

Auckland Council

Te Hā Noa – Victoria Street linear park

Indicative Business Case

2020



Te Hā Noa - Victoria Street linear park

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Approval and acceptance

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Executive Summary

We are transforming Victoria Street to create a thriving public space for movement, rest and recreation, in a way that reflects the unique identity of Tāmaki Makaurau, to enhance the wellbeing of our people, our city and our natural environment.

The city centre is undergoing a major transformation to become a more vibrant and better-connected place for everyone. Te Hā Noa - Victoria Street linear park project is a key step in the revitalisation of the midtown precinct in Auckland's city centre. There are two key strategic drivers for the timing of this mahi; strong support for the City Centre Masterplan 2020 and the planned opening of the City Rail Link's Aotea Station in 2024.

This project forms part of a key Green Link in the City Centre Masterplan 2020. Public consultation on the revised City Centre Masterplan in 2019 indicated 86% of respondents supported the concept of a Green Link connecting the city's open spaces. As part of this green link, Victoria Street will become a safer street for walking and cycling and provide new spaces for rest and recreation between Waikōkōta Victoria Park and Rangipuke Albert Park. There are opportunities to improve the natural environment through this work and to create a truly sustainable project to enhance the wellbeing of our community.

The City Rail Link is a major investment in Auckland's rail network providing a new connection through the city centre. The City Rail Link's Aotea Station will have two portals on Victoria Street and it is expected that this development will bring an additional 13,000 pedestrians into the city centre through the station during peak times. The growth in pedestrians cannot be accommodated within the existing road layout, a problem that investment in Victoria Street can resolve.

The project has a budget of **\$33 million** in the Long-term Plan 2018-2028 to complete investigation and construction. This funding is accepted to be initial funding for the first stage of the project immediately outside the Aotea Station entrances.

Auckland Council adopted the Better Business Case Framework for this project. The Better Business Case Framework is the Treasury standard for investment of public money and is being used across all infrastructure projects in New Zealand. The indicative business case is the first business case stage under the Better Business Case Framework. In addition to this framework, regenerative and whole systems thinking has been used to provide innovation to the business case process.

This document records the indicative business case evidence, process and decisions for Te Hā Noa - Victoria Street linear park and recommends a preferred future layout for the full length of the street that can deliver on the vision in the City Centre Masterplan. This business case has been independently peer reviewed.

Te Hā Noa

Auckland Council is working in partnership with Mana Whenua on taking this project from concept through to delivery. The project has been given the name Te Hā Noa by our Mana Whenua partners. Te Hā Noa means "to freely experience one's surroundings, to breathe and acknowledge the sights and sounds whilst journeying within the city centre and the link between Waikōkōta and Rangipuke".

The vision for the street is captured in this project name. We aim to transform the street from a road heavily dominated by vehicles, into a place that connects and embraces our diverse and growing city centre community and distinctly reflects Tāmaki Makaurau.

The Project Team would like to acknowledge the importance of partnership on this project and the contributions of Mana Whenua to our early investigation into delivering the vision of Te Hā Noa - Victoria Street linear park.

Te Hā – the breath in Māori terms is the essence of life itself encompassing all the sense; and Noa – is to be free within the journey to experience.

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Why a linear park on Victoria Street?

Victoria Street has a diverse range of uses and demands including residential, commercial and retail. It is a key destination for tourists with the Sky Tower located half-way along the street. The street lacks character and has no significant artworks or defining features that reflect its importance as an east-west connection through the city and its increasing importance as a destination.

Currently the street is dominated by vehicles and provides limited pedestrian space and no dedicated cycling facilities for residents, workers and visitors. This is resulting in pedestrian congestion and a poor user experience of the street. The current layout has four to six lanes of traffic, two or three in each direction, for most of the street. A typical cross section of the street allocates 34% of space to pedestrians, 47% to cars and 19% to buses.



Auckland’s City Centre Masterplan 2020 establishes a vision for change in Auckland’s city centre. The Green Link shown in Figure 1 proposes a network connecting green spaces across the city, including along Victoria Street. The network is proposed to return more space to people along the road corridor to and to improve active mode connections across the city.

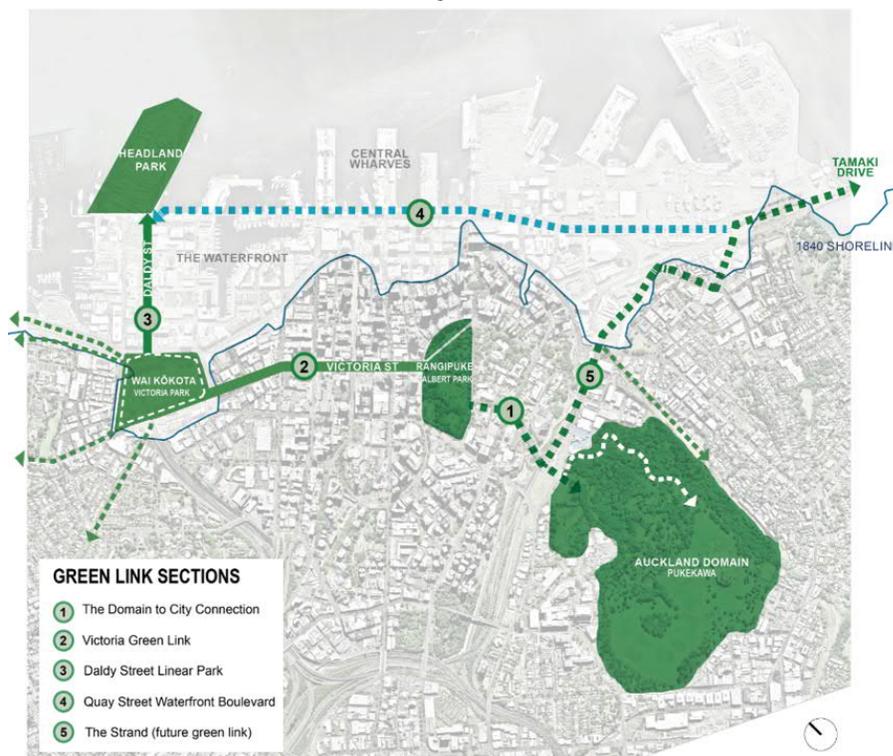


Figure 1: The Green Link in the City Centre Masterplan 2020

Why invest? problems, opportunities and benefits

The City Centre Masterplan 2012 outlined some high-level strategic drivers for change on Victoria Street which were largely supported in the stakeholder consultation process. Given the pace of change and scale of development in Auckland’s city centre, it was essential to re-evaluate drivers for change and project outcomes.

The business case has been developed with Mana Whenua and a Community of Practice to guide and support project development. The Community of Practice is an innovative project management approach bringing together a broad range of internal stakeholders and technical experts from diverse areas such as heritage, design, planning, asset, cycling, transport strategy, parks and arts at the earliest point possible in the project to define and assess the problems, opportunities, options and benefits for Victoria Street.

Indicative Business Case

The inputs of the Project Team, Mana Whenua partners and Community of Practice have been recorded using an Investment Logic Map (ILM), which visually depicts the relationships between the reason for investment and the benefits of investment. Under the Better Business Case Framework:

- A **problem** is an issue that should be addressed.
- An **opportunity** is a combination of factors that creates potential for change.
- A **benefit** is a **measurable improvement** as the result of our investment.

The need for investment in Victoria Street has been summarised into the key problems, benefits, responses and potential solutions for the Victoria Street linear park project captured in the Investment Logic Map shown in Figure 2.

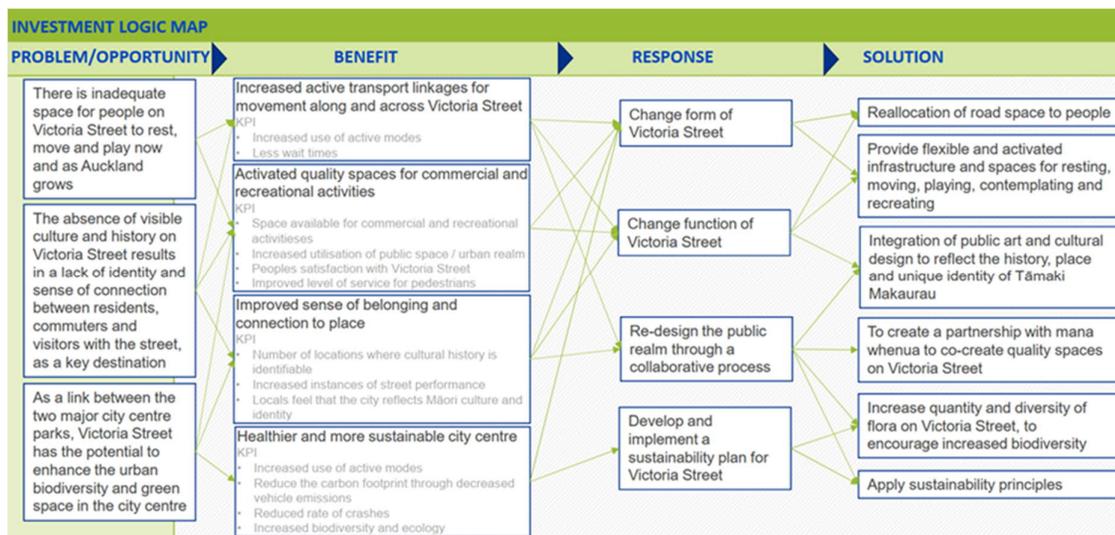


Figure 2: Investment Logic Map (larger image provided in Appendix D)

Four key benefits of investment have been identified for Te Hā Noa - Victoria Street linear park.

- Benefit 1: Increased pedestrian and cycling linkages for movement along and across Victoria Street
- Benefit 2: Activated quality spaces for commercial and recreational activities
- Benefit 3: Improved sense of belonging and connection to place
- Benefit 4: Healthier and more sustainable city centre.

Selection of a preferred future layout for Victoria Street

The key focus of the Indicative Business Case is to recommend a preferred layout of Victoria Street that can deliver on the City Centre Masterplan Green Link vision as well as support the access needs of Aotea Station and balance the various needs and demands on the street.

A robust options selection process¹ was undertaken to identify and develop a value for money solution for Victoria Street. Multi-criteria Analysis and cost-benefit analysis tools were used to assess and compare street layout options. A detailed summary of this process and findings can be found in Section 3 - Optimising Value and Appendix H - Options Assessment Report. Following assessment of 17 Long List options, 3 options were shortlisted for further investigation, development and refinement. The Project Steering Group endorsed the proposed Short List on 19 September 2019.

Economic cost-benefit analysis of the Short List options was undertaken to provide a comparative assessment of the viability of each option. The cost-benefit analysis results showed that across all options, the benefits outweigh the costs of investment. The below table shows the results of the cost-benefit analysis:

¹ Further information on the options selection process is provided in Section 3. For more detail is refer to the Options Assessment Report provided as Appendix H to this Indicative Business Case.

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Table 1: Cost-benefit analysis results (\$ million, present value)

	Short List Option 1	Short List Option 2	Short List Option 3
Net present value (B-C)	202.7	179.3	506.6
Benefit cost ratio (B/C)	2.7	2.5	5.2

While Option 3 scored more positively in the cost benefit analysis, this option has been discounted at this time as it does not maintain two lanes of traffic and therefore fails to meet the key project requirements².

Cost benefit analysis is one tool that can be used to help guide investment decisions but should always be considered in conjunction with other evidence, tools and drivers. Potential benefits not able to be captured in the cost-benefit analysis were assessed using a Multi-criteria Analysis tool. These non-monetised benefits include social, cultural, health and environmental benefits that this project will deliver for Auckland and were strongly advocated for by Mana Whenua and the Community of Practice.

The Preferred Way Forward for Te Hā Noa - Victoria Street linear park

The Preferred Way Forward in business cases refers to the best value for money option to deliver the benefits and meet the project requirements. Short List Option 1 (shown in Figure 3) was recommended as the Preferred Way Forward and endorsed by the Project Steering Group on 31 October 2019.

The Preferred Way Forward is expected to contribute to achieving all four of the key benefits that are anticipated as part of Te Hā Noa - Victoria Street linear park project. Further refinement of the design and risk assumptions for the Preferred Way Forward have informed the Total Expected Cost Estimate of **\$240,510,000** and Benefit Cost Ratio (BCR) of **2.0**. This is further detailed in Appendix J.

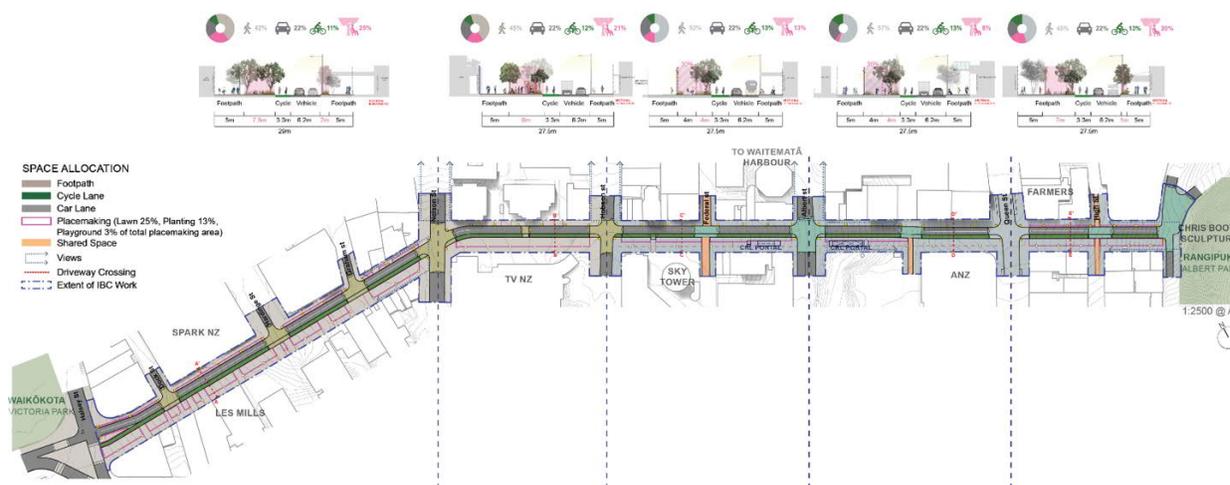


Figure 3: Short List 1 overall layout (larger image provided in Appendix I)³

Next steps

This Indicative Business Case documents a thorough approach to investment in Victoria Street and provides a key step in determining how we can achieve the vision for a linear park as identified in the City Centre Masterplan 2012.

Preliminary thought has been given to the timing for Te Hā Noa - Victoria Street linear park. The Indicative Business Case proposes that the project be implemented in four stages (as shown in Figure 4) to tie in with the other programmes in the midtown area, spread out funding requirements and reduce the construction effects. Stage 1 (outside City Rail Link Aotea Station) is proposed to be completed in time for the opening of the City

² See Section 2.4.1 for key project requirements.

³ See Appendix I for Preferred Way Forward concept drawings

Indicative Business Case

Rail Link. The sections of Victoria Street between Hobson Street and Kitchener Street are likely to be progressed earlier than the sections between Halsey Street and Hobson Street. Therefore, the Detailed Business Cases are proposed to be broken into two discrete packages.

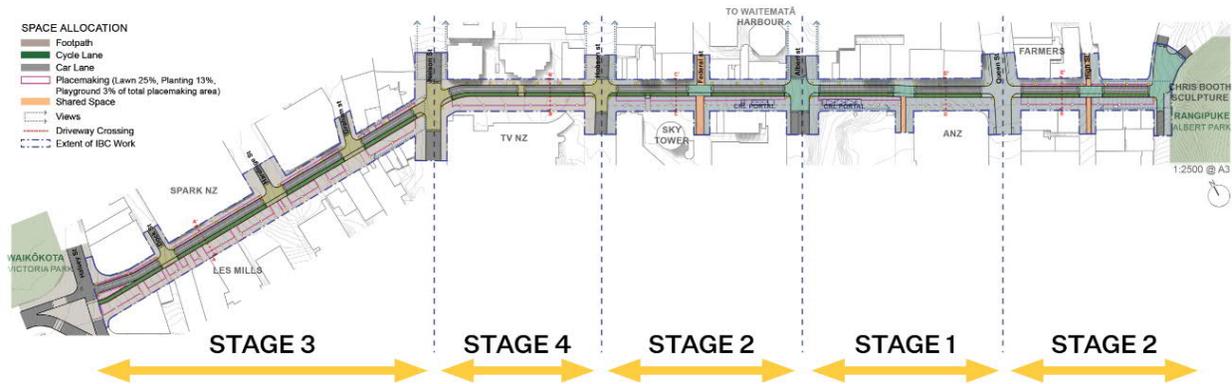


Figure 4: Four stages of the project as proposed in the Indicative Business Case

An initial assessment of the funding requirements shows that to complete the whole of Te Hā Noa - Victoria Street linear park within the next ten years, additional funding of **\$207.51 million** would be required over and above that currently included in the Long-term Plan 2018-2028. As further work is undertaken, the cost of the project will be refined and options for addressing the funding shortfall will be investigated.

The Indicative Business Case recommends that investment in Te Hā Noa - Victoria Street linear park project proceed and seeks approval for Auckland Council to proceed with development of a detailed business case for the area of the street immediately outside the City Rail Link’s Aotea Station. This timing is vital to ensure that the benefits of investment in the City Rail Link can be maximised and that the street can safely accommodate the anticipated growth in the number of people using Victoria Street.

Important note about your report

The sole purpose of this report and the associated services performed by Jacobs is to develop the Indicative Business Case for Te Hā Noa - Victoria Street linear park project along Victoria Street within the Auckland city centre in accordance with the scope of services set out in the contract between Jacobs and Auckland Council ('the Client'). That scope of services, as described in this report, was developed with the Client.

In preparing this report, Jacobs has relied upon, and presumed accurate, any information (or confirmation of the absence thereof) provided by the Client and/or from other sources. Except as otherwise stated in the report, Jacobs has not attempted to verify the accuracy or completeness of any such information. If the information is subsequently determined to be false, inaccurate or incomplete then it is possible that our observations and conclusions as expressed in this report may change.

