist as the cycle user is protected from the moving traffic by the parked vehicles and safety strip, pedestrians are kept on the footpath and are unlikely to wander onto the cycle lane. This also means that faster cyclists would not endanger pedestrians."

Car parking concerns

Loss of car parks was cited as a concern with Option B, usually as part of a wider comment about the loss of car parks with options A to D.

"Options A to D will destroy businesses and the local way of life by taking away more car parks when those that have already been taken away should be returned."

"The current options are all taking car parking away that Island Bay business owners and residents need and use."

"All other options, A,B,C,D involve loss of more carparks. We have lost enough already."

Option C preference comments

For a description of Option C see Appendix 2.

The 10 most frequent codes tagged to comments for Option C are as follows:

Table 19. Option C: highest frequency preference comment codes

Theme category	Number of mentions by submitters
Safety positive	130
Kerbside positive	99
Height of cycle path positive	70
Cycle lane buffer zone positive	51
Number of car parking spaces negative	39
Footpath width positive	32
Visibility positive	32
Traffic lane width positive	25
Cost negative	25
Height of cycle path negative	21

Option C attracted significant positive comments about safety, the kerbside design, the height of the cycle path, and the cycle lane buffer zone. Good visibility and the footpath and traffic lane width were also viewed positively. As a kerbside option, the loss of car parks was a concern for some submitters.

Safety

There was very strong support for Option C as a safe option. A number of submitters noted it as the safest option, and safety as a strong factor in their preference for it.

“C is the option that makes this the most accessible and the safest.”

“Option C has physical separation from Cars and pedestrians. Making it safer for both users. Option C also increases road width making it safer for larger vehicles. Option C also increases the buffer between parked cars and the cycleway. Parallel parking is fine and is safer than angle parking with easier views of pedestrians, bicycles and other cars.”

“My 1st choice is Option C because it has a safe and large buffer zone between the parked cars and the cycleway, and doesn't eat into the pedestrian zone in the town centre.”

Kerbside design positive

Separation of cyclists from motor vehicle traffic was also regarded very highly in preference comments about Option C, and this was almost always linked to the perceived safety of cyclists, and sometimes also the perceived safety of pedestrians and motorists.

“Option C makes cyclists more visible, makes it easier for cyclists to pass each other, and provides easier (but not necessarily safer) access for people getting in and out of parked cars. Proper separation will be needed between the cycling and walking path.”

“Option C. It's clearly logical and separates, safely, all three modes of transport. It also makes it safe for cyclists and pedestrians as cyclists as cyclists don't go onto the footpath; likewise, cyclists are separated from cars. It's the safest option and encourages cycling.”

Height of cycle path and cycle lane buffer zone positive

The height of the cycle path and the cycle lane buffer zone were strongly supported aspects of Option C. Option C has a cycle path level with the footpath (ie above the road level) and this was generally seen as safer for cyclists and pedestrians. The raised cycle path was seen to provide better visibility of cyclists. Note that the height of the cycle path design for Option C is in contrast to the height of the cycle path design for Option B, which was also seen as safe by some supporters of Option B. There were also a number of supporters of Option C that wanted a further level of separation between cyclists and pedestrians.

“Option C raises cyclists slightly above road level, good for seeing and being seen. And you won't feel trapped in a channel – there'll be more room to pass, or to avoid any obstacles. It needs a tweak to keep walkers and cyclists separate though.”

“I support Option C as it retains a separated kerbside cycleway which is safer for cyclists and pedestrians. I would prefer that the cycleway was at the same height as the footpath. I think it would be less safe for people moving between the footpath and cars to have two small kerbs, and it would be better to just have one between the cycleway and the cars.”

The buffer zone between cyclists and parked cars was similarly supported as safer for cyclists and passengers exiting cars.

“Option C is the best because it is raised and further away from parked cars. So cars can't park on the cycle way or open their doors onto passing cyclists.”

“C offers the best buffer space between bikes and parked cars. This is important for me as I use the bike lane with children.”

Car parking concerns

There were concerns with the loss of car parks associated with Option C, and this feedback often came via a general critique of options A to D for their loss of car parks.

Option D preference comments

For a description of Option D see Appendix 2.

The 10 most frequent codes tagged to comments for Option D are as follows:

Table 20. Option D: highest frequency preference comment codes

Theme category	Number of mentions by submitters
Safety positive	66
Kerbside positive	63
Number of car parking spaces negative	34
Angled parking positive	33
Cost negative	28
Footpath width negative	27
Number of car parking spaces positive	25
Angled parking negative	23
Height of cycle path positive	20
Height of cycle path negative	18

As with Options B and C, positive comments about safety and the kerbside characteristics of this design were leading for supporters of this option. There were mixed concerns about car parks, with support for the preservation of angled parks but concern with the loss of car parks overall.

Safety and kerbside option positive

As with options B and C, Option D was seen as safer for cyclists and this was often related to the kerbside design. Support in these areas was sometimes expressed as general support for kerbside options.

“I support Option D as I think this would be the safest for cyclists and other users.”

“The design priority should be on segregating cycle traffic from motor traffic, to maximise safety for cycle commuters. The Parade, due to its width, is ideally suited to the safest possible cycleway design. Option D is preferable due to the reduced risk of open-door injuries to cyclists.”

“I believe options C, B and D all provide safer options by segregating cyclists from motorists. This will enhance the ability of my children to use the cycleway and improve conditions for both cyclists and motorists.”

Angled parking

A unique feature of Option D was the retention of angle parking in the business area and this was singled out as the reason some submitters preferred it over the other three formal options (Options A–C). Some submitters preferred another option but wanted the business zone aspect of Option D integrated into their preferred option.

“I prefer Option D as it keeps the angled parks providing easier and more parking spaces in the actual shopping area. As someone with limited mobility having as many parks near the places I need to be as possible is helpful to me being able to use our shopping area easily.”

“I like all of the four options due to the fact they are all safe options for myself and my children, however, I chose Option D as I like the angle parking in the shopping area.”

“At least Option D would keep our car parks and our village going.”

“I would not be opposed to an alternative option comprising Option B in the residential zone and Option D in the business zone.”

There were, however, some submitters concerned about the retention of angle parking from a cyclist safety perspective (due to visibility issues when cars exit these parks) and the narrower footpath that would result.

The impact of angle parking on footpath width was noted as a concern by some, particularly for pedestrians, as was the loss of outdoor seating for cafes and restaurants.

“Option D is ok as well, the main difference from C being that the business area retains angle parking – which in turn removes a lot more footpath space in that section. This choice goes contrary to a lot of input I saw of people wanting a nicer village centre to walk and linger at.”

“But I do not think angled parking should be retained in the business zone at the expense of severely reduced pedestrian zone width. A wide pedestrian zone makes for a lively urban area, NOT lots of parking.”

Car parking concerns

Although a number of submitters were positive about angle parking being retained in the business zone with Option D, others pointed out that this design also removed car parks from The Parade as per options A to C.

Revert option (including Option E)

For a description of Option E see Appendix 3.

The 10 most frequent codes tagged to comments for the Revert option are as follows:

Table 21. Revert Option: highest frequency preference comment codes

Theme category	Number of mentions by submitters
Number of car parking spaces positive	266
Safety positive	184
Cost positive	169
Roadside positive	151
Traffic lane width positive	94
Parallel parking positive	81
Cycle lane buffer zone positive	72
Visibility positive	39
Parking proximity to services positive	39
Safety negative	20

The most frequently coded comments for the Revert option (including Option E) were almost all positive. This is a reflection of the general strong support for a Revert option, and also the fact that

Option E did not appear on the submission form as an option and therefore (unlike Option A) was not a “visible target” for submitters who supported other options. A number of supporters of Option E submitted a template 8 point explanation of Option E provided by the Island Bay Residents’ Association (see Appendix 3), and coding this template submission each time has contributed to a high frequency for some code categories.

The number of car parking spaces available for the Revert option was strongly supported (including retention of parks in the business zone), followed by the safety and perceived low cost of this option, and also general support for a roadside option.

Car parking positive

The return of car parks was the most cited positive of the Revert option. Often this was referenced to benefits for businesses along The Parade and people being able to access shops and services. This support for car parks was also sometimes expressed as a criticism of all the other options and the current design, and a reflection on the positives of parking before the current cycleway was introduced.

“The reduction in Parking under the other schemes is going to destroy local business which are vital for the growth of the community.”

“...there was sufficient parking & without this local businesses & the Medical Centre are suffering greatly.”

“Back to the way it was we can't afford to lose more car parks which will happen with your so called enhancements in Option A.”

“A majority of the businesses have selected Option E and they should know (if anyone does) how their foot-traffic will be significantly reduced by the removal of 57 residential and business district car-parks.”

Safety

The perceived safety benefits of the Revert option were commonly articulated by submitters. Submitters reported feeling unsafe driving on The Parade with the current layout. These submitters reported feeling safer before the changes. Although safety comments were often quite general, some cyclists said they felt safer travelling along The Parade before the changes.

“Should be put back to how it was. ... I have used the cycleway in its previous form multiple times a day over many years and found it safe and easy to use for all users (cyclists, drivers and pedestrians).”

“Option E. I would like The Parade returned to how it was. I felt safe driving.”

“Because the way it was before was much safer all round.”

“Would like the cycleway returned the way it originally was. Safer for the Island Bay Community.”