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Glossary of Terms

Word	Description
Access for Everyone	Concept included as part of the City Centre Masterplan 2020 to reallocate street space from cars to people and restrict vehicle access within the Queen Street Valley.
Amenity	Is a positive element or elements that contribute to the overall character and enjoyment of an area. Includes the perceived quality of the urban environment such as the pleasantness or attractiveness of a place.
Community of Practice	A group comprising of key internal stakeholders, subject matter experts and project partners. See Section 1.6.2 for more detail on Community of Practice.
Biodiversity	A measure of the number and relative abundance of different species. High biodiversity is usually desirable.
Ecology	Interconnection between organisms, species and the environment they live in.
Ecosystem	A community of living organisms in conjunction with the non-living components of their environment, interacting as a system.
Ecotopes	Are distinct habitats and ecological areas as they would have been prior to human habitation based on landform, environmental conditions and geologies.
Episodic	Consisting of a series of separate parts.
Five Capitals	The five capitals are defined as; Social (community, governing), Individual Development (educational, spiritual) Infrastructure (buildings, transport, utilities) Natural (Environment, Ecology) Financial (economy, banking, trading), from a regenerative perspective, genuine wealth arises from and is sustained through growing all five forms of capital at the three levels of systems. It allows our decisions and actions to be considered for a whole system.
Green Infrastructure	A strategically planned network of natural and semi-natural areas with other environmental features designed and managed to deliver a wide range of ecosystem services in both rural and urban settings. ⁸
Greenspace	Areas of grass, trees, or other vegetation within an urban setting that provide recreational, environmental and/or aesthetic benefits.
Habitat	An environment where a species can live and reproduce.
Linear parks	Typically, in an urban environment long narrow parks that can be in many forms to provide a range of services (ecological, recreational, transport). Sometimes referred to as a 'greenway' when used as a part of a trail or transport network.
Manaakitanga	The ethic of holistic hospitality whereby Mana Whenua have inherited obligations to be the best host they can be.
Mana Whenua	Hapū and iwi with ancestral relationships to certain areas in Tāmaki Makaurau where they exercise customary authority.
Optimising	To solve problems (e.g. designs) so resources are used (e.g. investment funds) in the most effective way.
Present value	Also known as discounted value, this is a financial calculation that measures the worth of future cash flows in today's dollars, based on an assumed discount rate (hurdle rate of return).
Public realm	Space that is accessible to the public and comprises of streets, squares, parks, green space and outdoor places.
Public space	A place that is generally open and accessible to people.
Real cost	Cost in constant dollars, i.e. excluding escalation.

⁸ Source: What is Green Infrastructure? European Environment Agency, <https://www.eea.europa.eu/themes/sustainability-transitions/urban-environment/urban-green-infrastructure/what-is-green-infrastructure>

Word	Description
Regenerative design	Regenerative design builds on humans and the built environment existing within a natural system. In the Built Environment regenerative design is how we co-evolve our design with the surrounding natural environment.
Regenerative framework	Whole systems and systemic thinking, a process that aims to revitalise an equitable system.
Remnant Natural Areas	Are areas of vegetation (native trees, shrubs and grasses) that has not been cleared by humans.
Sustainability	Sustainability defined by the world commission on the environment and development – “Development that meets the needs of the present generation without compromising the ability of future generations meet their needs.”
Tāmaki Makaurau	The Māori name for Auckland. Translates to Tāmaki desired by many.
Te Hā Noa	The name gifted to the Victoria Street linear park project. See Section 1.2.
Te Waihorotiu	Stream that previously existed within the Queen Street Valley.
Urban Ngahere	A Ngahere in the Maori language translates to forest. Urban Ngahere (forests) strategy is a strategic plan created by the Auckland Council.

Indicative Business Case

1. Introduction

1.1 Project Overview

Auckland’s city centre is experiencing significant growth with resident and commuter numbers increasing beyond the rates anticipated in the Auckland Plan 2030 and City Centre Masterplan developed in 2012. High levels of growth in the city centre are expected to continue over the next 20 years. In response to this, there is an increasing urgency to realise the outcomes targeted by these plans and to invest in public transport infrastructure. The need to accommodate growth through the provision of infrastructure is highlighting the public space deficit identified by the City Centre Masterplan and the need for investment in Victoria Street.

Victoria Street is a significant central city corridor connecting Victoria Park with the city centre and Albert Park. The street is home to residential, commercial and retail development with a diverse range of uses and demands. The development of major city shaping public transport infrastructure in the midtown area such as the City Rail Link Aotea Station is expected to have a significant impact on the area, particularly Victoria Street.

The Victoria Street linear park concept (shown in) has been proposed by Auckland Council to improve the urban environment and amenity for the public within the city centre. The Victoria Street linear park will support the growth and development projected within the city centre by providing an enhanced pedestrian space linking Victoria Park and Albert Park. The project will fundamentally change the function of Victoria Street from an environment dominated by motorised vehicles to a space that prioritises pedestrians and cyclists, and provides opportunities for rest, recreation and increased commercial activity.

Auckland’s city centre is typical of many large cities in that it is made up of streets and buildings with limited sense of identity, visible reference to history or connection with people. The redevelopment of Victoria Street provides an opportunity to improve connections between people, place, culture, environment, history, arts and the community within the corridor, within Tāmaki Makaurau and the wider region.



Figure 1-1: Te Hā Noa - Victoria Street linear park (larger image provided in Appendix E)

1.2 Te Hā Noa

Te Hā Noa is the name that has been gifted by the Mana Whenua project working group (see Section 1.6.1 for more on the Mana Whenua working group) for the Victoria Street linear park project.

Te Hā Noa is to freely experience ones surroundings, to breathe and acknowledge the sight and sounds whilst journeying within the Auckland city centre and along the link between Waikōkota (Victoria Park) and Rangipuke (Albert Park) as described below:

“Journeying from the middle ridges that form through ways of breathing, create a pulse and rhythm of ‘Ha’ (breath) within the city centre and to the lower part of the city between Karangahape and the Waitematā.

Indicative Business Case

Through this movement the ‘Ha’ is the hub, or nucleus, that brings into existence pockets of vitality and breathing life into the city; coming alive.”

In acknowledgement of this the Indicative Business Case also refers to the Victoria Street linear park project as Te Hā Noa - Victoria Street linear park and Te Hā Noa.

1.3 The Project’s Purpose

A regenerative framework promoting systemic and systems thinking has been applied throughout the development of the Indicative Business Case. During this phase the full potential of the project was explored. The potential of this project recognises and reflects the opportunity for enhancing the connection of people with the urban environment.

Adopting the regenerative framework and systems thinking approach the team has sought the views of a wide range of council stakeholders to feed into the project purpose. The team worked to condense the outputs from wider stakeholders into a single summary statement that can define and frame the work we are undertaking. The result is the following co-created purpose statement developed by the Project Team to convey the purpose of Te Hā Noa - Victoria Street linear park project:

“We are transforming Victoria Street to create a thriving public space for movement, rest and recreation, in a way that reflects the unique identity of Tāmaki Makaurau, to enhance the wellbeing of our people, our city and our natural environment.”

This purpose statement draws upon the work completed with the Community of Practice (see Section 1.5) and reflects the Auckland City Centre Masterplan and the Auckland Council 2030 desired outcomes. The purpose statement will continue to guide the direction of the project throughout all stages so that Te Hā Noa has a lasting positive impact on the city centre.

1.4 Background

The City Centre Masterplan (2012) is the aspirational blueprint for the transformation of the city centre. It is a high-level visionary document that explores the potential opportunities within the city centre and identifies eight transformational moves designed to *“transform the city and deliver a competitive and exhilarating place.”*⁹

Transformational Move 6 – The Green Link, proposes an open space network connecting the eastern waterfront, Auckland Domain, Albert Park, Victoria Park, Wynyard Quarter and the western waterfront. Referred to as the Green Link (shown in Figure 1-2), this network aims to improve walking and cycling connections, pedestrian space, public realm and urban amenity. The Victoria Street linear park is identified as one segment of the Green Link network that will provide a midtown link across the city centre between Victoria Park and Albert Park. The City Centre Masterplan highlights that the Victoria Street linear park will provide much needed quality public realm and open space by significantly increasing the amount of green public space through some of the densest and busiest neighbourhoods in New Zealand.

The City Centre Masterplan has recently been refreshed to incorporate updates and to align it with the latest version of the Auckland Plan. The concepts proposed in the updated City Centre Masterplan were released for consultation toward the end of 2019 allowing the emerging direction to inform the option development and Indicative Business Case investigation for Te Hā Noa - Victoria Street linear park. The refreshed City Centre Masterplan has been approved by Auckland Council’s Planning Committee. The updated document is expected to be publicly released in April 2020 and will inform the development of the preferred option as part of the Detailed Business Case. Early information available from the Auckland Design Office confirms that as part of the Green Link transformational move Te Hā Noa - Victoria Street linear park remains strategically important to achieving the vision of the updated City Centre Masterplan. In addition, Auckland Design Office representatives were part of the project’s Community of Practice and Project Steering Group.

Since 2012, work has been done on the development of how the concept of the Victoria Street linear park fits into the wider city centre context. Appendix A provides details on the progression of the project and the following paragraph summarises the key work streams undertaken to shape this project to the point of Indicative Business Case.

⁹ City Centre Masterplan 2012, Auckland Council, <https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-bylaws/our-plans-strategies/place-based-plans/Documents/city-centre-masterplan-2012-print-version.pdf>

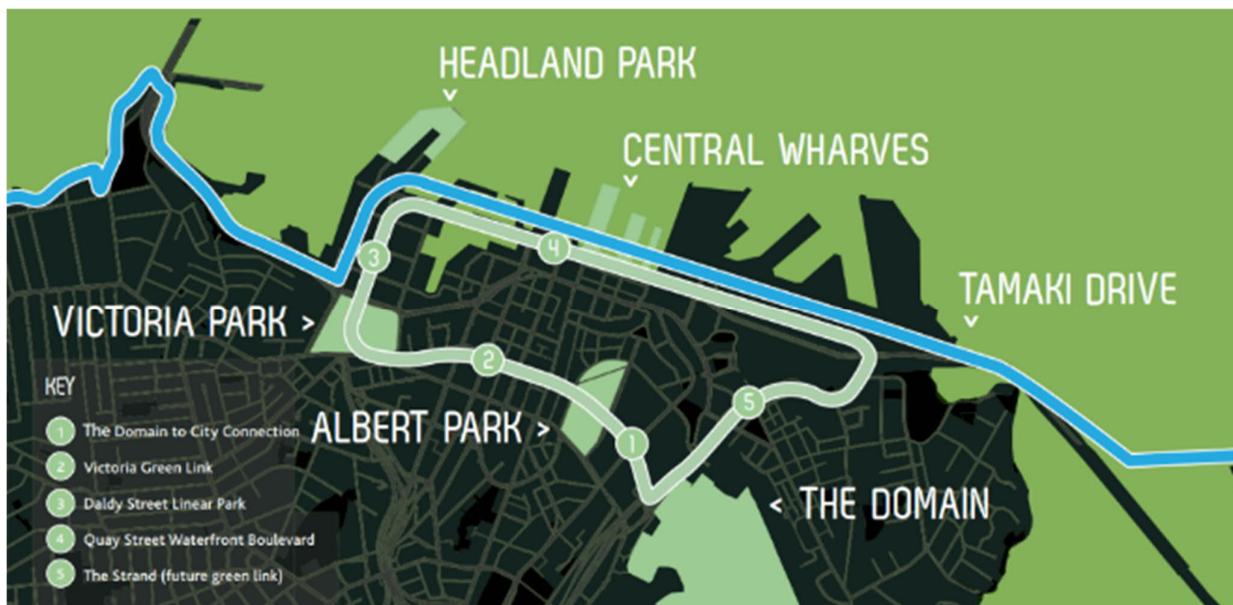


Figure 1-2: Green Link, City Centre Masterplan

The Victoria Street linear park concept was further refined in 2016.¹⁰ The work undertaken outlined potential key objectives for the Victoria Street linear park. The Green Link report explored design drivers for the linear park including the key characteristics, landmarks and views along the corridor to be considered and retained. It looked at the cultural and historic qualities to be referenced and suggested the future opportunities for the space. The hierarchy of movement presented in the Green Link report considered how the park can support pedestrian activity whilst creating a safe environment for all anticipated modes to work together.

The previous work explored the concept of a linear park. Linear parks by nature are long narrow parks that can be in many forms and provide a range of services. For instance, linear parks can serve a combination of ecological, recreational, and transport purposes. Within urban areas, they generally have a strong association with connections, movement and people.

An opportunity was taken to progress a section of the Victoria Street linear park project with the development of the Aotea Station and reinstatement of Victoria Street as part of the City Rail Link. This led to the investigation and development of a reference design for the section between Hobson Street to Queen Street, prepared in 2018. It was identified during this investigation that considering this section in isolation, missed the greater opportunity to complete a plan for implementing a linear park between Albert and Victoria Parks.

The work completed to date on the Victoria Street linear park project is summarised in Figure 1-3. These investigations have explored the opportunity for the Green Link, current road typology, urban context and reference design option between Hobson Street and Queen Street in detail.

The Strategic Assessment¹¹ for the Victoria Street linear park project signed off by Auckland Council in December 2018 confirmed that investment in a Linear Park along Victoria Street aligns with and supports the strategic outcomes sought in the Auckland Plan 2050. It outlines that there is a need for investment and that the project be progressed to Indicative Business Case.

This Indicative Business Case builds on the previous work by articulating the investment narrative for Te Hā Noa - Victoria Street linear park and identifies, develops and assesses the various design options for the whole corridor. The Indicative Business Case also seeks to consider some of the wider implications and considerations of the project. For example, the potential traffic effects of the project on the wider transport network and the value for money of the project. This has defined the Preferred Way Forward for Te Hā Noa - Victoria Street linear park documented in Section 3.

¹⁰ The Green Link: Linear park Victoria Park to Albert Park, Auckland Council, April 2016

¹¹ Victoria Linear Park Strategic Assessment, Auckland Council, December 2018

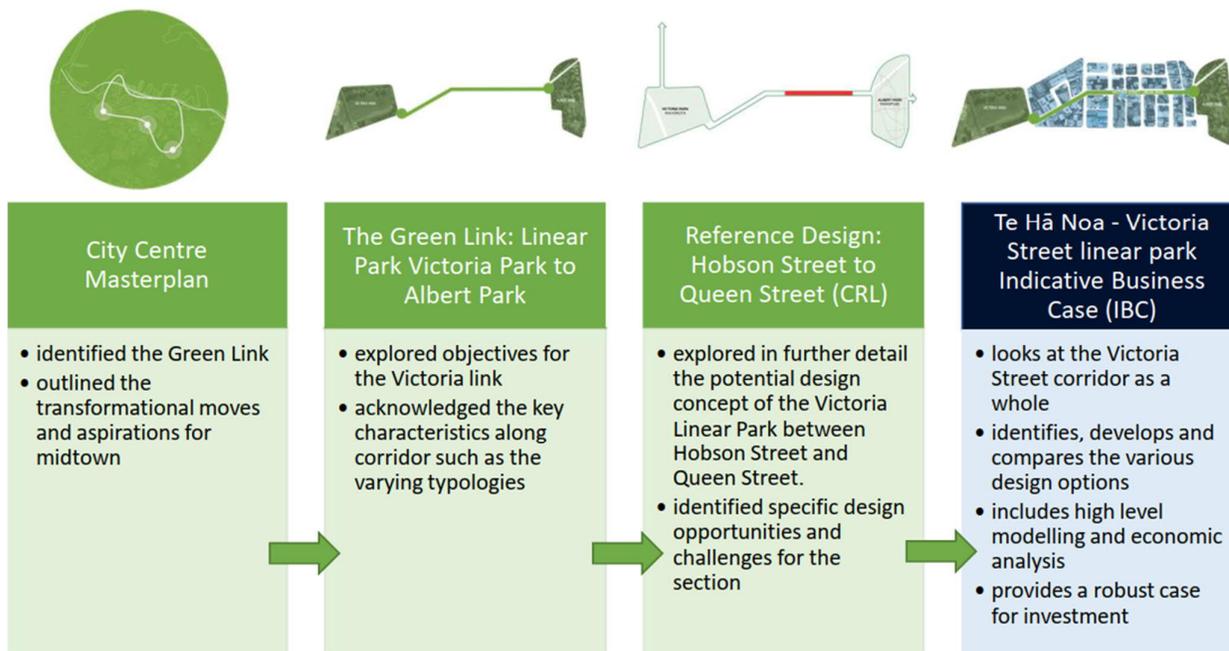


Figure 1-3: Victoria Street linear park Concept Development

1.5 Indicative Business Case Approach

1.5.1 Business Case

The Better Business Case ‘Five Case model’¹² has been adopted to provide a framework for objective and robust analysis and consistent information, to enable Auckland Council decision makers to make informed decisions for public value regarding Te Hā Noa - Victoria Street linear park. The Better Business Case Framework is the Treasury standard for investment of public money and is being used across all transport projects in New Zealand. The Better Business Case framework aims to mitigate some reasons for project failure through strong stakeholder engagement and clearly defined and supported project objectives.

The Business Case process also provides assurance to Auckland Transport, as the Road Controlling Authority, that the project has followed a vigorous and transparent process. This transparent and repeatable process provides further benefit later during the consenting phase if a Resource Management Act (RMA) process is required.

1.5.2 Regenerative Framework

Regenerative, Systemic and Whole systems thinking has been used to provide innovation to the project. The role of a regenerative approach is to determine which aspects of a living system to work on in order to realise the greatest systemic potential of the project and what is equally important.

Whole systems thinking means not considering Te Hā Noa project in isolation but also considering its place in the wider context, what systems it influences and is affected by. As a linear park, this project is striving to regenerate the natural environment in this place. Through this process understanding of the living system (infrastructure, buildings, people, nature, animals) will deepen, defining what regeneration looks like for this place. Figure 1-4 demonstrates the scale of where conventional to regenerative thinking is and how conventional can degrade our system versus enriching the living system. The value it brings to this project is allowing stakeholders to see the potential for the project.

¹² For more information refer to the New Zealand Treasury webpage: Better Business Cases (BBC), <https://treasury.govt.nz/information-and-services/state-sector-leadership/investment-management/better-business-cases-bbc>

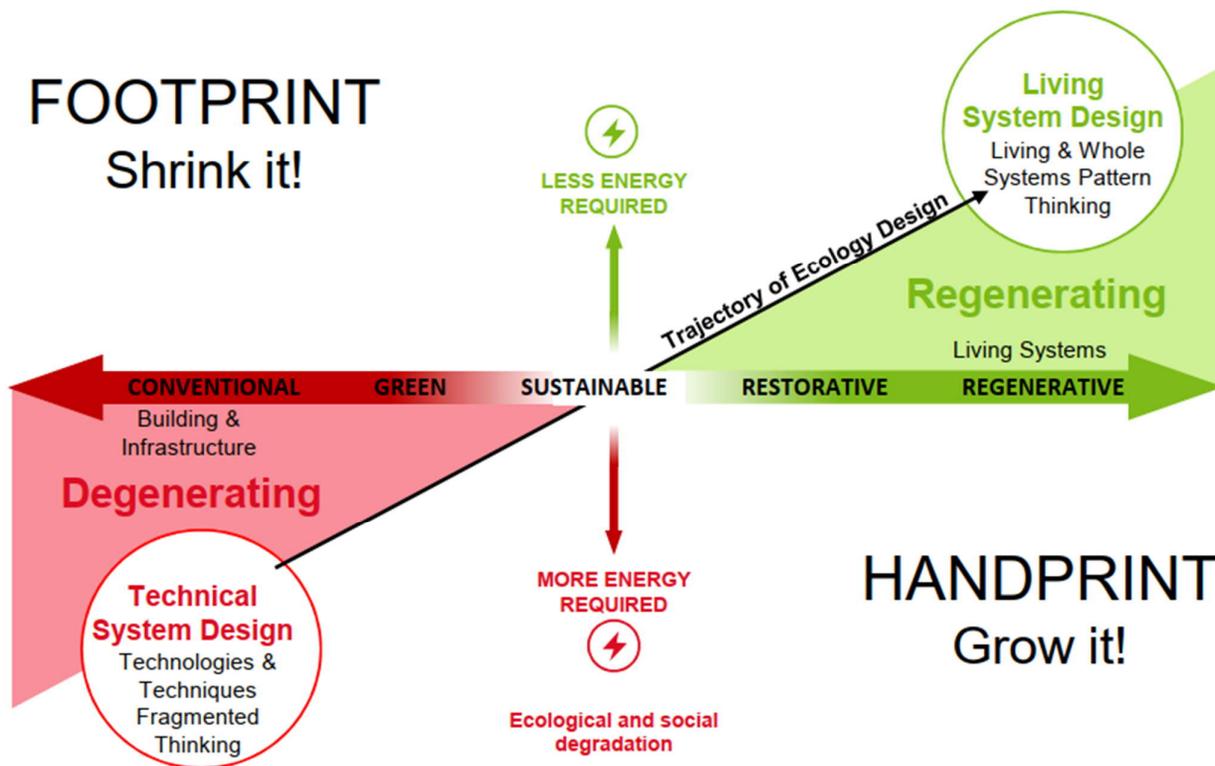


Figure 1-4: Principle of regenerative thinking compared to conventional¹³

As part of Workshop 1 the Community of Practice¹⁴ came together to understand how they could activate the five capitals (social, infrastructure, environment, economy, individual development), shown in Figure 1-5, in harmony and move the potential of the project beyond what was conventional and sustainable, to be more restorative and regenerative. This was used to form the project purpose statement and Investment Logic Map.¹⁵

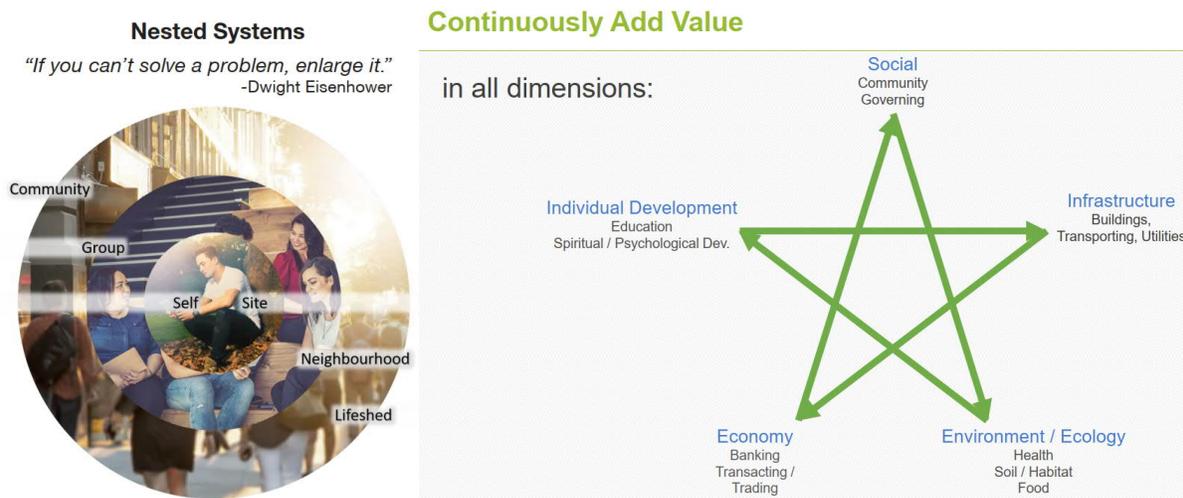


Figure 1-5: Consideration of five capitals in Workshop 1

¹³ Diagram credit: Bill Reed and Regenesis

¹⁴ See Section 1.6.2 for information on the Community or Practice.

¹⁵ See Section 1.3 The Project's Purpose and Section 2.1.2 The Investment Logic.

1.6 Collaborative Project Development

The development of this Indicative Business Case has involved a range of key internal stakeholders to investigate the options for the length of Victoria Street from Victoria Park to Albert Park. Engagement has included targeted stakeholder meetings and consultation with the broader 'Community of Practice'. Establishing a strong partnership with Mana Whenua was critical during the Indicative Business Case phase. To continue collaboration significant engagement with key external stakeholders and the public is planned as part of the Detailed Business Case. Further details of the planned approach for engagement are included in the Engagement Plan provided in Appendix B.

1.6.1 Mana Whenua Working Group

From the beginning of the Indicative Business Case for Te Hā Noa project, Auckland Council has been leading a partnership approach with Mana Whenua. Expressions of interest were communicated to all nineteen iwi that might have interest in developing and governing the outcomes of the project to be part of the Mana Whenua working group. It is important to note that the Mana Whenua working group consulted for Te Hā Noa project does not speak for or on behalf of other Mana Whenua who have not participated in this project.

The Mana Whenua working group who have participated and provided input into Te Hā Noa - Victoria Street linear park Indicative Business Case included representatives from:

- Ngāti Maru
- Ngaati Whanaunga
- Ngāi Tai ki Tāmaki
- Te Ākitai Waiohua
- Te Patukirikiri
- Ngāti Whātua Ōrākei
- Te Rūnanga o Ngāti Whātua.

In addition to the workshops the Mana Whenua working group regularly attended hui with key members from the Project Team to discuss the project. Through the working group, Mana Whenua identified the following aspirations for the project:

- Potential to be a carless or a car free community
- Relaxation, comfort, security, moments of stopping/reflection
- Green spaces allowing pockets of vitality that provide visible wellbeing and respite
- Green spaces providing more space for living – urban diversity
- Manaakitanga, access from park to park being the focal points in the first instance
- Reduce carbon footprint
- Respite from the concrete and asphalt of the inner city – aid in reducing the increase in heat within the city centre, in reference to climate change.

These align with the outcomes of other project workshops and support the problem and opportunity statements captured in this Indicative Business Case and Investment Logic Map¹⁶.

Knowledge shared from the Mana Whenua working group through hui and their attendance at workshops has provided valuable context for the project. It has helped set the direction for the project and influence the Investment Logic, particularly with regards to Problem 2. The relationship established through the Indicative Business Case has set the foundation to continue through the Detailed Business Case. The Project Team and Mana Whenua working group are developing design principles for the project that can be utilised through Detailed Business Case to inform the design and reflect the cultural history within the area that is not currently seen or represented on Victoria Street.

¹⁶ See Section 2.1.1 for the project Investment Logic Map.

1.6.2 Community of Practice

A Community of Practice comprising key stakeholders, subject matter experts and project partners (including representatives from the Auckland Council family, Auckland Transport and Mana Whenua) has been established to challenge and inform Te Hā Noa - Victoria Street linear park Project Team. The group provides diversity of thought and interests and is intended to maximise efficiency in the development of the business case by including and informing the various arms of Auckland Council throughout the project’s development. An additional advantage of the group is that it enables issues and opportunities to be addressed as they arise. The Community of Practice has been involved in key interactive project workshops (refer Table 1-1), with their inputs and ideas being used to inform the development of the project. The outcomes of each workshop are detailed in the reports appended as part of Appendix C.

Table 1-1: Summary of key Community of Practice workshops

Workshop	Key Attendees	Date	Outcomes
Workshop 1	Community of Practice	13 June 2019	Introductory workshop establishing the Community of Practice. Explored what a park is and the potential of Victoria Street by using systemic thinking. An assessment of the nested system the asset is interconnected with against the five capitals. The outcomes influenced the development of the purpose statement and the investment logic map. Summarised in Workshop 1 Summary Report appended in Appendix C.
Workshop 2 and 2A	Community of Practice and Mana Whenua	25 July 2019 8 August 2019	The development of long list options and confirmation of Critical Success Factors. Workshop 2 Summary Report appended in Appendix C.
Workshop 3	Community of Practice	5 November 2019	Presented assessment of Long List and Short List Options, leading to the Preferred Way Forward. Workshop 3 Summary Report appended in Appendix C.

1.6.3 Project Steering Group

The Project Steering Group is the principal project governance authority for Te Hā Noa project. Throughout this Indicative Business Case the Project Steering Group have provided strategic direction for the project and monitored its alignment with Auckland Council and Auckland Transport organisational goals. They have also provided management oversight, decision making and gateway approval to make sure the Indicative Business Case was completed in compliance with organisational process and procedures.

Project Steering Group members were selected for their relevant technical skills and experience to the project, including:

- Specialist for Urban Design (Auckland Council Auckland Design Office)
- Specialist for Transport Strategy & Planning (Auckland Transport)
- Specialist for Business Case preparation (Auckland Council Development Programme Office)
- Specialist for Project delivery (Auckland Council Development Programme Office).

Further details regarding the role of the Project Steering Group in the next phases of the project are provided in Section 6.1.

1.7 Purpose of this Report

The purpose of this report is to present the Indicative Business Case for Te Hā Noa - Victoria Street linear park, in consideration of the full length of Victoria Street between Victoria Park and Albert Park (Halsey Street and Kitchener Street). This report documents the identification, development and assessment of the various design options for the whole corridor and defines the Preferred Way Forward for Te Hā Noa - Victoria Street linear park that will be investigated further through a Detailed Business Case process.

Indicative Business Case

The Indicative Business Case has been prepared by applying the five-case model with the report structure devoting a section to each case as follows:

- **Section 2 - Why a Linear Park** presents the Strategic Case which makes the case for investment in Victoria Street.
- **Section 3 - Optimising Value** presents the Economic Case which outlines the options assessment framework; presents a wide range of Long List options for Victoria Street; explains the initial options assessment to identify a limited number of Short List options, and identifies a Preferred Way Forward based on the Short List options.
- **Section 4 - Our Procurement Approach** presents the Commercial Case which provides an initial outline of commercial viability of the proposal and the consenting and procurement strategies proposed.
- **Section 5 - An Affordable Investment** presents the Financial Case which outlines the financial viability of the project and outlines funding requirements.
- **Section 6 - Delivering Te Hā Noa** presents the Management Case which outlines the initial plans for successful delivery of the project.
- **Section 7 - Recommendations and Next Steps** provides a summary of what is required to proceed and complete the Detailed Business Case for the project.

2. Why a Linear Park

The City Centre Masterplan proposed the implementation of a linear park on Victoria Street with the intention of providing an enhanced pedestrian space linking Victoria Park and Albert Park to improve the urban environment and amenity for the public within the city centre.

This section presents the Strategic Case for a linear park on Victoria Street by explaining the reasons why Te Hā Noa project is needed and what benefits it will bring.

2.1 Why Enhance Victoria Street

2.1.1 Strategic Context

Victoria Street is a structuring element of the Auckland city centre. Providing a strong east-west connection through the middle of the city centre Victoria Street connects the different quarters identified in the City Centre Masterplan, namely Victoria Quarter, the Engine Room, Aotea Quarter and Learning Quarter. Victoria Street traverses a number of ridges and valleys including the Queen Street valley which is the core of the central business district. The strategic location and length of Victoria Street means that it intersects with several key north-south movement corridors making it a key connection for the city centre.

Victoria Street is already a key pedestrian link through the city centre and this role will grow in significance with the opening of the City Rail Link Aotea Station. Victoria Street will link commuters accessing and entering what will be Auckland's busiest transport node with the Victoria Quarter to the west and the Learning Quarter to the East. The City East West Transport Study¹⁷ was developed to guide future transport and associated land-use planning decisions along the key east-west corridors in the city centre. Victoria Street is the only east-west aligned street that does not have an identified strategic function to support vehicle modes. The study identified Victoria Street as a key east-west connection for pedestrians to complement the roles of the other east-west transport connections. This includes prioritisation of bus movements along Wellesley Street to create intersecting public transport spines that enables change on Victoria Street and the “two great streets” vision for both Wellesley Street and Victoria Street.

In line with this, enhancing Victoria Street would provide safe and accessible east-west walking and cycling connections across the city centre connecting Victoria Park in the west to the International Convention Centre, Sky Tower (Sky City), future Mass Rapid Transit (i.e. City Rail Link Aotea Station and Light Rail Transit) through to Albert Park in the east. Further detail on the opportunity the unique position of Victoria Street in linking two major city centre parks provides is explored in Section 2.1.5.

The Victoria Linear Park Strategic Assessment¹⁸ confirmed that investment in a linear park along Victoria Street aligns with and supports the strategic outcomes and direction for the city centre sought by Auckland Council and Auckland Transport.¹⁹

2.1.2 The Investment Logic

The Investment Logic Mapping process is central to developing a shared understanding of the case for change and sets the framework and context for the business case. The Investment Logic Map was developed collaboratively with key decision makers and input from the Project Team, to apply a triple bottom line lens (social, environmental and financial) from project commencement. The overall output informs the design parameters, options assessment and technical investigations for the project.

An Investment Logic Mapping workshop took place on 13 June 2019 and was attended by representatives from Auckland Council, Auckland Transport and the Project Team. The Investment Logic Map captures the problems, benefits, responses and potential solutions for Te Hā Noa project. The project understanding in the mapping framework was informed by the main themes and issues voiced by the Community of Practice in Workshop 1. A summary of Workshop 1 documenting the Community of Practice contributions and outcomes is provided in Figure 2-1.

¹⁷ City East West Transport Study, Prepared for Auckland Transport by Aurecon and Boffa Miskell, March 2014

¹⁸ Victoria Linear Park Strategic Assessment, Auckland Council, December 2018

¹⁹ See Section 2.4.2 for the Strategic Alignment of the project with specific policies and documents.

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The following sections detail the need for investment in Victoria Street, by explaining the key problems and opportunities that the project seeks to address. The Investment Logic Map for this Indicative Business Case was conditionally approved by the Project Steering Group on 18 July 2019. As the project progresses to the next stages the Investment Logic Map is expected to be reviewed to confirm alignment with policy direction in the future.

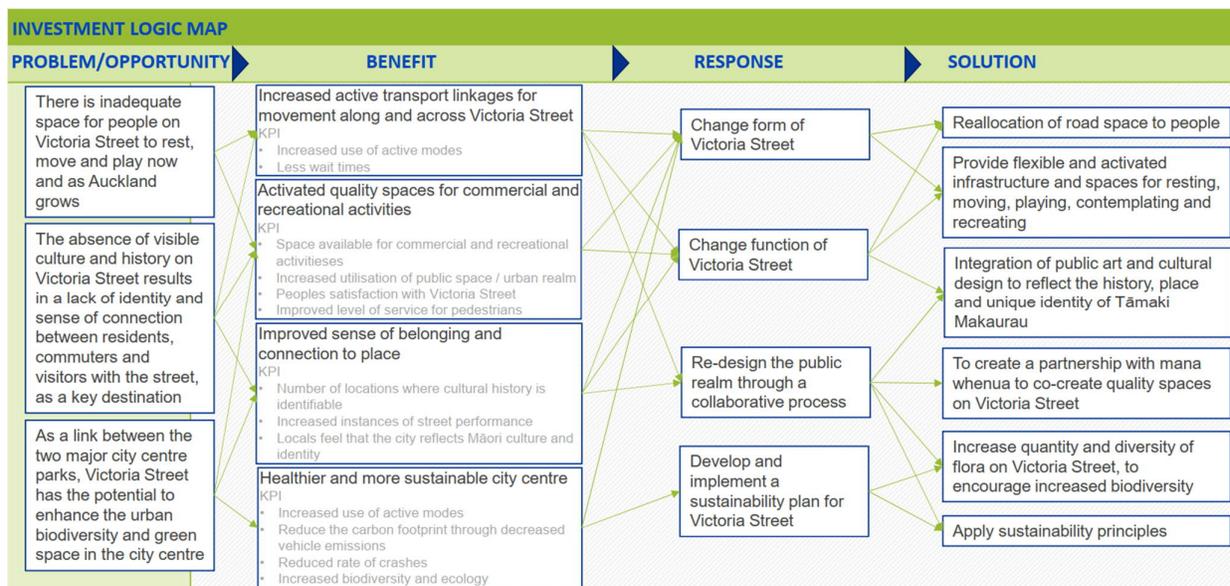


Figure 2-1: Investment Logic Map (larger image provided in Appendix D)

2.1.3 Problem 1: There is inadequate space for people on Victoria Street to rest, move and play now and as Auckland grows.

Problem 1 focusses on the current layout of Victoria Street prioritising vehicles over people. It is an issue because there is not enough public space available in the city centre for current and growing numbers of residents, employees and visitors. The limited space provided for pedestrians is resulting in congestion and a poor user experience, and the opening of Aotea Station will increase the demand/need for pedestrian space. In addition, the current space available for people on Victoria Street is not only limited but also inadequate in terms of the quality of the environment and lack of facilities such as street furniture and planting.

An increasing number of people are choosing to live in the Auckland city centre which is driving a rate of growth that is faster than the rest of New Zealand. The residential population in the city centre has increased by more than 30% since 2009. Recent estimates from 2019 suggest that around 35,800²⁰ people now live in the city centre.

The city centre is the ‘engine room’ of New Zealand’s economy and home to high productive jobs. While it only represents 0.08% of the overall land area of Auckland, the city centre accounts for 14% of the region’s employment and 17% of the region’s GDP. In 2018, there were an estimated 117,900 employees and 11,547 businesses in city centre with 25% of Auckland’s future employment growth expected to occur in this area over next 30 years.²¹ The growing population and increasing number of employment opportunities within the city centre is putting pressure on the existing infrastructure and is driving the need for investment. Victoria Street is typical of most roads within Auckland’s city centre. It is used by a wide range of transport modes including pedestrians, cyclists, micro-mobility, private vehicles and public bus transport. Typically, the cross section of the corridor provides for footpaths with four to six lanes of traffic. Parking, loading and bus stops are located between intersections where turning lanes are not required. The footpaths are separated from the carriageway by raised kerbs with cyclists, private and commercial vehicles and buses all sharing the road.

The current layout of Victoria Street prioritises vehicles over people. The allocation of the width of the corridor is heavily weighted in favour of vehicles with over 66% of the road carriageway dedicated to vehicles. As shown in

²⁰ Auckland City Centre is an aggregation of 16 Stats NZ ‘SA2’ areas, Stats NZ 2019 estimate, Auckland Council Response to City Centre Population Estimates, Jacques Victor, 7 November 2019

²¹ Newcombe, D., Fitzpatrick, T., & Weeks, G. (2019). Reshaping Auckland City Centre. Transportation Group 2019 Conference, (p. 2). Retrieved from <https://az659834.vo.msecnd.net/eventsairaeuprod/production-hardening-public/739a8ce438624af69aa1bee8d7250def>

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Figure 2-2 approximately 47% of the cross section is given to car lanes and 19% to bus lanes, leaving 34% for footpaths. Figure 2-2 also shows in red the recommended minimum footpath widths based on the context of the street, for example the south side of the cross section is an urban street with bus stops and therefore recommended to have at least 7.05 metres of footpath compared to the current 5 metres.