“Back to the original please. Make it safer for everyone.”

"Put it back to original design safe practical and wide enough for my kids to cycle for 20 years."

"...Option E is preferred. I used to cycle down The Parade to school every day and never once felt threatened in the original design. It was safe."

Cost positive

A Revert option was perceived to be significantly cheaper than other options, and preliminary costings by the Island Bay Residents' Association showing a significantly lower cost than other options were widely cited. Reverting was also seen as a way to stop throwing "good money after bad" for ratepayers.

"Put it back to how it was originally including reinstatement of all removed parking and bus stops, and stop wasting rate payers money."

"Paint it back, all other options are a waste of money."

Roadside positive

There was strong general support for a roadside cycleway amongst supporters of a Revert option. Submitters related this to the past design and expressed that this worked very well for cyclists, residents, motorists, shoppers, and local businesses. The current experience of a kerbside option that many perceived as dysfunctional (unsafe, confusing, and aesthetically displeasing) was often contrasted to the previous roadside design.

"I would like the Parade in Island Bay to go back the way it was before all these changes were made. It was easy to use for all of the family, as you had to respect everyone who used the road."

"Parked cars have no place sitting out in the middle of the road as they are now. It is stupid, dangerous and creates a very narrow pathway for vehicles, especially buses. Should never have been allowed."

"Option E rebuild it to what it was, it was a relaxed and generous road with space for everyone. We need to keep the trees and the parking places without restrictions."

"Option E, or something along those lines. I.e. Roadside cycleway clearly painted."

"Option E – return to original design. Safer, aesthetically superior, retains and reclaims cultural and community values of Island Bay, more car parks, cheaper, faster!"

Traffic lane width and angle parking

There was a lot of support among these submitters for returning to a spacious road and preserving angle parking. As noted, the original traffic lane width was perceived to be safer for all users.

"Island Bay Parade was probably the most pleasant road to drive along in Wellington. Wide enough for car parking, cyclists and motorists to happily co-exist."

Retain option

The 11 most frequent codes tagged to comments for the Retain option are as follows:

Table 22. Retain option: highest frequency preference comment codes

Theme Category	Number of mentions by submitters
Safety negative	157
Visibility negative	54
Safety positive	53
Traffic lane width negative	30
Number of car parking spaces - negative	29
Kerbside positive	26
Cost positive	24
Parking proximity to services negative	18
Kerbside negative	17
Cycle lane buffer zone negative	7
Cost Negative	7

Those who commented on the current cycleway mentioned: the negative safety aspects; the reduced traffic lane width; the inadequate number of car parking spaces and; visibility being poor. By contrast, there was also a sentiment amongst some submitters for keeping the existing cycleway as it was safe or cost-effective going forward.

Safety and visibility

Submitters addressed the current cycleway as being unsafe, with visibility a particular concern. In contrast, however, some submitters noted that the current layout was safe or safer than the previous layout. Some felt there needed to be better protection of cyclists through enhanced separation.

“I am a regular visitor to Island Bay and have found the cycle way to cause a number of issues and inconveniences. ... Cyclists passing by are very difficult to see and therefore become a danger and increase the risk of an accident.”

“My concern as a cyclist with the current cycleway is visibility to traffic coming from side roads when entering intersections.”

“Coming out of the main driveways on the Parade is so dangerous and difficult. We are unable to see anything with the cars parked in the middle of the road.”

“When I used to cycle down to the beach with my children (when they were learning to cycle) before the current cycle-way was installed, my children were too nervous to ride on the roadside, but choose the footpath. Which of course I was nervous about with cars pulling out of driveways. I'm really enjoy seeing how many parents and children are now using the cycle-way. I also find it great to cycle on as a regular cyclist.”

“I use the cycle path myself and with my two children. I am very pleased with the safety of the current configuration.”

“I like the current design where bikes are protected from cars, and are not travelling in roadside lanes. Roadside lanes do not give cyclists enough protection from traffic. My

family and I cycle on the Parade regularly and the current design is an improvement on the old design.”

General comments

If a submitter did not specifically state which option they were referring to in their comments, or made a general comment, their comments were coded in a “general” category. The table below shows the frequency of comments linked to codes in the general category.

Table 23. General comments coding frequency

Code category	N
Roadside positive	62
Roadside negative	52
Kerbside positive	333
Kerbside negative	31
Traffic lane wide positive	46
Traffic lane wide negative	2
Traffic lane narrow positive	3
Traffic lane narrow negative	7
Footpath wide positive	16
Footpath wide negative	1
Footpath narrow positive	4
Footpath narrow negative	2
Cycle lane level with footpath positive	111
Cycle lane level with footpath negative	18
Cycle lane level with road positive	21
Cycle lane level with road negative	6
Cycle lane buffer zone positive	80
Cycle lane buffer zone negative	3
Parallel parking positive	16
Parallel parking negative	8
Angled parking positive	57
Angled parking negative	26
More parking spaces positive	41
More parking spaces negative	2
Less parking spaces positive	27
Less parking spaces negative	80
Visibility positive	42
Visibility negative	7
Safety positive	370
Safety negative	12
Parking proximity to services positive	26
Parking proximity to services negative	8
Cost positive	11
Cost negative	30

The dominant themes among general comments were related to the importance of safety and a preference for a kerbside cycleway.

"For safety, it is important that cyclists and motorists are separated, and "grade" separation is even better."

"In regards to cycling infrastructure, safety is the primary concern."

"As a cyclist and motorist having a cycle lane at footpath height increases safety and visibility."

"It is very important to me that the cycle way is separated from road traffic for safety reasons. I live in Island Bay and have 5 children. I would not let them ride on the parade if the cycle way reverted to sitting alongside the traffic."

"Cycleway is an absolute positive. But better to integrate bikes with pedestrians than with vehicles - better safety etc."

"Safety was the most significant issue identified by the 'Love the Bay' process. This is best achieved by a kerb-side cycleway."

"I think kerbside is really good for encouraging the less confident riders to get out and ride."

"I look forward to seeing an improved kerbside cycle way and a vibrant island bay centre to follow."

Other prominent themes were positive comments about the idea of the cycle lane being level with the footpath; a cycle lane buffer zone, and angled parking. A possible reduction in the number of parking spaces was something that was generally viewed negatively; however, some submitters noted that a compromise on the number of parking spaces was justified for an improvement in safety for users.

"The cycle way should be separated and raised for safety. Also parking around the shops is critical to me using the shops. The parks are always full and any reduction in these will affect my use of the shops. I will go somewhere I know I can get park."

"Separation of cycles from vehicle traffic will significantly improve the safety for children and inexperienced riders. These areas represent where future growth in cycling will be and need to be encouraged and supported to ride in a safe manner. Having the raised lane also increases the demarcation for passengers exiting vehicles (to avoid stepping into path of riders)"

"Nice to have bikes away from road and car doors that can open and take out cyclists."

"Raised safety medians that keep bikers safe from parked car doors opening. That is important."

"The cycle lane needs to be protected from traffic and from car doors opening."

“The parking lines should be removed to allow more parking, not less. There is no need to remove any more carparks. The business area should remain angle parking.”

“Losing angle parking in the village (almost a third of the carparks directly outside local shops) and another 40 down The Parade isn't an enhancement. Those businesses, medical services and community facilities dotted right down The Parade are vital to our communities and access not just on foot, bike or bus but also by car, is very important to their sustainability and the vitality of our community. Access to parking for shops and medical services is already a struggle during certain hours after losing 34 parks already.”

“Parking at shops is already in high demand. Reducing parking will impact shopping, reducing commercial viability of retail at Island Bay likely to lead to reduction of retail opportunities and therefore the unique nature of Island Bay.”

Other themes included: keeping the traffic lane wide, increasing the number of parking spaces, and increased visibility.

“Put unmarked car parking back against the kerb, no markings equate to more car parks.”

“Restore car parks in shopping area”

“The Parade was a wide street accommodating both cars and cyclists before.”

“The Parade is the gateway to the south coast, it should be wide and welcoming, and not the obstacle course that it is at the present.”

“Improve visibility on the road.”

Preference comments from informal submissions

The 94 informal submissions were analysed using the same coding framework as the formal submissions. Three people did not provide any within-scope comments. The coded results for the remaining 91 submissions showed a similar pattern to the formal submissions. These are presented at the level of positive or negative comments about the various options:

Table 24. High level mentions of options by sentiment

	Positive	Negative
Option A	15	14
Option B	11	14
Option C	11	14
Option D	10	16
Option E	47	2
Existing	8	16
Another option	20	-

Note that 20 informal submissions that were positive about Option E gave no further detail.

Option summaries

This final section summarises the key submitter information about each option: how popular it was, what types of submitters particularly liked it, and what submitters had to say about it – both positives and negatives.