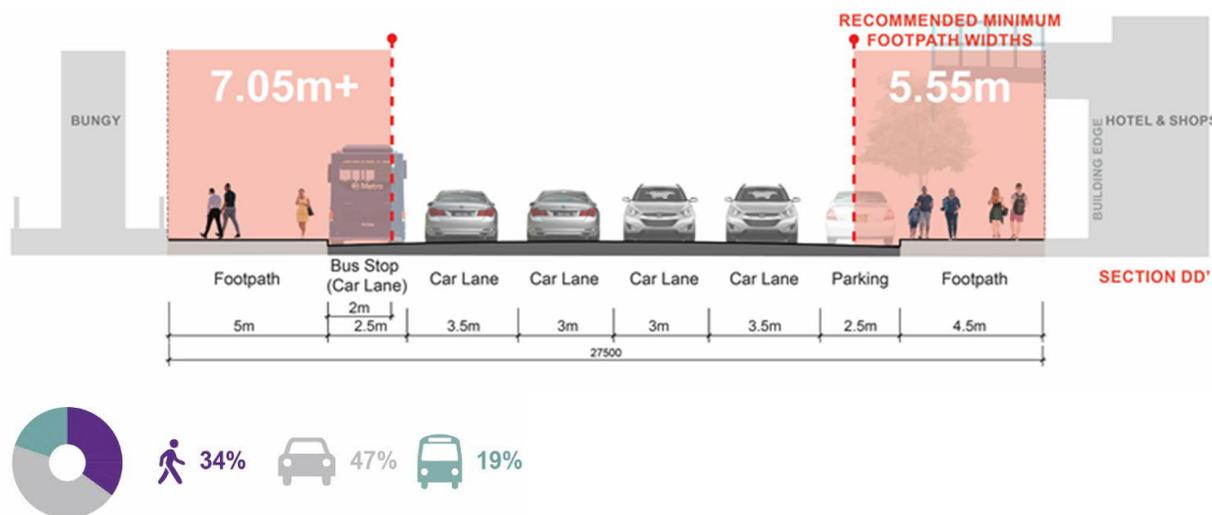


Figure 2-2: Typical cross section along Victoria Street (larger image provided in Appendix E, recommended footpath widths based on context²²)

Figure 2-3 shows that along Victoria Street there is severe lack of amenity for pedestrians. While streets such as Elliot Street and Federal Street provide seating, Victoria Street does not. Footpaths along Victoria Street between Hobson Street and Queen Street are typically between 2-4 metres wide and as shown in Figure 2-4, include bus shelters and other street furniture in the pedestrian movement corridor blocking access. These are generally the busiest sections of Victoria Street accommodating over 3,100 pedestrians in the peak hours and over 26,000 pedestrian trips per day.²³ The space provided for this volume of pedestrians is inadequate, resulting in congested footpaths and a poor user experience. An audit of the level of service and quality provided for pedestrians on Victoria Street was undertaken September 2019 using the Pedestrian Environment Review System (PERS). Victoria Street scored negatively for 8 out of the 17 parameters assessed. Victoria Street scored especially poorly for effective width, quality of environment and sense of place.

The existing quality of environment and the level of safety along the corridor is generally poor, as shown by the crash history of the corridor. In the five years from 2014 to 2018 (including early records from 2019), there have been 267 crashes recorded.²⁴ These crashes did not result in any fatalities but did include five crashes that resulted in serious injury and 43 that resulting in minor injury. Records show that rear end/obstruction crashes accounted for 53% (i.e. 142 crashes) and made up the highest proportion of all crashes. Of the 31 objects struck in crashes, 21 were parked vehicles. Pedestrians were involved in 33 of the reported crashes, resulting in five serious crashes and 24 minor injury crashes. Seven crashes involved cyclists, of which six resulted in minor injuries.

²² Auckland Transport Code of Practice, Section 6 Street Amenities, Table 14

²³ Pedestrian counts May 2019 collected between 6:00am-8:00pm

²⁴ Crash Analysis System (CAS), New Zealand Transport Agency

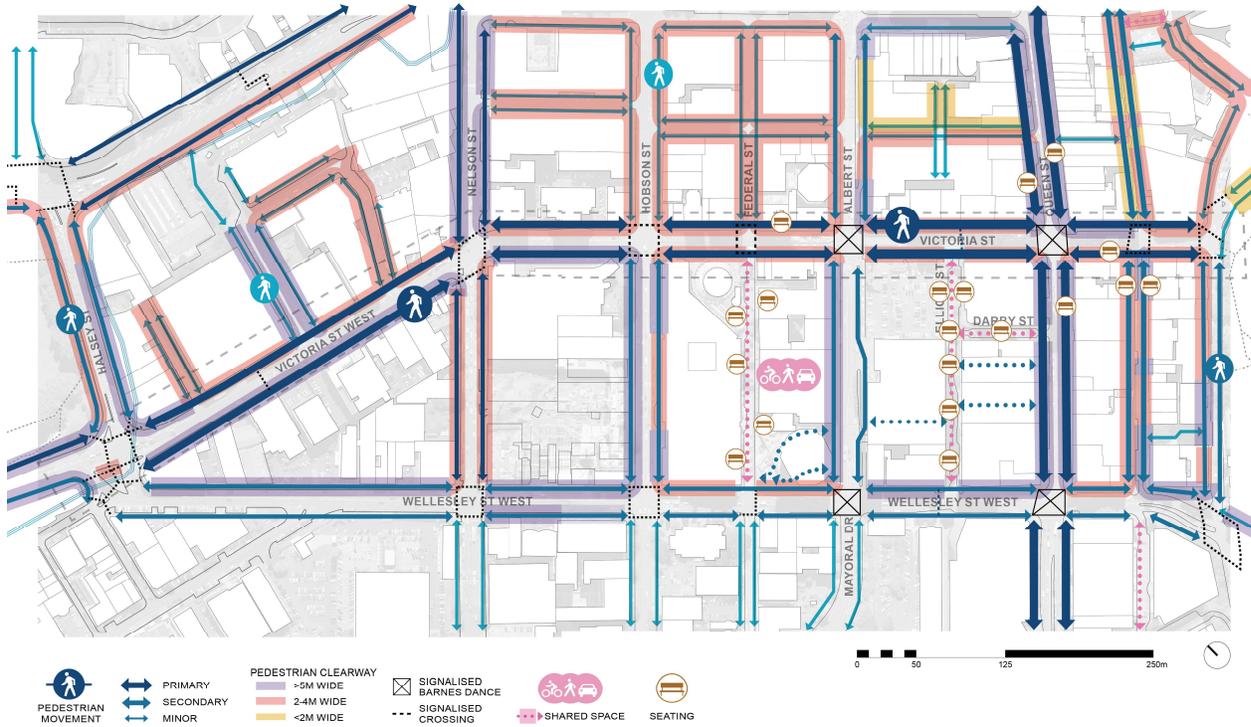


Figure 2-3: Current pedestrian amenity (larger image provided in Appendix E)



Figure 2-4: Bus stops blocking footpath on Victoria Street between Queen Street and Albert Street

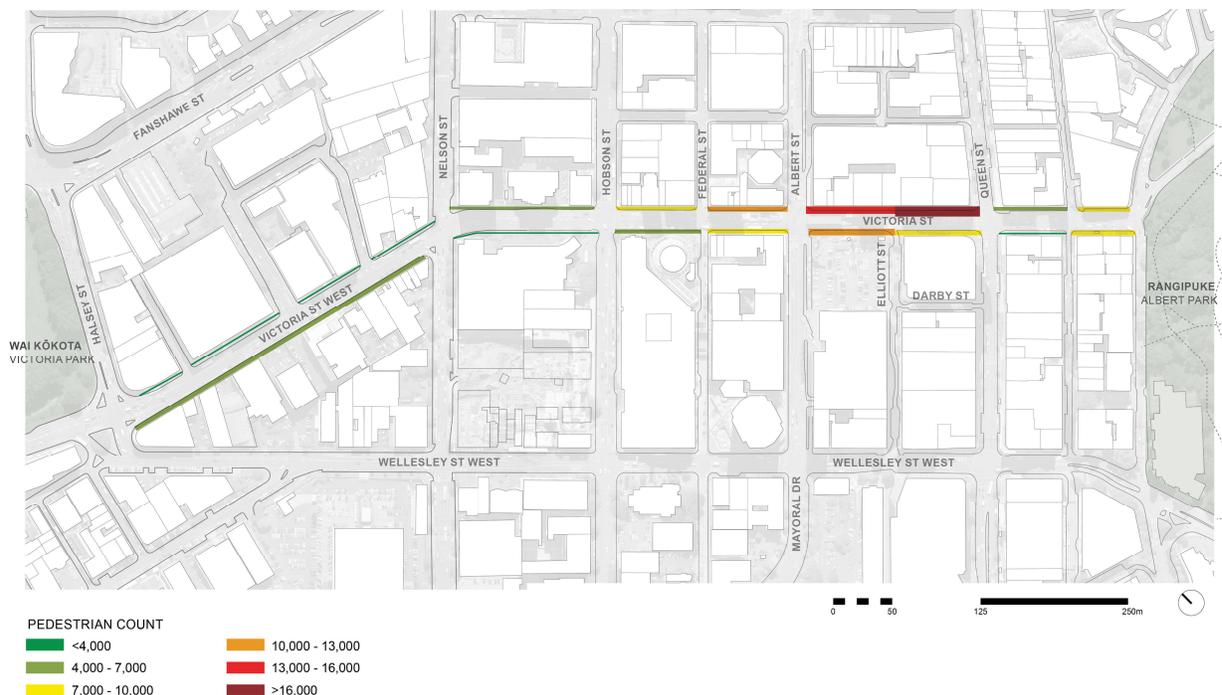


Figure 2-5: Weekday pedestrian volumes along Victoria Street (May 2019, larger image provided in Appendix E)

The opening of the Aotea Station (anticipated to become the busiest station in Auckland) as part of the City Rail Link, is expected to result in a very large increase in daily pedestrian users on Victoria Street. The increase is likely to have the biggest impact on the section of Victoria Street between Queen Street and Albert Street. At peak times an additional 13,000 pedestrians are expected to exit and enter the City Rail Link portals.²⁵ If evenly spread amongst the four portals at the Aotea Station, these volumes would result in more than double the current numbers of pedestrians during peak times on Victoria Street. To accommodate these pedestrian volumes, a total footpath width of 9 metres is required with 5 metres of this recommended to be pedestrian clear way in order to allow for the increased pedestrian movement.

Current estimates are based on the passenger capacity of a 6-car train however City Rail Link designs are now assuming trains are 9-cars in length. Increased train passenger capacity would result in an estimated 50% increase to the projected 6-car numbers. Therefore, the nine-car solution means the 13,000 pedestrians per hour potentially increases to 19,500 pedestrians per hour alighting at the Aotea Station during morning peak travel time (and approximately 2,250 boarding). This could result in a potential increase in pedestrians on Victoria Street at peak times from 3,100 in 2019 to over 16,000 by 2026. The expected increase in pedestrians on Victoria Street as a result of the City Rail Link provides strong evidence that the lack of space for people on Victoria Street is a fundamental issue. There is also the important consideration of providing sufficient room for emergency egress and assembly of the Aotea Station.

Further to the demand for space generated by City Rail Link the future growth of the city centre and proposed future residential developments along Victoria Street are expected to result in increased pedestrian demand.

Victoria Street is one of a limited number of east-west links through the midtown area of the city centre. It provides access to a diverse range of activities along the corridor, including key tourist destinations commercial offices, retail outlets, civic amenities, hospitality and accommodation (including residential living, hotels and backpackers). The land use types adjacent to Victoria Street are shown in Figure 2-6, with key destinations shown in pink. The most notable attraction on Victoria Street is the Sky Tower and Sky City precinct. The Sky Tower attracts on average of 1,150 visitors per day (over 415,000 per year).

²⁵ CRL - Aotea Station Public Realm Hobson To Queen Reference Design Report - May 2018



Figure 2-6: Land use and key destinations (larger image provided in Appendix E)

Auckland’s city centre is an international centre for business, learning, innovation, entertainment, culture and urban living. These activities attract many people to the city centre, including new residents, commuters, day trippers and longer stay tourists. In combination this represents an increasing demand for space for travel, rest and recreation.

The residents, employees and tourists in Auckland all need and enjoy public space. This need for public space, rest and play is well recognised by regulatory authorities. For example, English Nature (United Kingdom government agency), specifies “that people should live no further than 300 m from their nearest green space.” The Auckland Plan also acknowledges that “well-designed public places and spaces are an integral part of urban living.” Public spaces provide places for people and the community to gather and relax in each other’s company. It provides a place for people to connect, enjoy themselves and builds a sense of community. Loneliness is a common issue for people living in today’s city environments and less greenspace has been linked to feelings of loneliness and a perceived shortfall of social support, particularly for children, elderly and people with a lower economic status²⁶. Creating inclusive, accessible common spaces where strangers can meet a range of different people and routinely bond through activity can help people combat physical and mental illness and loneliness. High quality public space enhances a sense of connection and plays a vital role in developing community ties.²⁷ Local parks provide opportunities for people to rest, relax, socialise and play. There are common reports from parents that there are not enough spaces in the Auckland city centre for parents and children.²⁸ Civic spaces are vital places which help to establish connections and linkages where people can move through, visit and congregate.²⁹

Quality public spaces can also increase the economic competitiveness of towns and cities by making them attractive places to work and do business. A study undertaken by MVA Consultancy examined the value that some parts of the private sector and private property owners enjoy as a result of urban real quality. It showed that retailers are willing to pay for urban realm improvements due to the value that they expect to gain as a result.³⁰

²⁶ Maas, J. et al., 2009. Social contacts as a possible mechanism behind the relation between green space and health. Accessible at: <https://doi.org/10.1016/j.healthplace.2008.09.006>

²⁷ Worpole, K. and Knox, K. (2007). The social value of public spaces. [online] Available at: <https://www.jrf.org.uk/report/social-value-public-spaces> [Accessed 12 Jul. 2019].

²⁸ Women in Urbanism talks ten ways we can design more inclusive cities, Emma McInnes, February 2019, <https://idealog.co.nz/urban/2019/02/women-urbanism-talks-ten-ways-we-can-design-more-inclusive-cities>

²⁹ Parks and Open Spaces Strategic Action Plan, 2013, Auckland Council

³⁰ MVA Consulting, 2008. Seeing Issues Clearly – Valuing Urban Realm. Report for Design for London, September 2018

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Poor amenity for the public within Auckland’s city centre was initially documented in a Public Life survey undertaken in 2010.³¹ Significant growth in residential and employment population has occurred since this survey was undertaken and the lack of public space continues to be an issue in this area. Figure 2-7 shows the limited public space currently available in the city centre, including photographs (refer to Figure 2-8) showing what each space looks like and the amenity provided. The most significant public spaces surrounding Victoria Street are Victoria Park and Albert Park which provide wide open green park space. The city centre also includes civic space such as the plaza outside Sky City and the Sky Tower, Aotea Square and the Viaduct Harbour promenade. Some streets and shared spaces also provide a level of amenity for people such as the lower speed traffic environment, seating and planting provided on Federal Street and Elliot Street. Whilst these areas exist, overall, there is limited public space in the city centre and midtown area, with no dedicated public spaces for a large portion of the western end of the Victoria Street.



Figure 2-7: Map of public space in city centre (larger image provided in Appendix E)

³¹ Auckland Public Life Survey 2010, Gehl Architects Auckland City Council, July 2010, <http://knowledgeauckland.org.nz/publication/?mid=955&start=168>



Figure 2-8: Images of public space in city centre (larger image provided in Appendix E)

In 2016, Daldy Street was transformed into a linear park. The Daldy Street Linear Park is the first part of proposed Green Link to be constructed. When comparing the recreational opportunities provided in Daldy Street (shown in Figure 2-9) with those in Victoria Street the contrast is stark. Daldy Street has become an attraction, providing multiple and safe opportunities to linger and play.

The number of people that can be seen walking or congregating socially during the daytime on Daldy Street is far greater than Victoria Street. Victoria Street is busy at the Queen Street end but largely empty towards the western end. People currently wanting to sit down or rest on Victoria Street sit anywhere they can with people often seen sitting on the pavement next to the Countdown supermarket or perched on the edge of the retaining walls surrounding the empty site on the corner of Elliot Street. This lack of seating often means that people are obstructing pedestrian movements on an already narrow footpath. The lack of space and facilities to sit/wait does not encourage people to relax and enjoy time in the street.

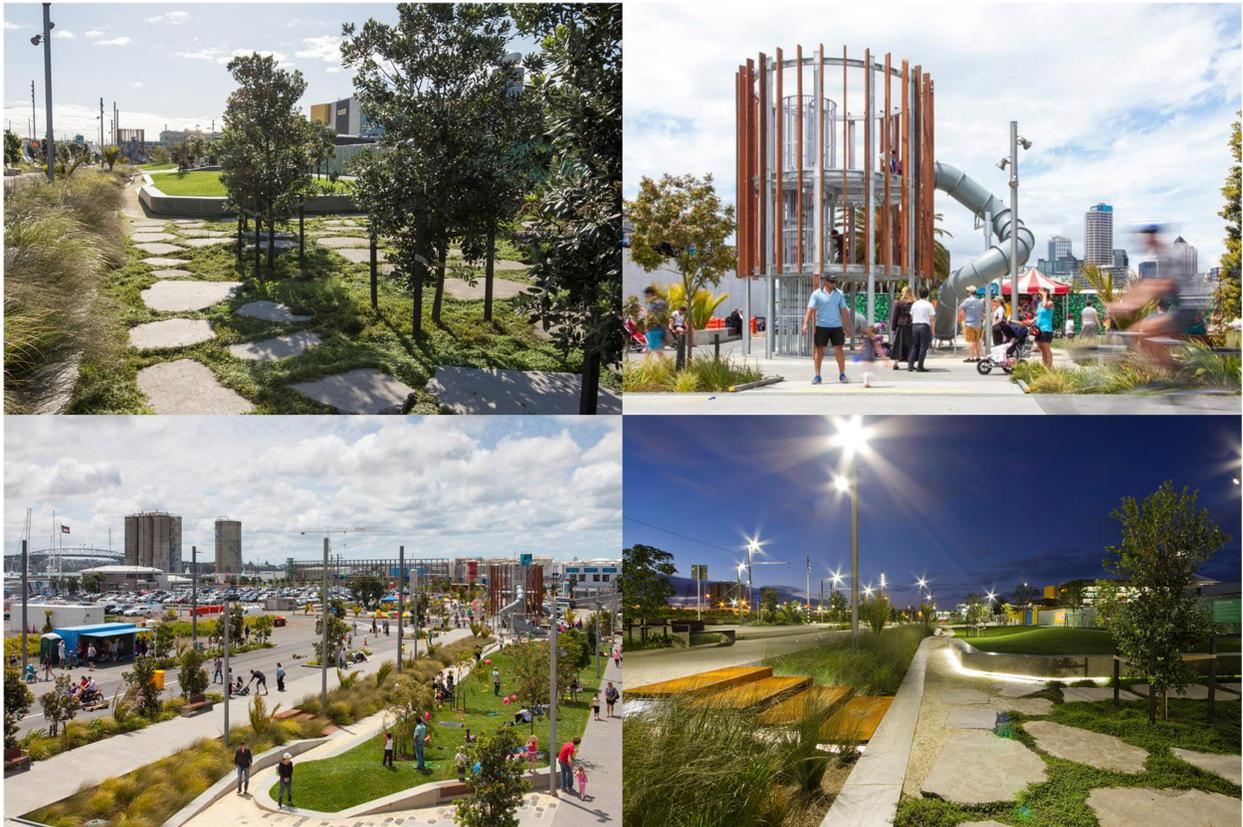


Figure 2-9: Daldy Street Linear Park

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2.1.4 Problem 2: The absence of visible culture and history on Victoria Street results in a lack of identity and sense of connection between residents, commuters and visitors with the street, as a key destination.

Problem 2 focusses on Victoria Street not having a clear identity or sense of place despite having a rich history. Consequently, this has an impact on people not feeling any connection or belonging to Victoria Street affecting their interaction with other people and sense of community. The issue is not only true for Victoria Street but for many parts of Auckland. While this project cannot address this issue for the whole of Auckland there is an opportunity on Victoria Street (refer to Opportunity 1 in Section 2.1.5).

Victoria Street is a typical city centre street consisting mostly of pavement and asphalt between buildings on either side of the street. The road corridor is focused on vehicles with a significant amount of space dedicated to traffic lanes, parking and loading (as shown in Figure 2-2). The lack of character and identity is shown in Figure 2-10. With the exception of the Sky Tower being arguably the most identifiable landmark on Victoria Street, the majority of street could be mistaken for any city street in almost any western city. Despite the Sky Tower being a key tourist destination, the surrounding area and Victoria Street does not reflect the rich history or unique culture of Auckland. The current form and function of the street does not support the future destinations on the street including the growing residential living, proposed developments and future City Rail Link Aotea Station.



Figure 2-10: Limited character along existing Victoria Street corridor (larger image provided in Appendix E)

On a global scale Tāmaki Makaurau and Mana Whenua identity is unique to Auckland and New Zealand however, the city centre does not reflect Māori identity. One of the priorities identified to be advanced by the Mana Whenua Kaitiaki Forum (a collective of the 19 hapū and iwi authorities) is the strengthening of Mana Whenua and Māori identity in Auckland. The Auckland Plan 2050 has been updated to address this issue and the City Centre Masterplan has recently been updated to reflect this priority.

Information available from the Auckland Design Office on the City Centre Masterplan refresh indicates an increased focus on Māori Outcomes. “Tāmaki Makaurau: Our place in the world” is a new concept included in the updated City Centre Masterplan as one of the ten strategic outcomes. The concept seeks to address the

Indicative Business Case

lack of identity felt and absence of visible culture and history throughout the city centre by working closely with Mana Whenua on a range of unique initiatives and developments to provide all Aucklanders and visitors with a deeper understanding of Mana Whenua histories, associations and aspirations within the city centre and waterfront. Collaboration, innovation, creativity and the direct involvement of Mana Whenua is proposed to develop and deliver a thriving Māori culture and identity for the area, from which Aucklanders and visitors will benefit. The inclusion of Transformational Move 1: Māori Outcomes supports the new strategic outcome through proposing actions that will visibly reflect Auckland's Māori identity and provide cultural and economic support to increase the well-being of Māori in the city centre. Enhancing Victoria Street presents an opportunity to contribute to the increased focus on Māori outcomes now part of the City Centre Masterplan refresh.

The Auckland Plan acknowledges that “placemaking plays an important role in creating high quality urban environments”. It also supports our culture and identity, such as Auckland's unique Māori cultural identity, in our public places. Our unique local character can be reflected and embedded in the built environment by incorporating and integrating built heritage and public art into existing and new spaces.

The Auckland Plan states that “a thriving Māori identity is Auckland's point of difference in the world that advances prosperity for Māori and benefits all Aucklanders.” Therefore, the Auckland Plan now includes Māori Identity and Wellbeing as one of the six key outcomes, particularly through Direction 4 to showcase Auckland's Māori identity and vibrant Māori culture.³²

The absence of visible culture and history on Victoria Street resulting in a lack of identity and sense of connection was a common concern voiced by the Community of Practice during Workshop 1. Mana Whenua representatives raised the concern that Mana Whenua including Rangatahi are unable to see themselves or the rich history of the area in the place.

Key themes that workshop participants hoped that investment in this project would provide included:

- Community and connection to heritage
- Circulation and connection to site
- Interaction between park and community
- Strong connection to the land
- Culture and community
- Create a place to engage, share and build community.

These themes emphasise that a lack of connection and identity is felt by those familiar with Victoria Street.

Tāmaki and the area between the reclaimed bay of Wai Kōkota (meaning “the place where cockles could be harvested”) to the elevated settlement and Pā of Rangipuke (Albert Park) does in fact have a rich cultural history and significance that is not visible on Victoria Street today.

One such feature identified by Mana Whenua is Te Waihorotiu. The valleys either side of Te Waihorotiu and the stream itself provided food for Māori settlers. The midtown area has historically been a social hub of exchange and interaction. In pre-colonial times Mana Whenua activities were centred around the stream, with food grown on the adjacent slopes in the rich volcanic soil. Looking at what can be seen on the street today in Figure 2-10 shows that there is no visible reference to these activities or the history and stories of the place.

The Mana Whenua working group have identified a distinct lack of culture on Victoria Street. As part of the regular project hui there has been discussion regarding the lack of connection in the city centre. This is evident by: the lack of connection to the place (landmarks and identity) and through the city, the way people reference and interact with landmarks and features of the street. The Project Team and Mana Whenua working group are developing design principles for the project that can be utilised through the Detailed Business Case to inform the design and reflect the cultural history within the area that is not currently seen or represented on Victoria Street. A comparison of the existing state of Victoria Street against these principles will show whether the current built environment meets or aligns with the cultural values that underpin the principles. Mana Whenua will

³² Auckland Plan 2050, June 2018, pp.72-88. Available at: <https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-by-laws/our-plans-strategies/auckland-plan/Pages/default.aspx>

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provide further details regarding these issues and information that will be included as part of the next phases of work (Detailed Business Case).

The Auckland Design Office has undertaken an audit identifying which elements in the city centre public realm contribute to a Māori sense of identity and place.³³ The findings of this research mapped in Figure 2-11, show the Māori design elements and narratives that currently exist within the urban built environment. While parts of the city centre have a higher concentration of architecture, signage, landscape architecture and public art contributing to Māori identity, there is a clear gap on Victoria Street and within the midtown area. In addition, it can be argued that the few elements identified on Victoria Street do not strongly reflect or demonstrate Māori culture. For example, the public art identified in the map as number 24 on the corner of Queen Street and Victoria Street could be considered a generic bush scene of nikau on a window of the ANZ bank and the small motif on the glass at the bus stop identified in the map as number 25 is not very visible.

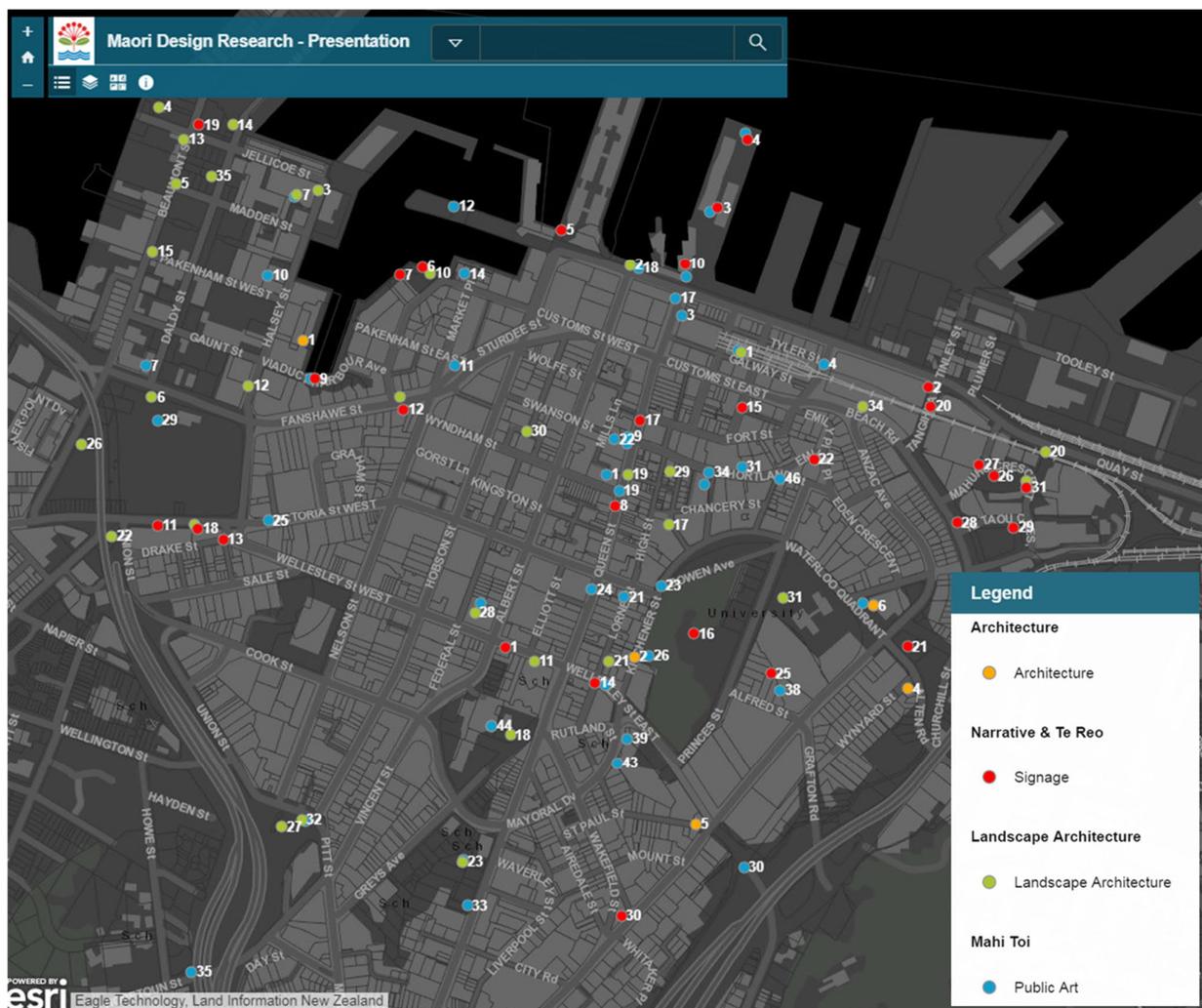


Figure 2-11: Map of Māori design elements in the city centre³⁴

The Victoria Street Carpark building is located on the approximate site of a volcanic vent which erupted at least 60,000 years ago causing a flow of basalt down Victoria Street toward the Queen Street valley. This flow of lava has created the levelling of Queen Street between Victoria Street and Wellesley Street.

Figure 2-12 shows photos of heritage and the colonial history of the street that is not visible on Victoria Street today (compare with Figure 2-10 and Figure 2-14). For example, the corner Queen Street and Victoria Street was once the site of Auckland's first gaol and a courthouse as shown in Figure 2-13. Until 1856 when the last of the prisoners were moved to the Mt Eden prison the entire block bounded by Victoria Street West, Elliot Street,

³³Maori Design Elements in the City Centre, Tāmaki Makaurau, Maori Design Research, Auckland Design Office,

³⁴ Maori Design Elements in the City Centre, Tāmaki Makaurau, Maori Design Research, Auckland Design Office, <https://aucklandcouncil.maps.arcgis.com/apps/View/index.html?appid=28d-436248f6943a4a5edb9af7cb3ba9c>

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Darby Street and Queen Street contained a courthouse, gaol, hard labour yard, stocks and gallows. The Waihorotiu Stream also flowed through here, and in 1987 when the foundations of the present buildings were constructed, a Māori settlement site and artefacts were found dating back to the fifteenth century. The site is now the location of the National Bank and Phillips Fox buildings with no visible evidence of the diverse history which is now only referenced in historical records.³⁵

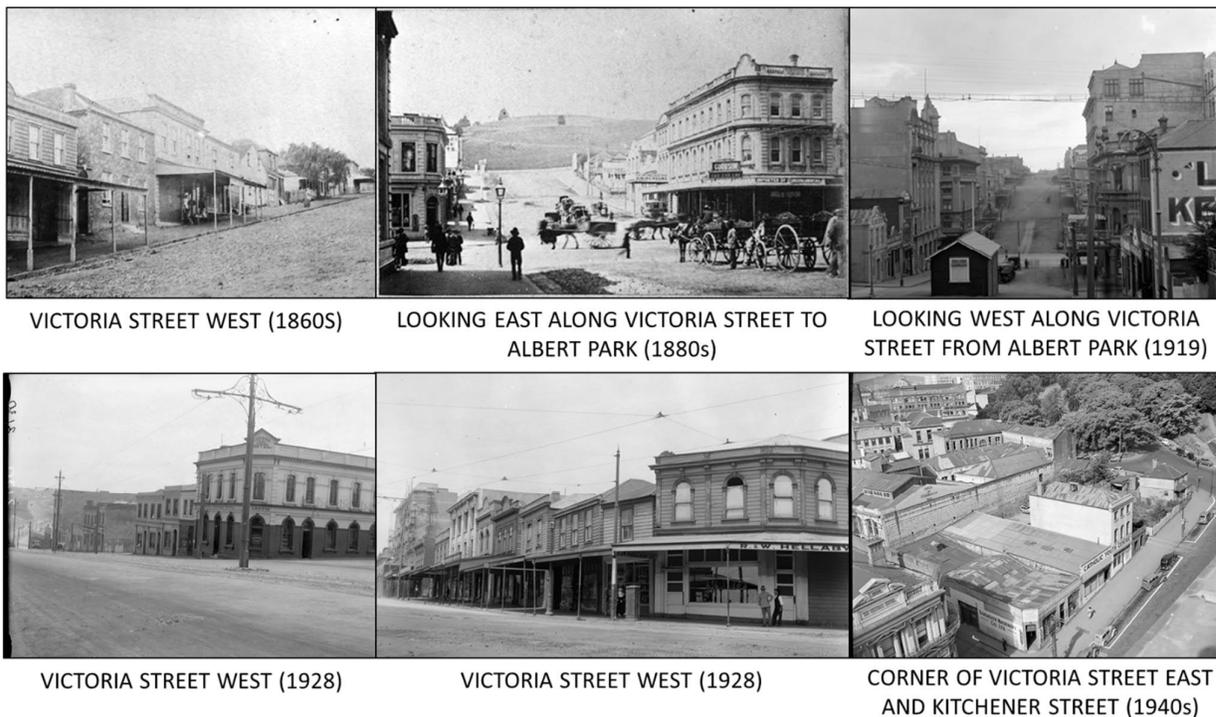


Figure 2-12: Historical photos of Victoria Street

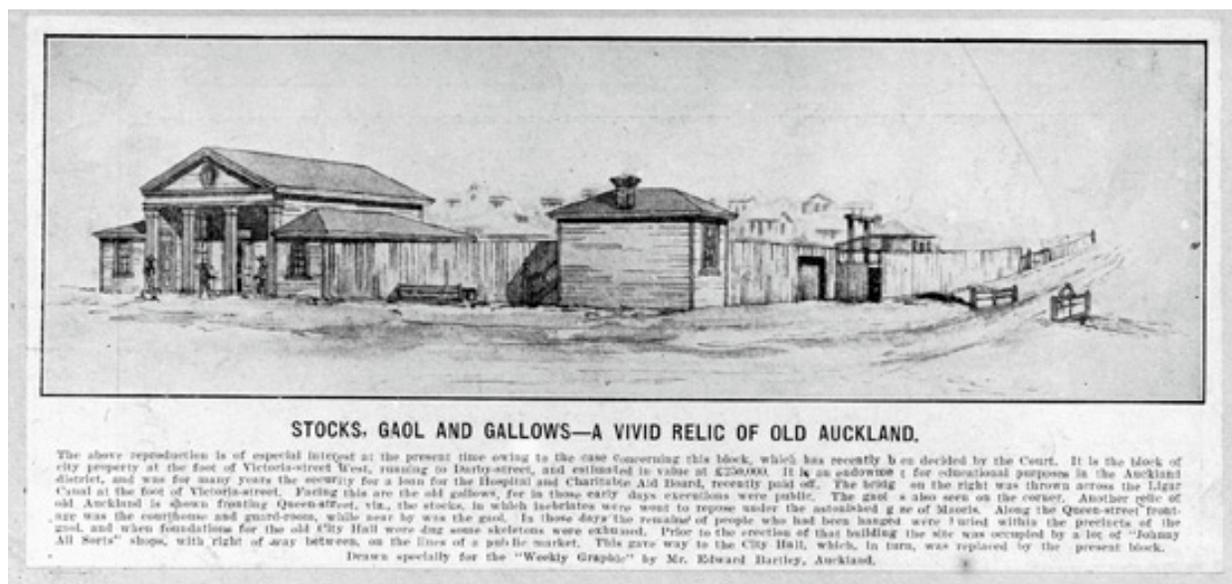


Figure 2-13: First Auckland gaol on the corner of Victoria Street and Queen Street (1850s)

Figure 2-14 shows that Victoria Street is almost devoid of listed heritage buildings and character features with only the John Courts Department Store Building (1899) and 21 Lister House (1925) at the far east end of the street. At the top of Victoria Street is one of Auckland’s premier inner-city parks, Albert Park. This was

³⁵ Auckland City Heritage Walks, Downtown, Midtown, Uptown, Auckland Council, <https://www.aucklandcouncil.govt.nz/arts-culture-heritage/heritage-walks-places/Documents/auckland-city-heritage-walks.pdf>

established in 1882 on land previously occupied by the military barracks. While not listed there are also other facades and buildings along Victoria Street that contribute to its unique heritage such as the Empire Hotel and Les Mills buildings. There are opportunities to emphasise the existing heritage value and contribute to and enhance the unique identity of Victoria Street to make it a key destination.



Figure 2-14: Listed buildings and character features (larger image provided in Appendix E)

Public art is one way that the uniqueness and character of a place can be expressed and influence the area to become a key destination. However, Figure 2-15 shows that Victoria Street is almost devoid of public art with only the gateway sculpture at the far east end of the street by Albert Park. There is an opportunity to contribute to a unique identity for Victoria Street and contribute to the visibility and celebration of their stories and histories of the place through public art. The opportunity for public art on Victoria Street is highlighted in the City Centre Public Art Plan and it is identified as one of six investment priorities for public art.³⁶ The plan identifies that there is opportunity on Victoria Street to respond to activating and amplifying a 'living, social city centre', and to do this in a future-focused way that directly references and expresses the historic Tāmaki cultural landscape in a contemporary way.