Table 25. Summary of submitter response to options

	Roadside options		Kerbside options			
	Option A	Revert	Option B	Option C	Option D	Retain
Design summary	Roadside cycle lane - original layout without enhancements.	Reverts cycleway back to the roadside layout that existed before the current cycleway. Includes mentions of Option E, and “paint it back”.	One-way separated kerbside cycleway - road-level cycle path (current layout with enhancements).	One-way separated kerbside cycleway-cycle path level with footpath (current layout with enhancements).	One-way separated kerbside cycleway-cycle path level with footpath and with angle parking (current layout with enhancements).	Leaving it as it currently is – kerbside (without enhancements).
Preference	<ul style="list-style-type: none"> • 4th of 4 original designs (Borda count) • 5th of 7 options (Borda count including A to D, Revert, Retain and Others) 	<ul style="list-style-type: none"> • 1st of 7 options (Borda count including A to D, Revert, Retain and Others) 	<ul style="list-style-type: none"> • 2nd of 4 original designs (Borda count) • 3rd of 7 options (Borda count including A to D, Revert, Retain and Others) 	<ul style="list-style-type: none"> • 1st of 4 original designs (Borda count) • 2nd of 7 options (Borda count including A to D, Revert, Retain and Others) 	<ul style="list-style-type: none"> • 3rd of 4 original designs (Borda count) • 4th of 7 options (Borda count including A to D, Revert, Retain and Others) 	<ul style="list-style-type: none"> • 7th of 7 options (Borda count including A to D, Revert, Retain and Others)
Popular with		<ul style="list-style-type: none"> • Residents of The Parade and Island Bay • 18 to 29-year-olds • 40+ years old • Residents and local business owners • Regular visitors 		<ul style="list-style-type: none"> • Wellington suburbs (excluding Island Bay) • Under 18s • 30 to 39-year-olds • Occasional visitors 		
Positive feedback	<ul style="list-style-type: none"> ✓ Roadside layout ✓ Safety ✓ Visibility 	<ul style="list-style-type: none"> ✓ Number of parking spaces ✓ Safety ✓ Cost 	<ul style="list-style-type: none"> ✓ Kerbside layout ✓ Safety ✓ Height of cycle path (level with road) 	<ul style="list-style-type: none"> ✓ Safety ✓ Kerbside layout ✓ Height of cycle path (level with footpath) 	<ul style="list-style-type: none"> ✓ Safety ✓ Kerbside layout ✓ Angled parking 	<ul style="list-style-type: none"> ✓ Safety ✓ Kerbside layout ✓ Cost
Negative feedback	<ul style="list-style-type: none"> ✗ Safety ✗ Roadside layout ✗ Number of parking spaces 	<ul style="list-style-type: none"> ✗ Safety ✗ Kerbside ✗ Cost 	<ul style="list-style-type: none"> ✗ Number of parking spaces ✗ Cost ✗ Height of cycle path (level with road) 	<ul style="list-style-type: none"> ✗ Number of parking spaces ✗ Cost ✗ Height of cycle path (level with footpath) 	<ul style="list-style-type: none"> ✗ Number of parking spaces ✗ Cost ✗ Footpath width 	<ul style="list-style-type: none"> ✗ Safety ✗ Visibility ✗ Traffic lane width

Table 26. Summary of Option A (preference and feedback)

Option A	
<p>Option A - Roadside cycle lane - original layout with enhancements</p> <p>Residential zone - looking north</p> <p>Approx 14.8m current/proposed road width</p> <p>Business zone - looking north</p> <p>Approx 15.6m current/proposed road width</p>	
Preference	<ul style="list-style-type: none"> • 4th of 4 original designs (Borda Count) • 5th of 7 options (Borda count including A to D, Revert, Retain and Others) • 20% ranked as first choice of Option A to D • 9% ranked as first choice of 7 option categories
Popular with	<ul style="list-style-type: none"> • Aged 60+ years – ranked 3rd (Borda count) • People who live on The Parade – ranked 2nd (Borda count)
Positive feedback	<ul style="list-style-type: none"> ✓ Roadside layout ✓ Safety ✓ Visibility ✓ Traffic lane width ✓ Cycle lane buffer zone (also referred to as safety strip)
Negative feedback	<ul style="list-style-type: none"> ✗ Safety ✗ Roadside layout ✗ Number of car parks ✗ Cost ✗ Traffic lane width

Table 27. Summary of Revert (preference and feedback)

Revert	
Design summary	<ul style="list-style-type: none"> • Reverts cycleway back to the roadside layout that existed before the current cycleway. • Includes mentions of Option E, “paint it back”, “return it to the way it was”, and “IBRA proposal”.
Preference	<ul style="list-style-type: none"> • 1st of 7 options (Borda count including A to D, Revert, Retain and Others) • 51% ranked as first choice of 7 option categories
Popular with	<ul style="list-style-type: none"> • Aged 18–29-years and 40+ years – ranked 1st (Borda count) • People who live on The Parade, and in Island Bay – ranked 1st (Borda count) • Residents, regular visitors, and local business owners – ranked 1st (Borda count)
Positive feedback	<ul style="list-style-type: none"> ✓ Number of parking spaces ✓ Safety ✓ Cost ✓ Roadside layout ✓ Traffic lane width
Negative feedback	<ul style="list-style-type: none"> ✗ Safety ✗ Kerbside ✗ Cost ✗ Number of parking spaces ✗ Roadside layout

Table 28. Summary of Option B (preference and feedback)

Option B	
<p>Option B - One-way separated kerbside cycleway - road level - current layout with enhancements</p> <div style="display: flex; justify-content: space-around;"> <div style="text-align: center;"> <p>Residential zone - looking north</p> <p>Approx 14.8m current/proposed road width</p> </div> <div style="text-align: center;"> <p>Business zone - looking north</p> <p>Approx 15.6m current/proposed road width</p> </div> </div>	
Preference	<ul style="list-style-type: none"> • 2nd of 4 original designs (Borda count) • 3rd of 7 options (Borda count including A to D, Revert, Retain and Others) • 18% ranked as first choice of Option A to D • 9% ranked as first choice of 7 option categories
Popular with	<ul style="list-style-type: none"> • Aged under 18 years, and 30-39 years – ranked 2nd (Borda count) • People who live on The Parade, feeder suburbs, Wellington suburbs (total), and locations outside of Wellington – ranked 3rd (Borda count) • Occasional visitors. Ranked 2nd (Borda count)
Positive feedback	<ul style="list-style-type: none"> ✓ Kerbside layout ✓ Safety ✓ Height of cycle path (level with road) ✓ Cycle lane buffer zone ✓ Footpath width
Negative feedback	<ul style="list-style-type: none"> ✗ Number of parking spaces ✗ Cost ✗ Height of cycle path (level with road) ✗ Safety ✗ Traffic lane width

Table 29. Summary of Option C (preference and feedback)

Option C	
<p>Option C - One-way separated kerbside cycleway - above road level</p> <div style="display: flex; justify-content: space-around;"> <div style="text-align: center;"> <p>Residential zone - looking north</p> </div> <div style="text-align: center;"> <p>Business zone - looking north</p> </div> </div>	
Preference	<ul style="list-style-type: none"> • 1st of 4 original designs (Borda count) • 2nd of 7 options (Borda count including A to D, Revert, Retain and Others) • 47% ranked as first choice of Option A to D • 22% ranked as first choice of 7 option categories
Popular with	<ul style="list-style-type: none"> • Aged under 18 years, and 30-29 years – ranked 1st (Borda count) • People who live in feeder suburbs, all Wellington suburbs (excluding Island Bay), and locations outside Wellington – ranked 1st (Borda count) • Occasional visitors – ranked 1st (Borda count)
Positive feedback	<ul style="list-style-type: none"> ✓ Safety ✓ Kerbside layout ✓ Height of cycle path (level with footpath) ✓ Cycle lane buffer zone ✓ Footpath width
Negative feedback	<ul style="list-style-type: none"> ✗ Number of parking spaces ✗ Cost ✗ Height of cycle path (level with footpath) ✗ Safety ✗ Traffic lane width

Table 30. Summary of Option D (preference and feedback)

Option D	
<p>Option D - One-way separated kerbside cycleway - above road level, with angle parking</p> <div style="display: flex; justify-content: space-around;"> <div style="width: 45%;"> <p>Residential zone - looking north</p> </div> <div style="width: 45%;"> <p>Business zone - looking north</p> </div> </div>	
Preference	<ul style="list-style-type: none"> • 3rd of 4 original designs (Borda Count) • 4th of 7 options (Borda count including A to D, Revert, Retain and Others) • 15% ranked as first choice of Option A to D • 7% ranked as first choice of 7 option categories
Popular with	<ul style="list-style-type: none"> • All ages – ranked 4th (Borda count) • People who live in Island Bay – ranked 3rd (Borda count) • Residents, occasional visitors, and local business owners – ranked 3rd (Borda count)
Positive feedback	<ul style="list-style-type: none"> ✓ Safety ✓ Kerbside layout ✓ Angled parking ✓ Number of parking spaces ✓ Height of cycle path (level with footpath)
Negative feedback	<ul style="list-style-type: none"> ✗ Number of parking spaces ✗ Cost ✗ Footpath width ✗ Angled parking ✗ Height of cycle path (level with footpath)

Table 31. Summary of Retain (preference and feedback)