³⁶ City Centre Public Art Plan, Prepared by Tim Walker for Auckland Council, April 2018

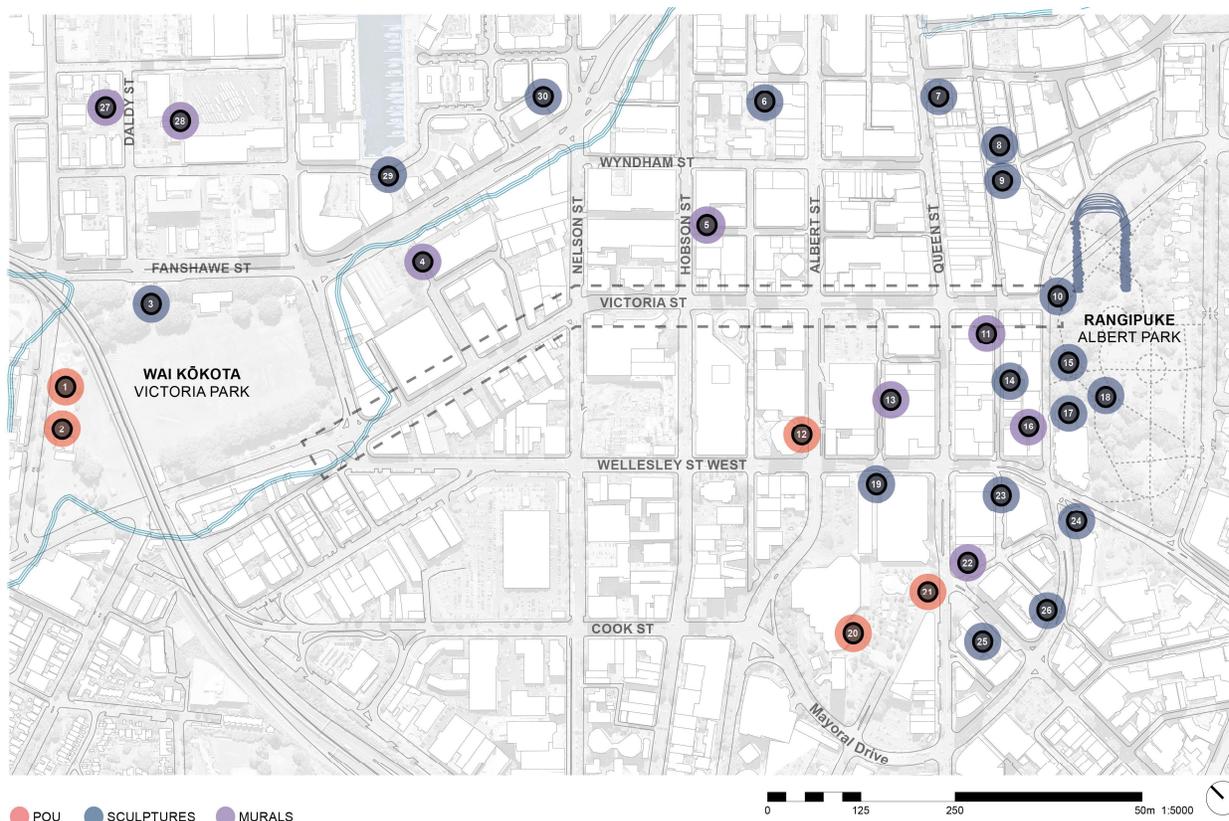


Figure 2-15: Existing artworks (larger image provided in Appendix E)

The rich history of the area is not reflected in the streetscape. However, although not highlighted, the natural features remain and present an opportunity to highlight and re-emphasise the connection to the natural landscape. These include the topography, elevated views and connections to parks. For example, unique views of the Waitemata Harbour and towards Albert Park are visible on the ridge between Albert Street and Nelson Street as a result of the natural amphitheatre shape of this section. However, there is not a safe place for pedestrians to appreciate these views as they can currently only be seen when crossing the street. There is also nothing to direct people’s attention or indicate them to look in the right direction. Several opportunities have been identified that will emphasise and capture these natural features and contribute to and enhance the unique identity of Victoria Street.

Victoria Street provides an opportunity to address Problem 2 so that the city centre reflects the rich history and unique culture of Auckland not currently evident. The inclusion of elements of cultural identity in the linear park will complement actions already being taken in the city centre, such as the Māori design elements being incorporated into the architecture of the City Rail Link Aotea Station, enabling a cultural story to be woven throughout the city centre.

2.1.5 Opportunity 1: As a link between the two major city centre parks, Victoria Street has the potential to enhance the urban biodiversity and green space in the city centre.

Opportunity 1 acknowledges the unique position of Victoria Street in linking two major city centre parks. Referencing the City Centre Masterplan and Green Link Concept, this opportunity investigates the potential to increase the presence of green spaces in the city centre and enrich the local biodiversity.

Out of all the east-west connections and streets in the city centre, Victoria Street has the opportunity and potential to form part of the Green Link. The City Centre Masterplan identifies Victoria Street as a “structuring element” of the city centre. Figure 2-16 shows that Victoria Street is one of five east-west connections across the city centre. Connecting Victoria Park and Albert Park and intersecting with key north-south street connections including with Queen Street. The Wellesley Street Bus Improvements project is proposed to make Wellesley Street the main east-west bus corridor through midtown. The future 2028 bus network proposes to re-route bus services currently on Victoria Street to Wellesley Street. Reducing the number of buses on Victoria

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Street will provide an opportunity to make Victoria Street a key pedestrian corridor. Strategically Victoria Street will no longer be required as a key vehicle corridor providing the opportunity to reduce the priority given to vehicles and increase the proportion of space allocated to pedestrians and cyclists.

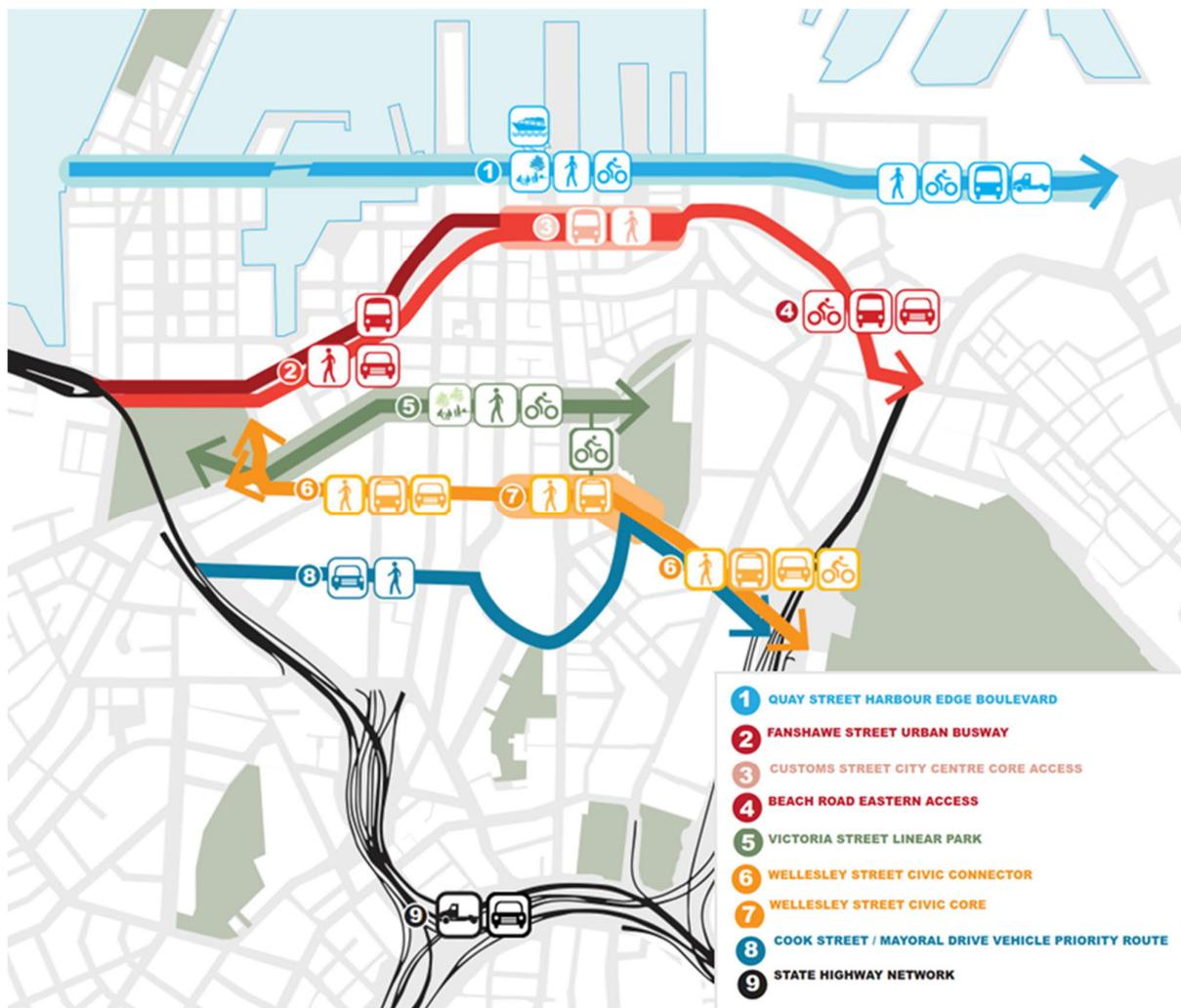


Figure 2-16: Functions of east-west connections across the city centre³⁷

The City Centre Masterplan documents the potential for Victoria Street by envisaging its transformation from a traffic dominated street to a high amenity Green Link connecting Victoria Park and Albert Park.

The large open spaces in the city centre are scattered and there is a lack of attractive walking routes. The Green Link is Transformation Move 6 of the City Centre Masterplan which envisages uniting the parks and open space in the city centre through a network of 'green streets' giving residents, workers and visitors more access to open space. Feedback received on the public consultation of the City Centre Masterplan refresh indicated there was high public support for the Green Link (86% of participants supported Move 6).³⁸ Shown in Figure 2-17 the vision is to provide a blue-green open space network from the eastern waterfront and the Auckland Domain through to Albert and Victoria Parks, and on to the Wynyard Quarter and the western waterfront. Physically connecting Auckland's network of parks, open spaces and streets creates opportunities for people to move around the city and to enhance the native biodiversity.

Victoria Street was identified as part of the Green Link as it is a structuring element of the city centre providing a strong east-west connection through the midtown areas of the city centre. The position of Victoria Street and the

³⁷ City East West Transport Study, Prepared for Auckland Transport by Aurecon and Boffa Miskell, March 2014

³⁸ City Centre Masterplan refresh, <https://www.aucklandcouncil.govt.nz/have-your-say/topics-you-can-have-your-say-on/city-centre-masterplan-refresh/Pages/default.aspx>

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high resident population in city blocks adjacent to Victoria Street provide potential to achieve integral links for pedestrians and cyclists.

The Green Link is a way of increasing the amount of green public space through the midtown areas that is one of the densest and busiest neighbourhoods in New Zealand, where a significant deficit in open space provision exists. Along the Green Link a series of spaces and places could be included to promote rest and recreation opportunities and increase the liveability of the city centre. The Green Link on Victoria Street provides the opportunity to develop a green infrastructure network, incorporating ecological and biodiversity corridor principles to enhance environmental sustainability.

WHY A LINEAR PARK?

GREEN LINK SECTIONS

- 1 The Domain to City Connection
- 2 Victoria Green Link
- 3 Daldy Street Linear Park
- 4 Quay Street Waterfront Boulevard
- 5 The Strand (future green link)

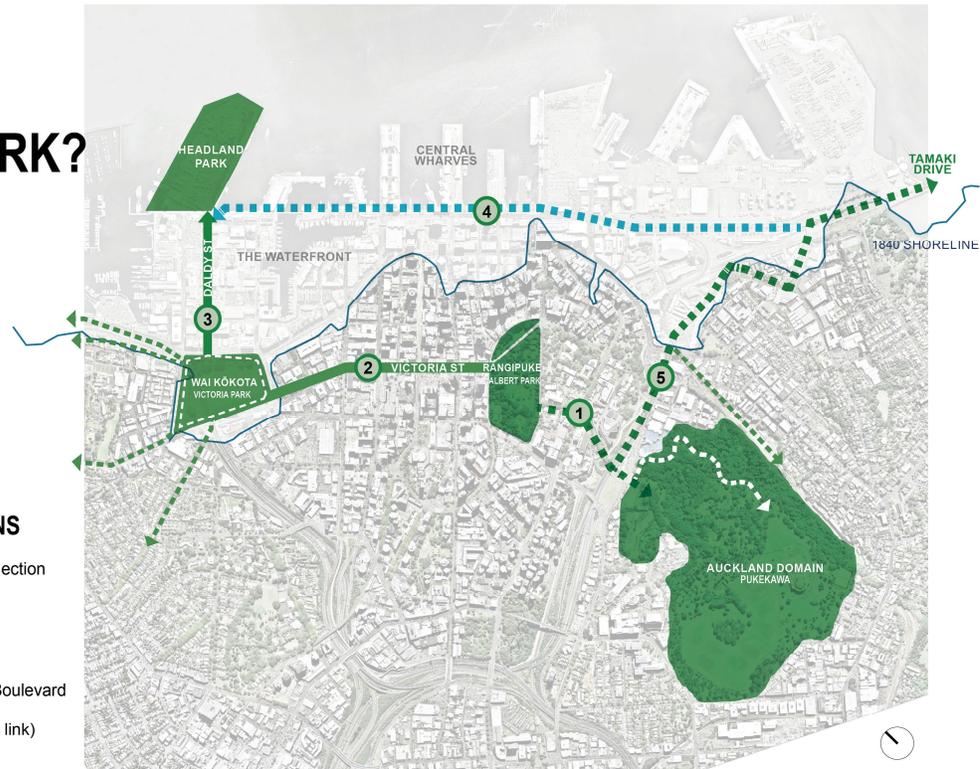


Figure 2-17: City Centre Masterplan - Green Link (larger image provided in Appendix E)

Figure 2-18 shows the limited vegetation around Victoria Street and the midtown area. The majority of tree species on Victoria Street are exotic species with 35% of trees being native. There is less than 5% canopy cover and negligible understory or vertical planting along the corridor. Increasing the number and diversity of trees and vegetation on Victoria Street will contribute to achieving success indicator objectives of the Auckland Urban Ngahere (Forest) Strategy and the Waitematā Urban Ngahere Action Plan as outlined below.

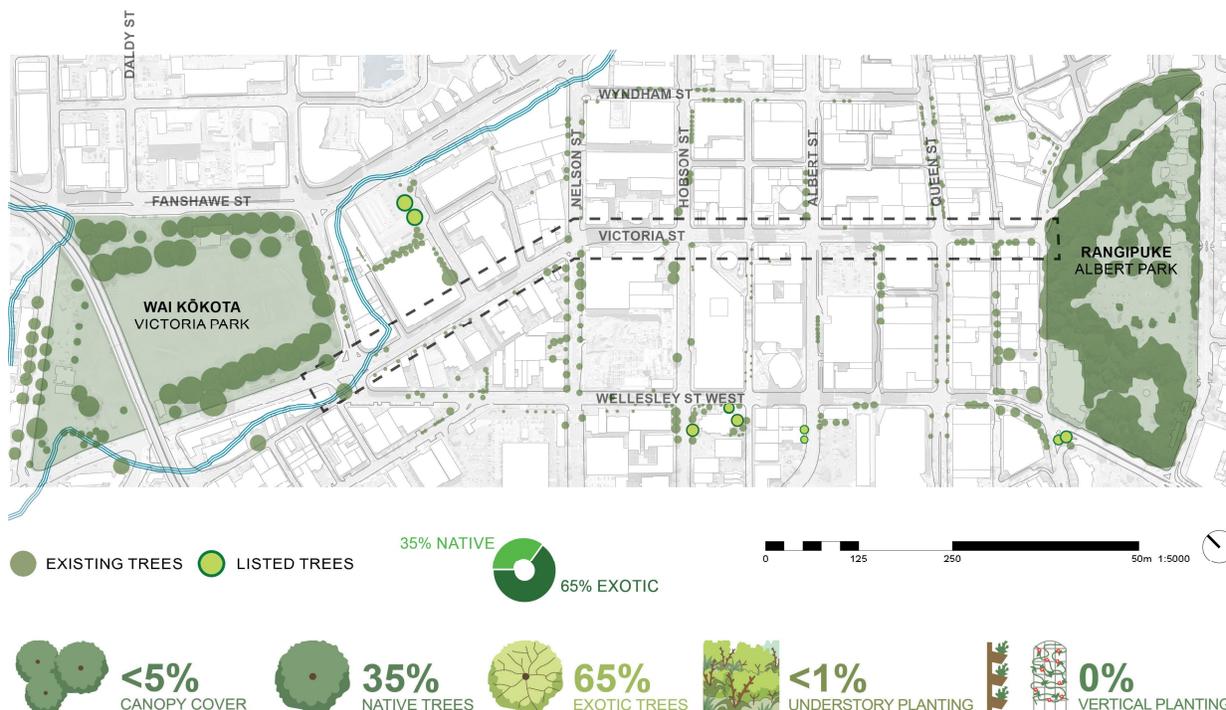


Figure 2-18: Existing trees around Victoria Street corridor (larger image provided in Appendix E)

Auckland’s Urban Ngahere (Forest) Strategy outlines the importance of gardened areas and tree canopy cover to the liveability, social, environmental, and economic sustainability of the city and notes that the city centre has “Low Cover” (i.e. only between 10% -15% canopy coverage). As identified in the Waitemātā Urban Ngahere action plan, urban forest canopy coverage would have declined since this data was gathered. In the city centre this is largely due to the increase in the construction works since the report was released in March 2019. The goals recommended in the strategy include: increase the average canopy cover to over 30% in the Auckland area with no coverage in a local board area to be less than 15% and to “address the unequal distribution of canopy cover” across the region. In the suburbs private properties are one of the major contributors to this figure, however in an urban setting the opportunity to provide vegetation in private properties is limited, putting greater pressure on roads and public open space.

Currently there are a number of islands of planting and tree cover within the city centre as identified by Figure 2-19. Connecting Auckland’s urban ngahere, particularly remnant natural areas, to create ecological corridors and connections between green spaces is important to enhance biodiversity. This includes corridors and connections for birds, moths and butterflies³⁹ all of which are essential to the lifecycle of the urban forest and key indicators of its health.

³⁹ Auckland’s Urban Ngahere (Forest) Strategy, Prepared by Auckland Council, March 2019



Figure 2-19: Existing planting and tree cover in city centre (larger image provided in Appendix E)

Key to the resilience of the urban ngahere is a diversity of species and ages. Planting a range of species increases the urban ngahere’s resilience to the impacts of diseases, pests, and climate change. Planting a diverse range of species will mean only a portion of the urban ngahere will be affected as diseases and pests tend to be limited to a certain tree species or genus. Planting trees with varying lifespans helps to avoid a large-scale decline in numbers as trees with similar lifespans reach the end of their lives. Currently there is a mix of both exotic and native trees on Victoria Street, with the predominant species being *Magnolia grandiflora* mostly occurring at the Eastern end of the street, closely followed by *Alectryon excelsus* (Titoki) occurring at the Western end of the street. These trees are mostly a similar age and size with the exception of some of the Titokis that are in poorer health. Diversity of size is also key to attracting a diversity of species, with some native species preferring taller trees. The presence of trees can significantly improve the biodiversity value of an area.

The urban ngahere is an important part of Auckland’s identity with the use of natives being an important indicator of the natural landscape prior to colonialization and of key importance to Mana Whenua. Figure 2-20 shows a map produced by Auckland Council to show the historic ecotopes of the inner-city landscape. Ecotopes identify distinct habitats and ecological areas as they would have been prior to human habitation based on landform, environmental conditions and geologies. One can see that not only is there diversity within each ecotope but changing ecotopes along the length of the corridor.

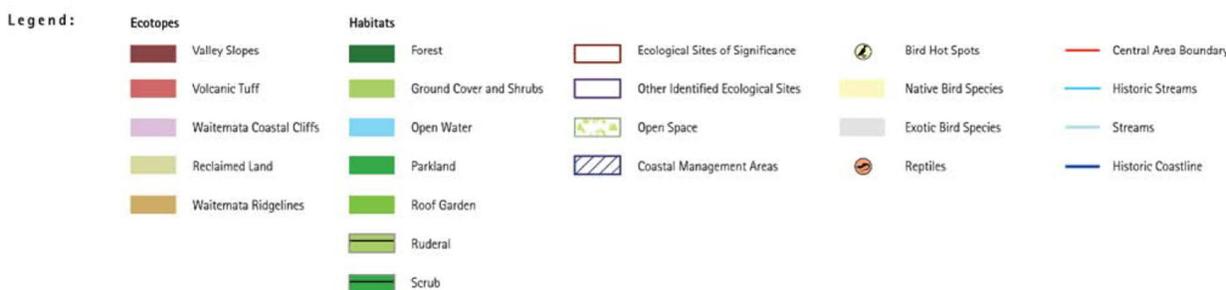
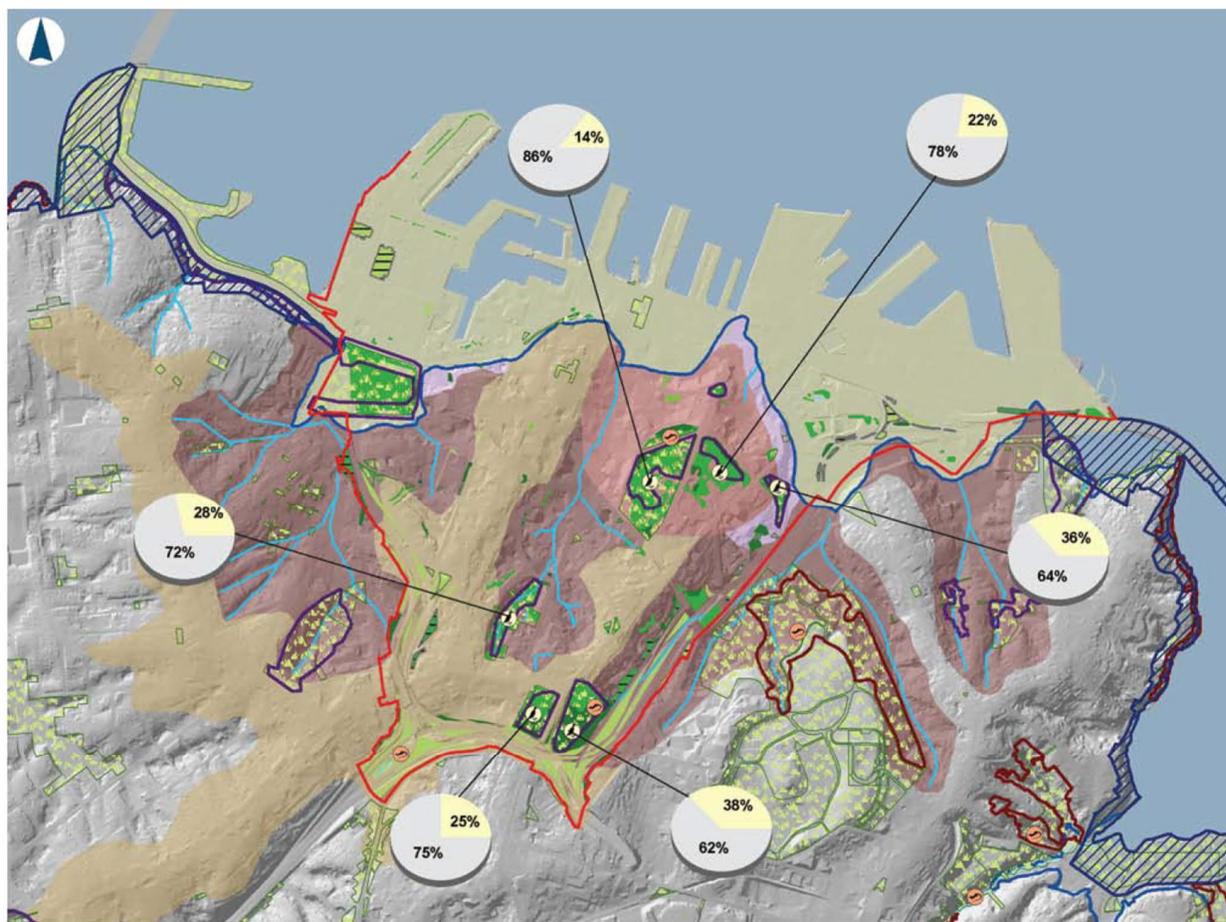


Figure 2-20: Historic ecotopes of the city centre⁴⁰

Currently, the Victoria Street streetscape primarily consists of concrete and glass. By understanding the natural ecosystem of this area and increasing biodiversity on Victoria Street, natural corridors can be created for birds and fauna to move through the city and restore some of the natural habitat in the city centre. Enhancing urban biodiversity can also increase air quality and protect against urban heat island effect.

Furthermore, there is considerable opportunity to contribute to the desired city centre and Auckland environmental outcomes, in line with the following plans:

Low Carbon Strategic Action Plan: Reducing the proportion of vehicles space and increasing amenity for pedestrians and active modes will support access to sustainable transport modes and reduce Victoria Streets contribution to the city centre carbon emissions. There are opportunities within the street to include specific innovations and technologies that can not only reduce emissions but also offset them.

Auckland Climate Action Framework: Reducing the proportion of vehicles on Victoria Street will reduce emissions and improve air quality which has a positive impact on health; improving amenity and creating green

⁴⁰ Image source: Page 16, Heritage Themes Mapping Auckland Central Area, Auckland City Council, October 2010

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space for those living and working in the city centre communities to enjoy; and, improving access to sustainable transport by improving pedestrian connections within the city centre and to public transport (for example Aotea Station and light rail).

C40: By increasing biodiversity, pedestrian amenity, reallocating space from vehicles to active/sustainable modes and creating green urban spaces within the city centre, Victoria Street improvements will directly contribute to the zero emissions targets.

Auckland Growing Greener: Improvements on Victoria Street could contribute to the goals of urban transformation, zero waste, restoring nature, and healthy waters. The existing environment has potential for improvement in all these areas including opportunities for the following: developing a movement corridor focusing on walking, cycling, public transport and public space; minimising maintenance requirements, implementing opportunities to improve waste management and recycling; restoring natural ecosystem; incorporating low impact and water sensitive design features.

Concentrations of air pollutants are notably higher in the city centre than measured elsewhere across Auckland. Elevated concentrations of NO₂ and CO have been observed on sections of Victoria Street, in particular at the intersection of Albert Street and Victoria Street as shown in Figure 2-21. The poor air quality within the city centre and on Victoria Street presents an opportunity to contribute to achieving Auckland Council’s goal to reduce overall emissions by 40% by 2040.

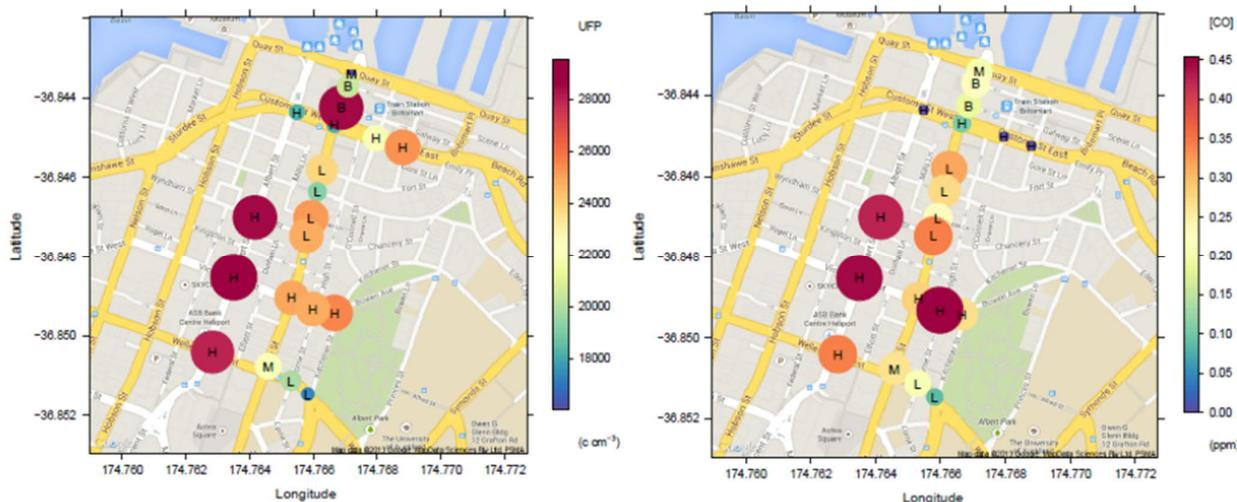


Figure 2-21: Concentrations of Ultrafine Particles (UFP)(left) and carbon monoxide (right) at intersections⁴¹

The potential for Victoria Street was explored by participants during workshop 1 who were asked what Victoria Street could look like in the future. The summary of workshop 1, attached in Appendix C, includes a collation of all of the ideas from the visioning/drawing exercise. The most common ideas related to wildlife/nature, amenity, features and designs. Participants identified the potential on Victoria Street for:

- A heathy, biodiverse natural environment and habitats with native and introduced species
- No/reduced car traffic
- Running water feature
- Children's playgrounds and play spaces
- Places for sitting and thinking
- Birds singing
- Relaxing together
- Iconic art pieces/installations

⁴¹ Image source: Page 10, Personal exposure to noise and air pollution PENAP in the Queen Street valley Auckland, Auckland Council, December 2014

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- A stage for cultural events/performances
- Easy for people with mobility difficulties/elderly
- A place for all that is safe
- Pathways to walk and bike ride
- Transport options without cars & buses
- Eateries
- Flowers that bloom at different times of year (continuous colour).

2.2 The Benefits from Investing

As identified in the Investment Logic Map (Section 2.1.1), there are four key potential benefits from addressing the problems and opportunity:

- Benefit 1: Increased pedestrian and cycling linkages for movement along and across Victoria Street
- Benefit 2: Activated quality spaces for commercial and recreational activities
- Benefit 3: Improved sense of belonging and connection to place
- Benefit 4: Healthier and more sustainable city centre.

It is expected that addressing the problems will result in a number of additional benefits that are not captured explicitly in the benefit statements. Some of these will be quantifiable and others will be described qualitatively. The main benefits identified will be captured in both the economic appraisal of the project as well as the benefits realisation strategy.

2.2.1 Benefit 1: Increased active transport linkages for movement along and across Victoria Street

Investment in addressing the problem of inadequate space for people to move on Victoria Street will improve connections for active transport movement along and across the corridor. By focusing on and prioritising the movement of people, higher priority will be given to active modes which will increase the efficiency of the inner-city transport network and provide safer opportunities for people to walk and cycle. Providing a safe and pleasant environment for pedestrians and cyclists encourages use of these sustainable travel modes.

Supporting pedestrian movements is important as all journeys involve some form of walking. Improving the walkability of Victoria Street will encourage walking which can bring direct health and lifestyle benefits to communities, as well as a more efficient use of transport infrastructure and increased consumer spending.

The Business Case for Walking looked at measuring the pedestrian congestion in the city centre. The study showed that there is a positive and statistically significant association between walking effective job density (the time taken to walk between employment centres) and estimated labour productivity within the Auckland city centre.⁴² The pedestrian delays at the intersection of Victoria Street and Queen Street were considered as part of this study.⁴³ It was found that during the peak hour over 7,700 pedestrians (compared with 1,200 vehicles) moved through the intersection experiencing 27 seconds delay on average, totalling 161,115 hours of annual delay. Monetising the delays experienced by pedestrians results in estimated annual delay “costs” of \$2.2 million, illustrating the importance of reducing delays for pedestrians on Victoria Street. The increased effective job density due to reduced pedestrian delay would have a measurable positive productivity impact on the city centre economy.

Providing space for cyclists on Victoria Street will contribute to the completion of the wider cycle network by providing a key east-west cycle connection across the city centre and encourage cycling as a transport mode choice. A high-quality cycle facility on Victoria Street would provide a strong connective function connecting the Nelson Street Cycleway to the core of the city centre forming part of the midtown cycle network. This network is proposed to link key destinations including the City Rail Link stations and Albert Park, with connections through the park and universities to Symonds Street and the Grafton Gully Cycleway.

⁴² The Relationship between Pedestrian Connectivity and Economic Productivity in Auckland’s City Centre, Auckland Council, March 2017, <http://www.knowledgeauckland.org.nz/assets/publications/TR2017-007-Pedestrian-connectivity-economic-productivity-Auckland-city-centre.pdf>

⁴³ Measuring Pedestrian Delay, MRCagney Pty Ltd, September 2017

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As the cycling infrastructure movement continues to gain momentum, cycling will continue to increase in popularity. During 2018 over 500,000 people in Auckland ‘gave cycling a go’ and the number of people cycling frequently increased by 52,800.⁴⁴ One of the keys to getting more people to cycle more often is through the provision of safe and attractive cycle infrastructure.⁴⁵ Cyclists positively value cycling in more pleasant surroundings with contact with the natural environment.⁴⁶ Cycling is recognised to have health benefits. Cycling regularly as part of a healthy lifestyle is known to have considerable health benefits such as reducing the risk of heart disease and cancer.⁴⁷

Improved amenity and capacity for pedestrians and cyclists will improve connectivity through the city centre enabling the connection of the western edge to the city centre and promoting the connection of Victoria Park and Albert Park at part of the blue-green network. Amenity improvements support the wider Green Link concept and benefits for the planned Aotea Station by supporting a high-quality station entrance and providing strong pedestrian connections. It will also support the over 35,790 residents living in the city centre,⁴⁸ including the high densities of people living in the blocks adjacent Victoria Street, that strongly rely on quality active mode facilities to get around the city.

Research from Transport for London reveals that people not in cars spend 40% more each month in neighbourhood shops than motorists. This study was conducted using streets that had been upgraded to incorporate more facilities for pedestrians and cyclists, where they observed a 93% increase in the number of pedestrians using the space. It was also found that as a result people spent more time in the street, with a 216% increase in activity such as going into shops and cafés.⁴⁹ Therefore, providing amenity for these slower modes to encourage this lingering has been proven to not only provide health and wellbeing benefits but economic benefits as well.

2.2.2 Benefit 2: Activated quality spaces for commercial and recreational activities

Transforming Victoria Street into a place to rest, move and play and enhancing the urban biodiversity through increasing the amount of green space will make it a place where people choose to visit.

Investment in Victoria Street should seek to address the lack of quality urban spaces for social and recreational use and connectivity in the city centre. As the number of residents in the city centre increases, the need for public space also grows. Providing well-designed, inclusive and accessible public spaces on Victoria Street supports the areas of high growth and increased density (e.g. midtown within the city centre). Activating the street and improving the green space will make Victoria Street a recreational space. Improving the overall feel and vibe of the place is likely to attract more people to Victoria Street. In this way, Victoria Street will become more than a transport link, it will also be a destination.

Facilitating safe and easy pedestrian access along the Victoria Street corridor and across the city centre will improve pedestrian connection to public transport, particularly the future Mass Rapid Transit (City Rail Link, Light Rail Transit and bus services). Providing more space for pedestrians by shifting street space to active transport modes will create healthy, vibrant and equitable public spaces.

A recent example is the Fort Street Precinct which was identified as having potential for transformation into a more attractive and user-friendly environment within the Auckland city centre and the project was completed in 2013. Upgrading the Fort Street Precinct has repurposed underused road space as a space for people, enabling pedestrians, cyclists and vehicles to share the street in a more equitable manner (see Figure 2-22).

Fort Street has become a place and destination by providing more space for pedestrians to move around, sit and relax as well as providing an environment for events and gatherings to take place (see Figure 2-22). Since its completion, the upgrades to public spaces has delivered a significant uplift in footfall with a 47% increase in

⁴⁴ Measuring and growing active modes of transport in Auckland, 2018, https://at.govt.nz/media/1977266/tra_at_activemodes_publicrelease-1.pdf

⁴⁵ Safer journeys for people who cycle: Cycling safety panel final report and recommendations. Cycling Safety Panel. 2014. Retrieved from <http://www.saferjourneys.govt.nz/assets/Safer-journeys-files/Cycling-safety-panel-final-report.pdf>

⁴⁶ Sifansdottir, H, 2014, ‘Urban routes and commuting bicyclist’s aesthetic experience’, cited in Aldred, R. Benefits of Investing in Cycling, British Cycling, p10.

⁴⁷ World Health Organisation 2002 A Physically Active Life through Everyday Transport, Copenhagen, Demark. 36 Genter, J.A., Donovan, S. and Petrenas, B. 2008 Valuing the health benefits of active transport modes, NZTA Research Report 35

⁴⁸ Auckland Council Response to City Centre Population Estimates, Jacques Victor, 7 November 2019

⁴⁹ Forbes, Carlton Reid, November 2018, <https://www.forbes.com/sites/carltonreid/2018/11/16/cyclists-spend-40-more-in-londons-shops-than-motorists>

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the number of pedestrians who visit the area during peak hours and almost half of all people surveyed indicated that they would visit the area more often.⁵⁰



Figure 2-22: Fort Street in 2009 (left) and upgraded Fort Street public space in 2011(right)⁵¹

Victoria Street has many businesses, shops and eateries that contribute to the city centre and New Zealand economy. Providing an environment where people spend more time on Victoria Street will increase the propensity for workers, residents and visitors to spend money at local businesses.

The upgrade of the Fort Street Precinct illustrates that providing a high-quality and attractive public space for a large variety of activities has a positive effect on adjacent businesses. It has generated significant investment and public spending in the area which can be attributed to people spending more time in the Precinct. Post-construction monitoring found a 429% increase in hospitality spending and a 47% increase in consumer spending. Over 75% of property owners in the area considered it valuable to be located near or adjacent to a space where pedestrians are prioritised.

In addition, well designed spaces may provide new business opportunities. Improving the urban space and transport connections will help support the growing Auckland economy. Good access to cultural and recreational opportunities increases the attractiveness of Auckland and increases overall quality of life⁵². By improving the quality of life for existing residents and increasing Auckland's attractiveness as a business proposition the project may contribute to attracting and retaining skills, talent and investment.