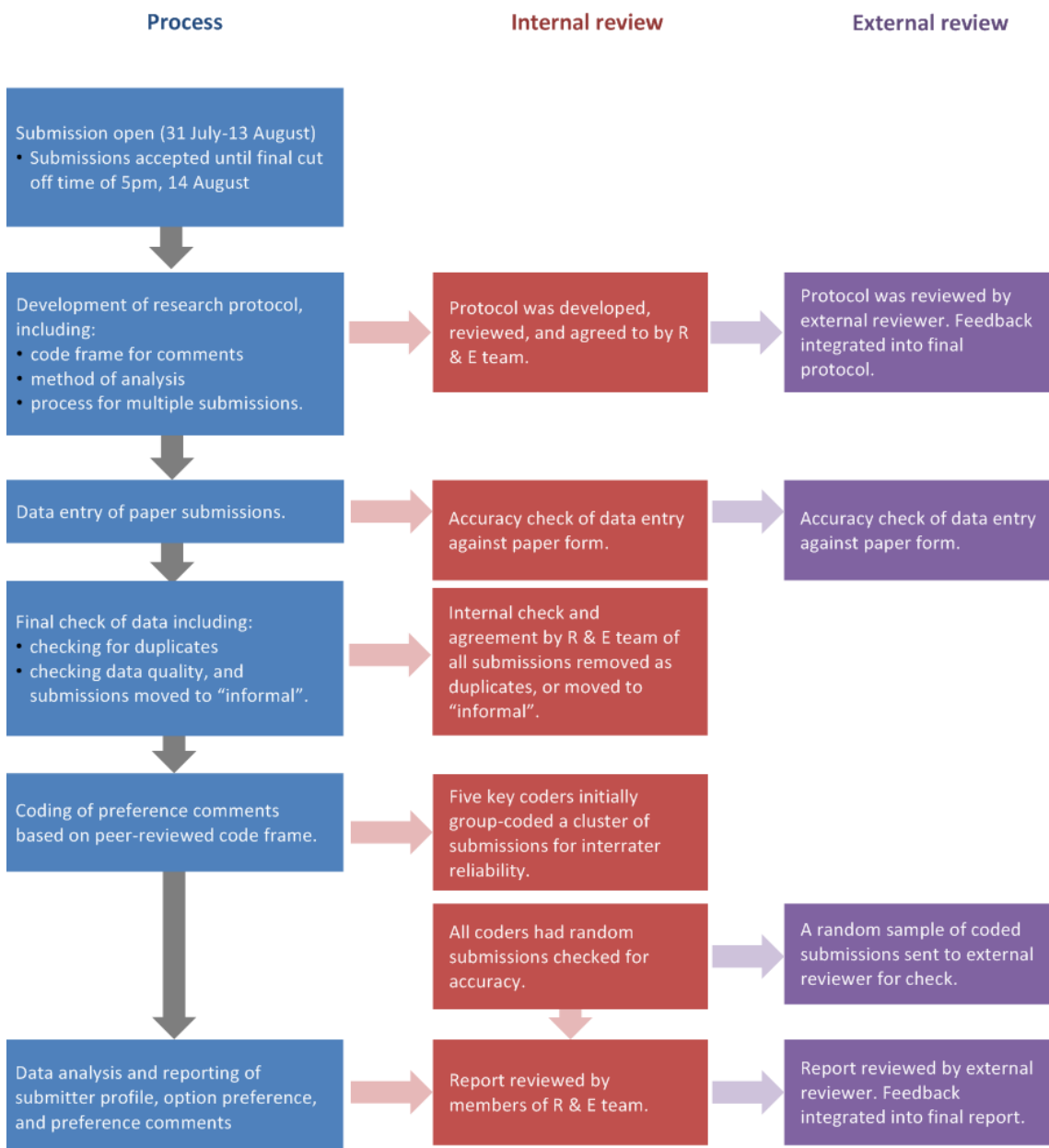
Retain	
Design summary	<ul style="list-style-type: none"> Leaving it as it currently is – kerbside (without enhancements).
Preference	<ul style="list-style-type: none"> 7th of 7 options (Borda count including A to D, Revert, Retain and Others) 2% ranked as first choice of 7 option categories
Popular with	<ul style="list-style-type: none"> Aged under 18 years, 18-29 years, and 40-49 years – ranked 6th (Borda count) People who live in Island Bay, and in Wellington – ranked 6th (Borda count)
Positive feedback	<ul style="list-style-type: none"> ✓ Safety ✓ Kerbside layout ✓ Cost ✓ Traffic lane width ✓ Roadside layout
Negative feedback	<ul style="list-style-type: none"> ✗ Safety ✗ Visibility ✗ Traffic lane width ✗ Number of car parking spaces ✗ Parking proximity to services

Appendix 1. Submission analysis method

This section describes the approach taken by the Research and Evaluation (R & E team) to collate and analyse the consultation data, as well as the public release of all individual submissions. An independent reviewer was engaged to provide an external review of this work and the processes for internal and external review are described.

The following diagram summarises the key points in the analysis process and the role of internal and external review.

Figure 4. Flow diagram of method (summary)



Acceptance of submissions

Paper submissions were accepted if they were marked with any date up to and including Monday 14 August to ensure those posted by the cut-off date of Sunday 13 August were included in the formal submissions. Submissions post-marked after this (from 15 August onwards) were not accepted. In total five paper submissions were received post-marked after Monday 14 August and therefore not accepted.

As some paper submissions were delivered to the Council on Monday 14 August (this was pre-arranged) and the online submission form was left open until 9am on Monday 14 August, all online submissions and emails received between 9pm on Sunday 13 August and 5pm the following day were included.

Data entry

Three types of submissions were received: an electronic submission form (N=3108), hardcopy form (N=655), and emails/letters (N=94). Hardcopy submissions were manually data entered in full into a master spreadsheet using the original online submission survey form. Internal and external checks of data entry accuracy were conducted.

All legible text was typed into the record for each submission including references to Option E. If attachments accompanied a submission, hardcopies were scanned and linked to the submission record, and electronic attachments were similarly linked to the submission record.

An internal peer review of the accuracy of data entry was undertaken before the dataset was finalised.

Informal submissions are described below and analysis of this group is noted separately in each of the three results sub-sections: submitter profile, submitter preferences, and preference comments.

Duplicates

Once the full electronic record of all submissions was finalised, removal of multiple submissions (duplicates) from a single person was undertaken. The four steps to identify and verify duplicate submissions were:

- Step one: Identification of duplicates in the 'your name' field.
- Step two: identification of duplicates in the 'your email address' field.
- Step three: Identification of duplicate addresses in the 'your street address' field.
- Step four: For online submissions, identification of duplicates in the network ID field which related to the IP address of the submission.

The following process was followed when duplicate submissions were identified, to determine which duplicate submission to include and which to discard:

- If one submission was incomplete the complete submission was kept and the incomplete submission(s) discarded.
- If both an online and paper form were submitted and completed, the online submission was kept and the paper submission discarded.
- Submissions received at a later date overrode earlier submissions.

- Where there were explicit instructions by submitters (eg “Please disregard my earlier submission”), these were followed.

Once duplicates were identified three key team members reviewed the list together, going through the steps outlined above to make the final decisions on which of the duplicates would be discarded and which would be kept. Each individual case was discussed until the three team members reached consensus. All duplicates were recorded along with the reason they were identified as duplicates, a record of which was kept and which was/were discarded, and the reasoning for each of these decisions based on the research protocol developed by the R & E team.

Seventy submissions were found to be duplicates and removed from the analysis.

Informal submissions

Ninety-four informal submissions were included in the analysis. Most (75) of these came from email correspondence during the submission period, and 19 were received through the formal submission channels.

There were a total of 95 emails received during the submission process that expressed some preference or opinion on the cycleway options. People who emailed received a message back encouraging them to submit a formal submission. In instances where a person both emailed and made a formal submission, the email was discarded. Seventy-five emails contained code-able comments, and were from people who did not submit a formal submission.

The 20 emails that were removed comprised:

- 15 from individuals who also made a formal submission
- 3 duplicate responses
- 2 that referred to other submissions.

A further 19 submissions received online or through the hard copy form were marked as informal submissions. These either contained suspicious or missing demographic details (e.g. name or address), or did not record any preference.

Data analysis

The data analysis occurred across the three elements of the consultation: submitter profile, option preference (options A–D) and preference comments, including preference for Revert (including Option E) and Retain (including Option F) options.

Submitter profile

Submitter profile results for the categories of residence, connection to Island Bay and age were calculated by summing frequency counts of the submitter responses in each category. Residence was derived from the street address provided and where a suburb but no street name was provided, these were included in the frequency counts by suburb. Where relevant, certain location measures included in the analysis were derived from street address and/or suburb (eg all Parade addresses were separated out, as were addresses in feeder suburbs).

Comparisons were also undertaken of the submitter profile to the wider population and population age profiles.

Submitter preferences

As submitter preferences were derived from two parts of the submission form (the preference ranking section for options A to D and the preference comments section allowing for amended options) data analysis integrated these two avenues for expressing preferences.

Ranking section A to D

The preference ranking section allowed submitters to rank any number of the four provided options. A single tick/ranking counted as a first preference for the option in question. Failure to indicate a preference between two or more options (hardcopy only) discounted this response from this aspect of the ranking analysis. Only three submitters failed to rank, and the options mentioned were included in the open coding of preferences as positive towards the relevant options. A nil response for this section was recorded as “no rank”.

A Borda count method was used to determine the overall popularity of each option by integrating different ranking values. Borda count ranking weights the popularity of options by assigning a descending number of points for first-ranked through to fourth-ranked preferences. In this process a first rank was worth four points, a second rank was worth three points, a third rank was worth two points, and a fourth rank was worth one point. The total number of points for each option therefore gave an assessment of relative popularity that integrated different preferences for each option.

Comments Section Ranking

The preference comments section invited the public to submit feedback on their preferences and also put forward any “amended options”. This section became an avenue for the expression of support for reverting the road back to its original layout (including Option E); retaining the cycleway as it is now (also referred to as Option F); and all other options (including minor and major amendments to the proposed options, or completely new proposed options).

Option E

On 31 July the Island Bay Residents’ Association proposed a fifth option, “Option E” (see Appendix 3 for a description).

Although Option E was not part of the submission form, it was dealt with as follows:

1. If Option E was mentioned anywhere on the form it this was coded as “Option E specifically”.
2. If a comment referred to or strongly inferred Option E but did not explicitly mention it (eg “IBRA proposal”, “As per meeting”, “Option 5”), this was recorded as “IBRA/Reps/Strong inference”.
3. If an option to revert the cycleway back to its earlier form was described by a submitter (ie similar sentiment to Option E), this was coded as “Revert/restore”.

A combined Revert category of numbers 1, 2 and 3 above was established to deal with these three types of comment.

This category numbers 1937 total positive mentions, and 50 negative mentions. How these numbers were constituted is outlined in the following table.

Table 32. Components of Revert option

Revert preference components	Positive mentions		Negative mentions	
	Frequency	Percent	Frequency	Percent
Mentions Option E specifically	1230	64%	12	24%
Infers Option E	228	12%	6	12%
General revert/restore comment	479	25%	32	64%
Totals	1937	100%	50	100%

Option F

Alongside public communication from the Council that Option E would be recorded as a legitimate preference, it was also advised by Council that submitters could articulate a preference to retain the existing layout. This preference was called Option F. As with Option E, this option did not appear on the submission form, so any references to it were made by submitters in the comments section. As with Option E, if submitters did not literally mention Option F but expressed this sentiment, this was coded to a 'Retain' category inclusive of Option F.

Analysing preference for Options A to D, Revert, Retain and other options

The report compares the support for Revert (including Option E), and Retain (including Option F) with the initial options A to D. To achieve this, positive comments for Revert or Retain were ranked either as a first preference, where there were no other preferences identified, or a subsequent preference if a person produced a ranking response in the comments section. In practice, very few people ranked either of these two additional options alongside other options, so they were in almost all cases ranked as a first preference for the purposes of the Borda count analysis. In cases where submitters ranked options A to D but then signaled a stronger support for Retain or Revert options in their comments, this commented preference was given a first rank, and other ranked preferences were demoted accordingly.

Having two avenues for preferences to be articulated is not ideal from a methodology perspective because submitters did not have the opportunity in the ranking section to rank the full set of formally recognised preferences. Options E and F were not described to submitters. Option E as a new option was relatively undeveloped (including its budget and feasibility) compared to options A to D. Therefore it is unclear as to how informed submitters were about Option E including those who voiced a preference for it. If Option E had been described to all submitters, it is likely that it would have attracted further negative comments from kerbside supporters (as Option A did). The details provided to the public about Option E (see Appendix 3) are basic and lack detail. Many submitters cut and pasted these details in the comments section, which led to potentially inflated coding of some sentiments towards Option E.

The lack of a pre-determined process to rank all options, and a lack of content for Options E and F has had an unknown effect on the Borda count results for all options. Hence, interpretation of the comparisons between results for options A to D and the additional Revert and Retain options needs to be undertaken with some caution because of the way the consultation process moved ahead of the submission form outline and content.

Preference comments

Preference comments arose from the invitation on the submission form to provide more information about a selected preference or preferences, to critique an option, or provide an amended option. As noted above, this section was also used to derive ranking results for Revert (including Option E) and Retain (including Option F) options.

The following coding framework was developed to categorise and analyse comments relating to specific options, including attachments to submissions which in some cases were lengthy. Many submitters provided positive and negative comments on more than one option. The categories initially used in the coding framework were from the design objectives present in the Love the Bay process and the design features expressed in the four options put together for consultation. Code categories were added iteratively during initial coding.

Table 33. Preference comments coding

Option	High level for or against for each option	Reason for support/non-support of each option (positive and negative codes are distinct)
A	General positive	Roadside cycleway positive / negative
B	General negative	Kerbside cycleway positive / negative
C		Traffic lane width positive / negative
D		Footpath width positive / negative
Revert (including Option E)		Height of cycle path positive / negative
Retain (including Option F)		Cycle lane buffer zone positive / negative
		Parallel parking positive / negative
		Angled parking positive / negative
		Number of car parking spaces positive / negative
		Visibility positive / negative
		Safety positive / negative
		Cost positive / negative
		Other please specify

If comments were not tagged to a particular option (eg “this is the best option by far” or “I just want the safest option for all”) or were completely general in their nature, these were coded in the “general comments” without reference back to the ranking results. Coding the comments in this way reduced the number of subjective assessments by the analysis team of the link between preferences and comments, and improved inter-rater agreement. General comments are considered separately in the preference comments section. The general comment codes were as follows:

Table 34. General comments coding

Note – positive and negative codes are distinct

Roadside positive / negative
Kerbside positive / negative
Traffic lane wide positive / negative
Traffic lane narrow positive / negative
Footpath wide positive / negative
Footpath narrow positive / negative
Cycle lane level with footpath positive / negative
Cycle lane level with road positive / negative
Cycle lane buffer zone positive / negative
Parallel parking positive / negative
Angled parking positive / negative
More parking spaces positive / negative
Less parking spaces positive / negative
Visibility positive / negative
Safety positive / negative
Parking proximity to services positive / negative
Cost positive / negative

The following topics were out of scope and therefore not coded. These were, however, noted and discussed by members of the analysis team, and where appropriate, mention is made of this feedback in the results sections.

- Other cycleways – eg Berhampore
- Other infrastructure:
 - bus stops
 - pedestrian crossings
 - speed bumps
- Process comments – anything to do with the consultation process or people involved
- Comments relating to other options that ratepayers’ money/the money should be spent on
- Comments relating to individuals’ actions
- Abusive personal comments against individuals

Preference comments coding process

After the initial coding framework was developed the five main members of the coding team coded an initial cluster of comments together to search for missing codes and test inter-rater agreement. The coding framework was updated as the team worked through this cluster. After this process each coder worked on their own, checking back with other team members as necessary where they were uncertain of how to code a particular comment. Early on in this process all coders stopped and peer-reviewed a proportion of other team members’ work. Any issues identified were recorded alongside the suggested amendments. The peer reviewer then discussed these with the original coder and a wider group discussion was undertaken of the main implications for the rest of the coding work. Previously coded comments were then revisited as necessary to update the coding to maximise inter-rater consistency and the overall quality of the coding work.

Coding themes were analysed by key options: A, B, C, D, Revert (including Option E), and Retain (including Option F). Codes were ranked for frequency and the top 10 are presented in the findings. For each option, the most prominent themes are discussed in some detail and illustrative submitter comments are reported. Where patterns of code results differ between options, these differences are discussed. Key themes from coding of general comments are also presented.

Public release of submissions

All formal submission data was released to the public on 22 September on the Wellington City Council website and in hardcopy at the Wellington City Central Library and Council Offices. Hardcopy submissions and attachments were scanned and released in batches in PDF format and online submissions were also released in batches in a PDF form.

Wellington City Council decided not to release the names and addresses of submitters. The Council received community feedback that some individuals felt unsafe having their views about this issue known publicly. Hardcopy submissions had these details manually blanked out.

If a submitter was personally abusive to an individual, affected names were removed from the public submission record. If individuals were criticised in their public role around this issue, these comments were preserved in full.

External Review

Christchurch-based research company Research First was engaged to provide external review services to the project, in addition to the internal reviews that were undertaken at each step of the process.

Research First provided feedback at several stages, focused on:

- the method of analysis
- data entry and coding accuracy
- analysis and results.

The table below identifies the points at which feedback was received from the reviewer, the focus of this feedback, and the nature and response to feedback by the Council’s Research and Evaluation team.

Table 35. External review feedback areas

External review area	Guiding questions for the reviewer	Feedback and results
Quality assurance of the analysis method	<p>Will the analysis framework yield robust defensible results?</p> <p>Where there are irregularities with submissions, is the process for dealing with these ethical and robust?</p> <p>Are there sufficient quality control processes in place to ensure accuracy in entry and analysis?</p> <p>What needs to change to enhance the quality of the method?</p>	<p>Research protocol submitted to Research First.</p> <p>Feedback received for adjustments to protocol and practice:</p> <ul style="list-style-type: none"> • Clarify eligible submission criteria • Note slight difference in submission forms (online versus hard copy) and look for differences in the analysis. If differences are found, note these as errors. • Clearly describe process for data cleaning and inter-data entry reliability • Clearly describe process for inter-

External review area	Guiding questions for the reviewer	Feedback and results
		<p>coder reliability</p> <ul style="list-style-type: none"> Carefully select and describe ranking methodology
Quality assurance of a selection of submissions	<p>Has the data for hardcopy submissions been entered correctly?</p> <p>Have irregular submissions been dealt with as per the original method?</p> <p>Have open ended comments been coded accurately?</p>	<p><u>Data entry and first coding check feedback</u> (100 PDF hardcopy submission forms submitted for review. Research First checked R and E team's data entry and coded the forms using the R and E team's coding framework).</p> <ul style="list-style-type: none"> Two new code categories suggested: <i>Bus stops</i> and <i>parking location</i>. Bus stops out of scope and parking location partly dealt with through code <i>Parking proximity to services</i>, and otherwise out of scope. No errors in data entry. <p><u>Second Coding check feedback</u> (100 coded submissions submitted for review). There were 15 queries received and these were itemised as leave, adjust, adjust and check other entries for the same issues. All necessary amendments to the coding dataset were undertaken as a result of the feedback received.</p>
Peer review on the final report (including revised draft after initial feedback).	<p>Is the method accurately and clearly described?</p> <p>Are the demographic information about submitters been presented accurately?</p> <p>Have irregular submissions been handled appropriately and is their status effectively represented in the final report?</p> <p>Are there robust, logical relationships between the method, data, findings and conclusions?</p> <p>Have the objectives of the consultation been met in this report's presentation of findings?</p> <p>Have any limitations with the data, findings, and conclusions been clearly presented?</p>	<p>Draft report feedback (key points):</p> <p>Technical details dominate. Response: Placement of method section as an appendix. Clearer and more prominent summaries of results. Added a method summary diagram.</p> <p>Executive summary too detailed. Response: reviewed and added a key results section.</p> <p>Raised potential issues with Borda Count method. Response: Amendments to be clearer about the use of this method and limitations.</p> <p>Can more results be visualised? Response: Added a graph of preferences to show the key preference results visually.</p> <p>Preferences – Having options A to D results as the first section is confusing. Response: Removed reporting of results for options A to D only so all results compare the options inclusive of Revert and Retain options.</p> <p>Too many preference comment quotes, section requires revision to make more concise. Response: Removed some quotes and tightened up this section generally.</p>

Appendix 2: Description of options A to D

Source: wcc.govt.nz

Option A – roadside cycle lane - original layout with enhancements

Prior to the construction of the Island Bay Cycleway, The Parade south of Medway Street had kerbside parking, a cycle lane next to the parking, and traffic lanes separated by a central flush median. Option A proposes a layout that, as close as safely possible, reflects the original design. Changes have been made to reflect the requirements of the 2016 post-construction safety audit and peer review, and current NZTA and engineering safety guidelines that the original design did not include. It is these requirements that preclude a return to the exact original layout. Changes also extend the cycle treatment along the length north of Medway Street to the Dee Street roundabout, which the original design did not include. No reduction in the current pedestrian footpath width is expected.

This option requires the conversion of the angle parking to parallel parking within the shopping area between Medway Street and Avon Street, and removal of the flush median.

Removal of some 40 parking spaces in the residential area is designed to address the safety issues identified with visibility and vehicle manoeuvring to and from The Parade at driveways. Within the shopping area, the conversion to parallel parking will remove some 17 spaces in order to support a consistent cycleway design along The Parade.

The indicative cost for Option A is \$4.1 million.

Option B – one-way separated kerbside cycleway – road level - current layout with enhancements

This option retains the status quo layout of a kerbside cycleway at road level. Design refinements include a raised concrete traffic island between the cycleway and parked vehicles, parking removal to address safety concerns at driveways, and extension of the cycle treatment along the entire length of The Parade to the Dee Street roundabout. No reduction in the current pedestrian footpath width is expected.

Removal of some 40 parking spaces in the residential area is designed to address the safety issues identified with visibility and vehicle manoeuvring to and from The Parade at driveways. This option requires the conversion of the angle parking to parallel parking within the business area between Medway Street and Avon Street, and removal of the flush median.

Within the shopping area, the conversion to parallel parking will remove some 17 spaces in order to support a consistent cycleway design along The Parade.

The indicative cost for Option B is \$5.2 million.

Option C – one-way separated kerbside cycleway – above road level

This option also provides a separated kerbside cycleway, with the cycleway above road level, either at mid-height between the roadway and footpath or at footpath level. A kerb will separate the cycleway vertically from the roadway (and footpath if at mid-height), and horizontal separation for cyclists from parked vehicles is provided by a 1.0m safety strip. Kerbside parking removal to address safety concerns at driveways, and extension of the cycle treatment along the entire length of The Parade to the Dee Street roundabout is proposed.

Removal of some 40 parking spaces in the residential area is designed to address the safety issues identified with visibility and vehicle manoeuvring to and from The Parade at driveways.

This option results in a reduction in the existing pedestrian footpath width to 2.4m on the west side of the residential area. Within the shopping area, the west side pedestrian footpath reduces to 5.2m width, the east side increases to 3.5m width. This option requires the conversion of the angle parking to parallel parking within the business area between Medway Street and Avon Street, and removal of the flush median.

Within the business area, the conversion to parallel parking will remove some 17 spaces in order to support a consistent cycleway design along The Parade.

The indicative cost for Option C is \$6.0 million.

Option D – one-way separated kerbside cycleway – above road level, with angle parking

This option is similar to Option C, providing a separated kerbside cycleway, with the cycleway above road level, either at mid-height between the roadway and footpath, or at footpath level. A kerb will separate the cycleway vertically from the roadway (and footpath if at mid-height), and horizontal separation for cyclists from parked vehicles is provided by a 900mm safety strip. Kerbside parking removal to address safety

concerns at driveways, and extension of the cycle treatment along the entire length of The Parade to the Dee Street roundabout is proposed.

Removal of some 40 parking spaces in the residential area is designed to address the safety issues identified with visibility and vehicle manoeuvring to and from The Parade at driveways.

This option retains the existing eastern side kerb line and footpath widths. This option results in a reduction in the existing west side pedestrian footpath width to 1.6m, and provision of a 1.0m flush median between traffic lanes within the residential area. Within the business area, the west side pedestrian footpath reduces to 3.4m width, and the majority of the western kerbside angle parking remains between Medway Street and Avon Street.

Within the business area, the retention of angle parking, and provision of a consistent cycleway design along The Parade will require the removal of 2 spaces.

The indicative cost for Option D is \$6.2 million.

Appendix 3: Description of Option E

What follows is a verbatim description of Option E, constructed by the Island Bay Residents' Association:

1. Reseal The Parade. Approx cost \$280,000 based on council figures for 2016 where it spent \$9.5 million resealing 68km of road.
2. Move the bus stops back to where they were, this involves breaking up the kerb extensions the council put on and re-kerbing approx half a kilometre of The Parade.
3. Put unmarked car parking back against the kerb, no markings equate to more car parks.
4. Clearly paint using green or another colour a cycleway on the roadside of parked cars, increasing the width by 0.5 of a metre from the original cycleway design.
5. In the shopping centre retain the current shared space and car parks.
6. Look at reducing the speed limit along The Parade.
7. Remove the speed humps around the shopping centre and lower the height of the pedestrian crossings.
8. Retain pedestrian crossings on The Parade.

To be confirmed but and indicative costing would be no more than \$750,000.

3. Monitoring

2016/17 ANNUAL REPORT

Purpose

1. The purpose of this report is to present the Annual Report for the Council and Group for the year ended 30 June 2017 to the City Strategy Committee (the Committee) for review and confirmation.

Summary

2. The 2016/17 Annual Report is attached in Attachment 1 for the Committee's review.
3. The Finance, Audit and Risk Management Subcommittee (the Subcommittee), under delegation from the Committee, has the primary responsibility for reviewing and recommending the adoption of the Council's Annual Report. In accordance with this mandate the Subcommittee reviewed the draft Financial Statements and Statements of Service Provision at its meeting on 20 September 2017, involving a comprehensive review of financial and service provision results for the year ending 30 June 2017. All substantive issues raised and discussed by the Subcommittee at that meeting have now been satisfactorily resolved.
4. No significant issues impacting the Financial Statements or Statements of Service Provision have arisen subsequent to the Subcommittee's 20 September 2017 meeting. Therefore the Subcommittee recommends the formal adoption of the Annual Report to the Committee and Council.

Recommendations

That the City Strategy Committee:

1. Receive the information.
2. Note that the Finance, Audit and Risk Management Subcommittee has reviewed the Financial Statements and Statements of Service Provision in detail.
3. Recommend to Council:
 - a. That the Accounting Policies contained in the draft Financial Statements (attached to the officers' report) are formally confirmed for adoption for the Financial Statements for the year ended 30 June 2017.
 - b. The adoption of the Financial Statements and Statements of Service Provision for Wellington City Council and Group within the Annual Report for the year ended 30 June 2017, subject to receiving final unmodified audit clearance from Audit New Zealand.
4. Recommend to Council the adoption of the Annual Report for Wellington City Council and Group for the year ended 30 June 2017 (attached in Attachment 1).
5. Recommend to Council that it delegate to the Chair of the Finance, Audit and Risk Management Subcommittee and Chief Executive the authority to make minor editorial changes that may arise as part of preparing the 2016/17 Annual Report document for publication.

Background

5. The Local Government Act 2002 requires the Council to prepare and adopt an Annual Report containing audited financial statements within four months of balance date. Section 111 requires the Council to comply with generally accepted accounting practice (GAAP) in preparing the Annual Report
6. GAAP is defined by the Local Government Act to mean:
 - a. approved financial reporting standards (within the meaning of section 8 of the Financial Reporting Act 2013) so far as those standards apply to local authorities and council-controlled organisations; and
 - b. in relation to matters for which no provision is made in approved financial reporting standards (within the meaning of section 8 of the Financial Reporting Act 2013) and that are not subject to any applicable rule of law, accounting policies that:
 - (i) are appropriate to the local authority or council-controlled organisation; and
 - (ii) have authoritative support within the accounting profession in New Zealand.
7. The approved financial reporting standards referred to in section a) above are the Public Sector Public Benefit Entity (PBE) Accounting Standards issued by the External Reporting Board (XRB).
8. Section 99 of the Act requires that the Annual Report must contain the auditor's report on the Financial Statements and Statements of Service Provision and the Council's compliance with the requirements of Schedule 10 of the Act. All requirements of Schedule 10 have been incorporated within the audited sections of the Annual Report.

Process and Timetable for Adoption of the Council's Annual Reports

9. This section briefly outlines the process and checks that the Finance, Audit and Risk Management Subcommittee (The Subcommittee) has undertaken in forming their view that the Financial Statements and Statements of Service Provision fairly reflect the results of the Council's operations for the year ended 30 June 2017.
10. The adoption process agreed to by the Subcommittee at its meeting on 2 May 2017 is as follows:

Date:	Action:
14 June 2017	1. FARMS Meeting 2. Subcommittee reviewed draft format for the 2016/17 financial statements and approved the proposed sign-off process.
14 August 2017	Consolidated draft financial statements, including results of operations and cash flows for the year ending 30 June 2017, financial position as at 30 June 2017 and financial overview available for final internal review and management sign off.
21 August 2017	Audit New Zealand commenced final audit fieldwork.
12 September 2017	3. Finance, Audit and Risk Management Subcommittee briefing on draft Annual Report format changes, service provisions, draft financial results including major provisions and issues.
20 September	4. FARMS Meeting

Date:	Action:
2017	Subcommittee reviewed consolidated draft financial statements, including results of operations and cashflows for the year ending 30 June 2017, financial position as at 30 June 2017 and financial overview, subject to final Audit New Zealand clearance. Subcommittee to also review Statements of Service Provision, report on CCOs and report on mana whenua partnership. Subcommittee to recommend adoption of draft 2016/17 Annual Report to City Strategy Committee.
27 September 2017 (scheduled)	5. City Strategy Committee Meeting Committee to recommend adoption of the draft 2016/17 Annual Report to Council.
27 September 2017 (scheduled)	6. Council Meeting Council to adopt draft 2016/17 Annual Report. Management Letter of Representation issued to Audit New Zealand. Audit New Zealand sign Audit Opinion. Media Release – Financial Results for the year ending 30 June 2017.
TBC Oct 2017	Release of published Annual Report.

Delegated Responsibility of the Subcommittee to Review the Council's Financial Statements

11. The Finance, Audit and Risk Management Subcommittee has primary responsibility for the review of the Council's annual financial statements. This responsibility is delegated to it by the City Strategy Committee. The overall responsibility for the adoption of the Annual Report remains with Council.

The Annual Report publication

12. The Annual Report is one of the Council's core publications. A clear, concise and readily accessible document is important in conveying the organisation's strengths and achievements over the last year. The Annual Report in attachment 1 is yet to be fully formatted and will undergo layout changes and design before publication.
13. The publication itself will be prepared following Council's approval of the version presented here. A summary of the Annual Report will also be produced following its adoption by Council. The summary, which is subject to audit clearance, will provide an overview of the Council's performance and financial position; outline highlights for each strategy and provide information on key facts about the city.

Presentation of Financial Statements

Format of Financial Statements

14. There have been no significant changes to the format of the financial statements from that presented to the Finance, Audit and Risk Management Subcommittee at the 20 September 2017 meeting.

Group Consolidation and Reporting

15. The attached financial statements include both the results of operations of Wellington City Council as a separate legal entity together with Wellington Waterfront Project, Wellington Venues Project and the Council's interests in its joint venture arrangements. The financial statements also include the various Group interests in Council subsidiaries and associate entities. A summary of the reporting entity is outlined below:

Reporting Entity	Incorporates	Interest
Council	Wellington City Council (as a separate territorial local authority). Includes: <ul style="list-style-type: none"> ▪ Wellington Waterfront Project ▪ Wellington Venues Project ▪ Joint Ventures with Porirua City Council: <ul style="list-style-type: none"> ○ Spicer Valley Landfill ○ Wastewater Treatment Plant 	100% 100% 21.5% 27.6%
Group	Council (as above) plus: <ul style="list-style-type: none"> ▪ Subsidiaries (consolidated on a line by line basis) <ul style="list-style-type: none"> ○ Positively Wellington Tourism (PWT) ○ Positively Wellington Waterfront (WWL) ○ Wellington Cable Car Limited ○ Wellington Museums Trust ○ Wellington Zoo Trust ○ Karori Sanctuary Trust ○ Wellington Regional Economic Development Agency Limited <ul style="list-style-type: none"> - Creative HQ Limited is 100% owned by Grow Wellington Limited ▪ Associates (consolidated using equity accounting) <ul style="list-style-type: none"> ○ Wellington Water Limited ○ Chaffers Marina Holdings Limited. ○ Wellington International Airport Limited. (WIAL) 	100% 100% 100% 100% 100% 100% 80% 80% 42.11% 10.52% 34%

16. The Subcommittee has the primary responsibility for the review of the Council's consolidated financial statements. This includes both the Council and the Group. The purpose of this section is to highlight the process for consolidating all entities within the Group, the current status of these entities' financial statements and associated audits and any significant financial issues and/or judgments in these financial statements.

Preparation of the Consolidated Financial Statements

17. There are a number of entities within the Group and tight timeframes for finalisation of the Group financial statements. During the planning of the financial statements, finance

representatives from each of the entities within the Group are briefed on key year-end deadlines and requirements. Group entities are required to complete the following:

- year-end consolidation package
 - consolidation / financial statement templates allowing for effective consolidation and elimination of financial information
 - a letter of representation signed by the Chief Executive.
18. In addition, we require early advice of any significant or material issues arising from the preparation of the financial statements or the completion of the audit. These reporting requirements continue even after the consolidation package has been prepared and submitted to the Council. The Council's finance team is in constant contact with Council Controlled Organisation (CCO) finance representatives to determine the status of their year-end audits, any issues which are arising, and any consequential impact for the Group financial statements.

Materiality of the Financial Results of Group Entities

19. Due to the size and structure of the Group the individual results of operations from each Group entity are unlikely to ever be material, either individually or taken as a whole, in relation to the consolidated financial statements. The nature and extent of any individual issues arising from the preparation of the financial statements of the Group entity are carefully considered. Where appropriate the Council will exercise its judgment at a consolidated level as to how best to address these issues. At times, this may result in differing treatment of financial issues at an individual entity and Group level. Any differences in treatment of financial issues are outlined in this section.

Results from the Consolidation of Group Entity Financial Statements

20. In preparing the Group Financial Statements we have consolidated the results set out in the consolidation packages returned in July. Any adjustments made subsequent to the completion of the schedules will be reflected in the consolidated Financial Statements. Most Group entities are now in the final stages of their audit process and no significant matters have been brought to Council's attention

Summary of Adjusted/Unadjusted Amendments to the Consolidated Group Financial Statements

21. The following summarises the status of amendments to the Financial Statements of group entities subsequent to the preparation of the consolidation packages:

Adjusted amendments made to the Group Financial Statements - \$nil

Unadjusted amendments to the Council Financial Statements: - \$nil

Unadjusted amendments to the Group Financial Statements: - \$0.04m

22. We recommend that no adjustment be made for the above amendments as the total amount of unadjusted amendments has an immaterial impact on the Group Financial Statements

Management Letter of Representation / Financial Statements Checklist

23. The management letter of representation is to be signed by the Mayor, Chief Executive (CEO) and Chief Financial Officer (CFO). The letter of representation forms part of the overall audit procedures carried out by Audit New Zealand. The letter of representation will be signed on the same day the Annual Report is adopted by Council and the audit opinion is received.

24. The Mayor, CEO and CFO obtain support for their sign-off through Council business unit managers completing a package of schedules detailing key account balances such as accruals, contingencies and bad debts. These schedules, together with appropriate supporting documentation, are submitted to Finance. Completion of the schedules and review by Finance supports the completeness, accuracy and appropriateness of the Council's financial information. In addition, each business unit manager has returned a letter of representation, which includes specific representations in relation to the financial results of their business units. We have also obtained representation from our Group entities (as noted in paragraph above).
25. The Council's sign-off to Audit New Zealand on our overall legislative compliance programme requires lead managers to sign off to Risk Assurance on their individual legislative compliance requirements. Managers were provided with a matrix summarising:
 - Key legislative requirements
 - The consequences for non-compliance
 - Who needs to know and how will they know
 - Training materials and support mechanisms
 - How we know we are compliant.
26. Managers completed a sign-off form confirming:
 - The lead manager's acknowledgment of responsibility for key legislation.
 - Information the lead manager holds on each piece of key legislation is complete and up to date, and that systems, processes, training programmes and manuals are adequate for all staff to know their compliance responsibilities.
 - That to the best of their knowledge their key legislation has been complied with and there have been no legislative breaches during the year.
27. Lead managers confirmed compliance with their legislative requirements.
28. These procedures provide the CEO and CFO with positive assurance over the sign-off of the letter of representation.

Discussion

Results of Operating performance for the Year Ended 30 June 2017

29. The summary of the financial performance of the Council can be found in Part 2 of the Annual Report, called "Overview of our performance" in Attachment 1.
30. The Statement of Comprehensive Revenue and Expense reports a net surplus for the Council's activities of \$31.7 million compared with a budgeted net surplus of \$12.8 million resulting in a favourable variance to budget of \$18.9 million.

Underlying Surplus

31. The Council achieved an underlying surplus of \$10.6 million compared to a breakeven budget. The table below explains the composition of the \$10.6 million.

	\$M
Significant changes in net revenue/(expenditure)	
Dividends in excess of budget (including Wellington Intl Airport Ltd)	0.9
Increase in income from activities	1.8
Increase in investment property lease revenue	1.6
Increase in rates revenue	1.8
Decrease in net interest expense	4.5
Decrease in insurance costs	0.8
Increase in personnel costs	(0.2)
Increase in utility costs	(1.0)
Increase in contract, services & materials costs	(0.7)
Increase in professional costs	(1.0)
Increase in provision for doubtful debts	(0.7)
Increase in IT costs	(0.5)
Decrease in depreciation	0.1
Other net variances	3.0
Total underlying funding surplus available to carry forward	10.6

32. The underlying surplus/deficit provides a comparison with the rates requirement we budgeted for in our Annual Plan to achieve a balanced budget. It shows how closely our annual income matches how much we spend in any given year.
33. A balanced budget helps ensure that we are not passing the costs of running the City today onto future years and future generations or impose future costs on the current generation. Our goal is therefore to have an underlying surplus or deficit close to zero.
34. This year we had an underlying surplus of \$10.6 million (2.1% of operational expenditure), mainly due to lower debt servicing costs as a result of deferred capital expenditure, and higher than budgeted revenue from dividends and our landfill.
35. This calculation excludes certain accounting transactions that are capital in nature and therefore not considered as operating but are required by Financial Reporting Standards to be included in the Net Surplus figure. Also excluded are non-cash transactions that do not impact on the cash requirements of Council's operating expenditure. These items are excluded because they do not impact on the amount of rates that we collect to run the city and provide services to the community.

Annual Report Introduction

36. The development objective for the Annual Report is to produce a concise, readable and audit compliant performance story for 2016/17. This includes explaining our forward direction.
37. To achieve this, in drafting the Annual Report we have focused on producing:
 - A clear and honest accounting for performance
 - More cohesive reporting of financial and non-financial performance
 - Matter of fact reporting of key challenges faced in 2016/17 and how we have responded and what this means for the Council in the near future. Case studies to illustrate and describe achievements and challenges; and
 - A document of about 200 pages in length (66 pages less than the 2015/16 Annual Report).

38. In addition to a general review of the content, presentation and structure of the Annual Report we have incorporated feedback from the Australian Reporting Awards. The key changes are:
- The introduction section (part 1) has been expanded to include a section on “Our city, who we are, what we do” and a section on “How we govern and engage with the community”
 - The highlights section (part 2), titled “Overview of our performance” includes a discussion on “Our long term approach to developing the city” and “Our Changing City and Challenges for the future”. This section also has the overview of our performance, financial and delivering services.
 - The Auditors report has also been moved from the back of the Annual Report to this section.
39. There has been no material change to the financial section from last year. It continues to reflect the new financial format adopted last year, which is more user-friendly and easier to read. Key changes in the financial statements template are:
- The addition of a new note (note 38) on the financial impacts of the Kaikoura earthquake.

Key messages

40. The key messages supporting the Report’s overall performance story are:
- “In addition to delivering well on our 2016/17 Annual plan - doing the basics well making sure that the City is the best it can be environmentally, socially, economically - we have also responded to some significant changes in our environment”.
 - “A new Council with new priorities, a major earthquake that has challenged the City’s resilience, construction cost inflation and dealing with the pressures for a City experiencing strong economic growth (e.g. housing affordability) means more pressure on spending, and less room to manoeuvre in the update of our LTP in 2017/18”.
 - “Despite the changes the Council remains in good shape financially. We continue to make progress on the 2015 sustainable growth agenda, maintaining a prudent approach to spending, and actively pursuing opportunities for smarter ways of delivering service levels of services and investing in our city.”
 - “This Annual Report is year two of the current 3-year LTP cycle and sets the scene for the update of the LTP”; and
 - “Progress on the 2015 sustainable growth agenda means continuing our prudent approach to spending and savings, smarter service delivery, managing real risks and taking opportunities”.

Content

41. The report is structured in 5 parts and will include a short Annual Report summary document.
42. The introduction (Part 1) provides a snapshot of the city, what WCC does how we govern and engage with the community. The Introduction also contains the Mayor and CEO’s overview. The introduction provides the reader with context for the rest of the Annual report
43. The Overview of performance (Part 2) is a summary of financial and non-financial performance. It recognises that some readers will be interested in a summary of

performance. Readers who want more detail performance can find that information in the following chapters.

44. In addition to summarising performance for the year the overview section provides forward information on how the city is changing and the challenges for the future. In combination integrating the summary of 2016/17 performance with the forward view provides the reader with line of sight from the previous year to the Council's future direction.

Statements of Service Provision (Part 3)

45. The Statements of Service Provision (SSP) outline what Council has achieved over the past year in relation to the outcomes that were set in the Annual Plan 2015/16 and performance measures and targets for 2015/16. The SSP also provide a narrative around milestone activities that occurred during the past financial year.
46. Part 3 "Our performance in detail" provides the Statements of Service Provision for each of the Council's seven activity areas as well as Council Controlled Organisations. Each activity area has detailed financial and non-financial performance information under the headings:
 - The challenges we face
 - Our strategic approach
 - What we did (or delivered / achieved)
 - Progress against our longer term outcome indicators (trend data)
 - How we performed against measures and targets in the 2016/17 Annual Plan
 - How our operations were funded and what they cost in the 2016/17 year; and
 - Case studies – detailing a particular achievements or projects.
47. Each activity chapter includes details (i.e. graphs and variance explanation) for selected measures that show both favourable and less favourable performance during the year.
48. Highlights for the year (Part 2), includes a summary of the number of non-financial performance measures that were achieved or not achieved during the year. These are presented using the following traffic light symbols:
 - Green with tick - Achieved: target has been met or exceeded.
 - Amber with tick - Substantially Achieved: performance within 5% points of target.
 - Red with a cross - Target not achieved by greater than 5%.
 - Grey dash - The measure was changed or not surveyed and / or no target set.
49. All measures and variances for each activity are included in a table at the end of the relevant activity chapter. Variances greater than 5% are explained.
50. A full summary of the Annual Report 2015/16 will be produced following its adoption at Council on 28 September 2016. This summary will provide a synopsis of the full Annual Report for those who wish to only look at an overview instead of the full detailed document.

Clearance process

51. The management letter of representation will be signed by the Mayor, Chief Executive (CE) and Chief Financial Officer (CFO). The letter of representation forms part of the overall audit procedures carried out by Audit New Zealand. The content of the letter of

representation is consistent with that prescribed for use by auditors by the New Zealand Institute of Chartered Accountants.

52. The Subcommittee held two workshops and a meeting to review the processes followed to prepare the draft Annual Report, as well as reviewing the draft Annual Report and financial results in detail. Any issues or concerns were discussed with Audit New Zealand at the workshops and the FARM's meeting. This process assisted the Subcommittee in forming its view that the financial statements for the 2016/17 financial year are fairly stated and provided the Subcommittee with comfort from which to recommend them to the Committee and Council.

Conclusion

53. The Annual Report prepared for the Committee's review includes the Financial Statements and Statements of Service Provision which have been reviewed in detail by the Subcommittee.
54. The Financial Statements include all known year-end adjustments required in order to fairly reflect the Council's results of operation, cashflows and financial position for the 2016/17 financial period. Further, at the time this report was prepared there were no known issues identified by Audit New Zealand that would materially affect the recognition and measurement of reported balances in the Council's financial statements.

Attachments

Attachment 1 –2016/2017 Annual Report – under a separate cover

Authors	Richard Marshall, Manager Financial Accounting Baz Kaufman, Manager Strategy Lloyd Jowsey, Team Leader, Planning and Reporting
Authoriser	Andy Matthews, Chief Financial Officer

SUPPORTING INFORMATION

Engagement and Consultation

No consultation is required for the adoption of the Annual Report.

Treaty of Waitangi considerations

There are no Treaty of Waitangi implications.

Financial implications

There are no financial implications arising from this paper.

Policy and legislative implications

The Annual Report is a requirement under the Local Government Act 2002.

Risks / legal

Failure to adopt the Annual Report by 31 October 2017 will breach the Local Government Act 2002.

Climate Change impact and considerations

None.

Communications Plan

The Annual Report and summary will need to be published within one month of adoption. Copies will be available in the libraries, service centres and on the Council's website, as well as available on request.

Health and Safety Impact considered

There are no impacts on Health and Safety.

4. Public Excluded

Resolution to Exclude the Public:

THAT the City Strategy Committee :

Pursuant to the provisions of the Local Government Official Information and Meetings Act 1987, exclude the public from the following part of the proceedings of this meeting namely:

General subject of the matter to be considered	Reasons for passing this resolution in relation to each matter	Ground(s) under section 48(1) for the passing of this resolution
4.1 Acquisition of Land	7(2)(h) The withholding of the information is necessary to enable the local authority to carry out, without prejudice or disadvantage, commercial activities. 7(2)(i) The withholding of the information is necessary to enable the local authority to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations).	s48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7.