2.2.3 Benefit 3: Improved sense of belonging and connection to place

Good planning and quality urban design has social and cultural benefits by creating well-connected, inclusive and accessible places.⁵³ Investment in Victoria Street will give it a unique identity grounded on the culture and history, creating a place that has the potential to improve people's sense of belonging and connection. There is the potential for the project to enhance the street in a way that Mana Whenua considers a true reflection of Māori culture and identity. Enhancing Victoria Street will make it a place that the people of Auckland and New Zealand will feel a sense of public pride.

The social value of good urban design includes greater city pride, social inclusiveness and wellbeing, increased vitality and safety, and the satisfaction gained by both residents and visitors from the availability of amenities and facilities.⁵⁴ Providing improved public spaces along the Victoria Street corridor offers a chance for social gathering and can enhance commuters and residents' feelings of pride of place and belonging. In the 2016 Quality of Life Survey, 65% of Auckland respondents felt a sense of pride in the look and feel of their local area with the most common reason being that there are plenty of parks, green or open spaces or gardens⁵⁵. A linear park on Victoria Street will also provide spaces for people to meet, connect, participate in, and enjoy community

⁵⁰ Auckland Design Office. Share the wealth – shared spaces make great business places: Fort St Precinct Streets Case Study.

⁵¹ Auckland Design Office. Share the wealth – shared spaces make great business places: Fort St Precinct Streets Case Study.

⁵² Auckland Council (June 2018). Auckland plan 2050 Evidence Report – Opportunity and Prosperity. Site accessed: <https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-by-laws/our-plans-strategies/auckland-plan/about-the-auckland-plan/Evidence%20reports%20documents/evidence-report-opportunity-prosperity.pdf>

⁵³ New Zealand urban design protocol, Ministry for the Environment, 2005

⁵⁴ Carmona, M., de Magalhães, C., Edwards, M., Awuor, B., and Aminossehe, S. (CABE) (2001). The Value of Urban Design: A research report commissioned by CABE and DETR to examine the value added by good urban design.

⁵⁵ Auckland Council (2016). Quality of life survey 2016 – results for Auckland. Auckland Council technical report, TR2016/043.

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and civic life in the midtown area that can help combat loneliness and depression. Changing the function of Victoria Street by making it a 'place for people' has the potential to increase people's attachment to the place and sense of belonging. By improving the urban amenity and better connecting the Victoria Street neighbourhoods it will create places and spaces that are well connected, inclusive and easily accessible for everyone.

By making the history of the street more apparent/visible, visitors will have more of an appreciation of the area's cultural history. Victoria Street could become a point of interest in the city centre for visitors and tourists. Tourists expect to see and experience the uniqueness of the places they visit. For example, two of the most common activities undertaken by international visitors to New Zealand are based on understanding or experiencing Māori culture.⁵⁶ Highlighting the cultural significance of Tāmaki Makaurau on Victoria Street could contribute to this experience. In addition, by educating visitors on the land's history, the space can provide a sense of appreciation and respect for the land including both what it has given in the past and what it now contributes to the city.

2.2.4 Benefit 4: Healthier and more sustainable city centre

Spending time with nature is particularly beneficial for people's mental health.⁵⁷ Increasing the urban biodiversity and flora could contribute to improved mental health for the over 26,000 pedestrians that walk along Victoria Street each day. If commuters spent 10 minutes in nature walking along a linear park on Victoria Street on their way to and from work, the project could allow them to get the weekly recommended 100-120 minutes of exposure to nature which would contribute to their health and wellbeing.

Providing recreational spaces on Victoria Street and increasing the amount and variety of planting will improve the quality of life of residents living in the city centre and contribute to a more sustainable city centre. By reprioritising road space for people and incorporating park features, the Victoria Street linear park will provide new natural environments for local communities to enjoy.

Increasing empirical evidence, indicates that the presence of natural areas contributes to the quality of life in many ways. Besides many environmental and ecological services, urban nature provides important social and psychological benefits to human societies, which enrich human life with meanings and emotions. Direct benefits are perceived in terms of regeneration of mental balance, relaxation, break from the daily routine, and the stimulation of a spiritual connection with the natural world. All these emotional and psychological benefits contribute critically to the quality of human life, which in turn is a key component of sustainable development.⁵⁸

Reallocating space from vehicles to people supports sustainable, low impact transport modes like walking, cycling and public transport. This targeted reduction of our footprint and increase of our handprint will result in an increase in the number of people choosing to walk and cycle along Victoria Street. These modes are also a form of exercise known for their health benefits. The Economic Evaluation Manual⁵⁹ estimates that shifting to active modes results in a quantifiable health benefit of \$2.60 per pedestrian per kilometre and \$1.30 per cyclist per kilometre. Increased space for pedestrians outside the Aotea Station Portals will improve access to the City Rail Link, supporting rail as a transport mode to access the city centre.

Reducing the capacity for and volume of traffic vehicles will reduce carbon emissions on Victoria Street and is likely to improve the air quality. This includes the potential for reductions in concentrations of air pollutants NO₂ and CO on Victoria Street. Reducing emissions on Victoria Street will contribute in part to achieving the emissions targets set by Auckland Council for the Auckland region and the New Zealand Government for New Zealand.

Investment in improving Victoria Street will provide a number of opportunities to make contributions to environmental preservation and protection. There is an opportunity to create a sustainable development through design and innovative solutions to making Auckland 'greener'. There is the potential to use green infrastructure solutions to deliver greater resilience, long-term cost savings and quality environmental outcomes. By understanding the natural ecosystem of this area and increasing its biodiversity, natural corridors can be created restoring some of the natural habitat and contributing to a more sustainable city centre.

⁵⁶ Most common activities undertaken by international visitors in New Zealand, June 2018, figure.nz

⁵⁷ White, M., Alcock, I., Grellier, J., Wheeler, B., Hartig, T., Warber, S., Bone, A., Depledge, M. and Fleming, L. (2019). Spending at least 120 minutes a week in nature is associated with good health and wellbeing. *Scientific Reports*, 9(1), June 2019, <https://www.nature.com/articles/s41598-019-44097-3>

⁵⁸ Chiesura, A. (2004). The role of urban parks for the sustainability of cities.

⁵⁹ New Zealand Transport Agency (July 2018). Economic Evaluation Manual.

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Trees and vegetation also assist in providing a range of services required for Auckland to function and thrive. This includes enhanced stormwater management, reduction of air pollutants, improved water quality, reducing the urban heat island effect, and ecological corridors to connect habitats and improve biodiversity. A study of the costs and benefits of suburban trees in Adelaide, Australia estimated that the gross benefit of a typical tree in the city was \$171 (in 2002 dollars)⁶⁰. This highlights the additional benefits that may be delivered by greening Victoria Street.

2.2.5 Key Performance Indicators

Key Performance Indicators have been identified to measure how well the project achieves the desired benefits. Indicative measures and targets have been developed to demonstrate the intent of each Key Performance Indicator and targets will be refined in the Detailed Business Case. Table 2-1 shows which benefit each Key Performance Indicator relates to, how it might be measured and the target to achieve. These measures support progress towards achieving the benefits in two main ways: (1) to evaluate the potential of each option explored in the Indicative Business Case; and, (2) measure the success and performance of the project. The Benefit Realisation Plan will be further developed as part of the Detailed Business Case so that baseline and targets are established specific to the reduced coverage area of the Detailed Business Case.

Table 2-1: Key Performance Indicators and Indicative Measures

Benefit	Key Performance Indicators	Measures	Baseline	Indicative IBC Target
Benefit 1: Increased pedestrian and cycling linkages for movement along and across Victoria Street	Increased use of active modes (cyclists)	Mode share of cyclists on Victoria Street for trips to work	Less than 0.5% cycle mode share (Victoria Street, morning peak May 2019), 1% (CBD baseline)	Increase to 4% in cycle mode share for trips to work ⁶¹
	Less wait times for pedestrians	Average delay time for pedestrians within the corridor	Average of 42 second delay per person	Reduction in average delay for pedestrians of 10-20%
Benefit 2: Activated quality spaces for commercial and recreational activities	Space available for commercial and recreational activities	Placemaking ⁶² area available	Approximately 137m ² in base case	Greater than 4500m ² of placemaking area along Victoria Street
	Increased utilisation of public space / urban realm as indicated by visitors 'lingering' at the location	Average utilisation across all blocks on Victoria Street across a year	Assumed zero as currently a lack of public space / urban realm	More than 50% of public space is occupied across the lunch hours (11am-2pm) ⁶³
	Peoples satisfaction with Victoria Street	Survey of satisfaction of people using the space (survey to be undertaken in DBC)	Opportunity to survey during DBC public consultation	80% satisfaction of people using the space
	Improved level of service and quality of environment for pedestrians	PERS scores for each parameter/ attribute	September 2019 PERS assessment	An improvement in at least 12 of the 17 PERS parameters/ attributes for each block
Benefit 3: Improved sense of belonging and connection to place	Number of locations where cultural history is identifiable	Number of locations identifiable	Two including the Gateway sculpture and text around base of the Sky Tower	More than four identifiable references to cultural history included in the project
	Increased instances of informal public art (e.g.	Instances of informal public art on Victoria Street	No count has been undertaken but anecdotally there is a	Daily presence of street performers at key locations

⁶⁰ Killicoat, P., Puzio, E. & Stringer, R. (2002). The Economic Value of Trees in Urban Areas: estimating the benefits of Adelaide's street trees.

⁶¹ KPI based on Auckland Cycling PBC which aims for 1-4% increase in cycle mode share across Auckland of trips to work

⁶² Placemaking allows for both commercial and recreational activities

⁶³ Average of activated spaces along entire corridor

Benefit	Key Performance Indicators	Measures	Baseline	Indicative IBC Target
	street performers) on Victoria Street		very low presence of informal street art	
	Locals and visitors feel that Victoria Street reflects Māori culture and identity	Targeted question asked as part of Public Life survey	Recent discussions with the Community of Practice reflect the feelings that Victoria Street does not reflect Māori culture and identity	80% of survey respondents feel that Victoria Street reflects Māori culture and identity
Benefit 4: Healthier and more sustainable city centre	Increased use of active modes (pedestrians and cyclists) on Victoria Street	Mode share of cyclists on Victoria Street	May 2019 survey data	Increase of 4% in cycle mode share for trips to work
	Reduce the carbon footprint through decreased vehicle emissions on Victoria Street	Decreased volumes of vehicles on Victoria Street	May 2019 survey data	Reduce vehicle numbers by 50%
	Reduced rate of crashes on Victoria Street	5 year rolling average of injury crashes	9.6 injury cashes per year (2014 – 2018)	Zero harm (0 injury crashes)
	Increased biodiversity and ecology	Percentage of canopy cover and vegetation along the corridor	Less than 5% canopy cover and negligible understory or vertical planting along the corridor	Increase the canopy cover and planting to 15% of the Victoria Street corridor

2.3 Strategic Responses

Strategic responses are changes proposed to achieve the benefits. Changes can include physical infrastructure as well as non-asset responses such as policy and planning measures. These responses and solutions identify specifically what the project will do to address the key problems and take advantage of the opportunities for Victoria Street.

2.3.1 Responses

- **Change form of Victoria Street**

This response considers making changes to the cross-section of Victoria Street. As such, some transport elements such as traffic lanes may be reduced with space reallocated to pedestrians and cyclists. In addition, space for ‘rest and play’ may also be included.

- **Change function of Victoria Street**

The function of Victoria Street will become more than a transport link, it will also be a destination with a unique sense of place. The place will allow for resting, moving, playing, contemplating and recreating. The project will redress the balance between movement and place.

- **Re-design the public realm through a collaborative process**

The design of Te Hā Noa - Victoria Street linear park will be developed collaboratively with key stakeholders and partners to capture the unique identity of the place including the rich history and cultural aspects.

- **Develop and implement a sustainability plan for Victoria Street**

Sustainable design and innovative solutions to have a less negative and more positive impact on the natural environment will be incorporated in the project.

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2.3.2 Specific Solutions

- **Reallocation of road space to people**

Reducing the space given to traffic lanes including reducing priority for private vehicles, investigating exclusion of through-traffic and maintaining bus network operations only as necessary to better accommodate active modes and people spending time on Victoria Street. Space will be made available for a linear park including improved walking connections, pedestrian space, public realm and urban amenity.

- **Provide flexible and activated infrastructure and spaces for resting, moving, playing, contemplating and recreating**

Street furniture, landscaping and park elements will be incorporated. The linear park design arrangement will include flexible spaces in which outdoor dining, active and passive recreation, resting, meeting and talking can all take place as well as spaces for spontaneous or planned street events. The range of streetscape components may include: lighting, outdoor dining (e.g. tables, chairs and structures), play space, art, street furniture, surface treatments (e.g. asphalt, stone, paving); and, trees and planting.

- **Integration of public art and cultural design to reflect the history, place and unique identity of Tāmaki Makaurau**

Incorporating art in the public realm will reflect and express the diversity and character of Auckland, generate pride and belonging, and transform Victoria Street. The design of the Victoria Street linear park will contribute to the visibility and celebration of the stories and histories of the Mana Whenua of Tāmaki Makaurau.

- **To create a partnership with Mana Whenua to co-create quality spaces on Victoria Street**

The design of Te Hā Noa - Victoria Street linear park will be developed collaboratively with Mana Whenua representatives as partners embedded in the design process. Design principles developed by the Mana Whenua working group specifically for Te Hā Noa will be utilised to inform the design and reflect the cultural history. The spaces on Victoria Street will be designed so that the valuable ideas contributed to the project design are clearly visible.

- **Increase quantity and diversity of flora on Victoria Street, to encourage increased biodiversity**

The design will increase the quantity and diversity of plant species on Victoria Street. The selection of species will be carefully considered to actively encourage increased quantity and diversity of insects and birds with the long-term aim of forming an ecological corridor between Victoria Park and Albert Park.

- **Apply sustainability principles**

The design of Te Hā Noa - Victoria Street linear park will aspire to decrease the footprint (negative impact) and increase the handprint (positive impact) on the natural environment. To do this 'green' innovations, technologies and materials will be considered during the design process. Furthermore, throughout the various stages of the project there are opportunities to contribute to sustainable outcomes. For example, thought can be given to incorporating sustainable practices into the construction process such as the use of low-impact sustainable materials, waste minimisation, minimising energy and water consumption and providing opportunities for employment.

2.4 Investment Proposal

2.4.1 Potential Scope and Project Requirements

Te Hā Noa - Victoria Street linear park project seeks to enhance Victoria Street through improving the urban environment in a way that transforms the existing streetscape into a linear park. The project seeks to respond to residential and commuter growth and the changes in public transport system by integrating 'movement' (transport) and 'place' (aesthetics, amenity, social and economic exchange) into a 'green link'. The scope of the project is limited to the design and delivery of a linear park on Victoria Street. Through this project, additional schemes and initiatives may be identified as potential supporting projects which will be passed on to the relevant Auckland Council Team to consider outside the scope of Te Hā Noa - Victoria Street linear park project. The extent of the project, as shown in the dashed black box in Figure 2-23, is along Victoria Street between Victoria Park and Albert Park (Halsey Street and Kitchener Street). The section of Victoria Street is approximately 1km in length across the midtown area of the city centre. It is anticipated that the project will be completed in stages. The staging of the project has been considered as part of this Indicative Business Case. Currently, Auckland Council have a budget of \$30 million to construct Stage 1.

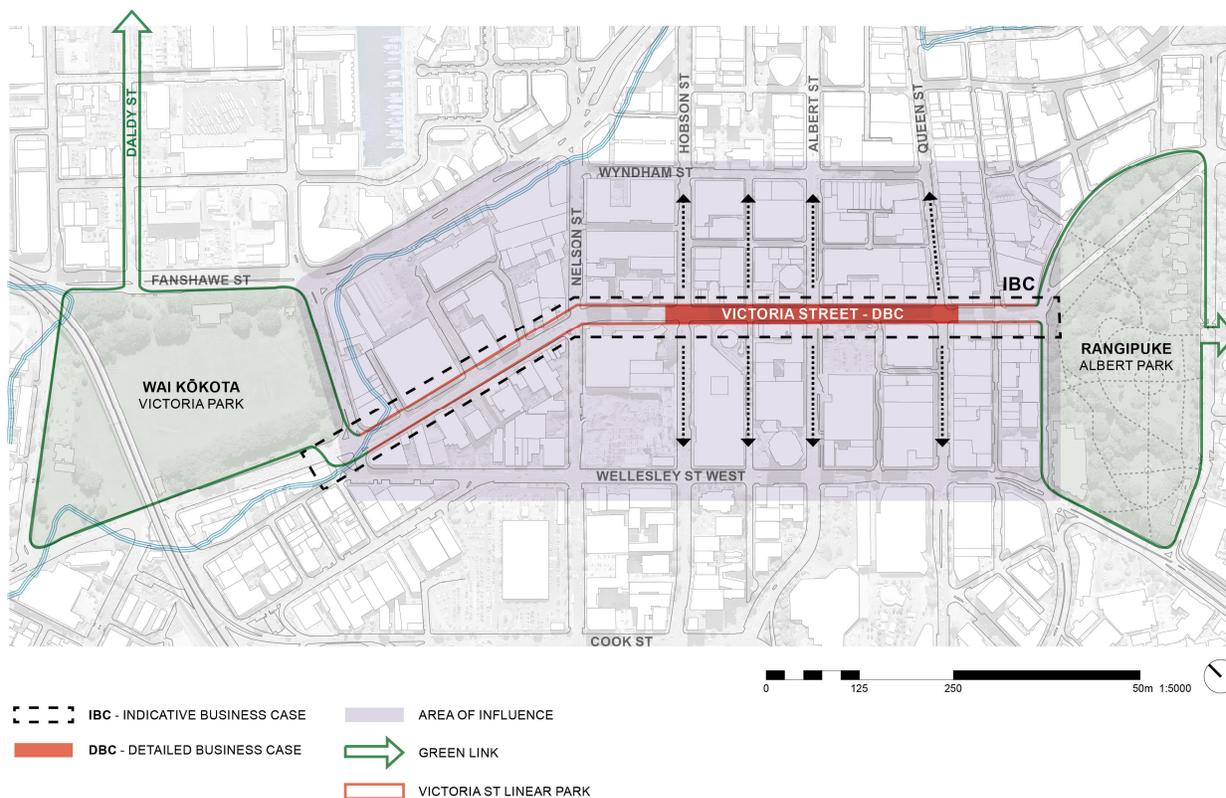


Figure 2-23: Te Hā Noa - Victoria Street linear park Indicative Business Case scope of area (larger image provided in Appendix E)

The allocation of road space on Victoria Street is expected to focus more on the movement of people through the corridor and the place function along the corridor. The hierarchy of modes is expected to change to prioritise active modes as the main transport function, supported by access requirements, servicing and loading, buses and general vehicles. Access for emergency service vehicles must be maintained at all times.

This Business Case has been prepared on the basis that two lanes of traffic will fulfil vehicle requirements on Victoria Street in the future to accommodate buses, access and servicing requirements. A minimum of one lane of traffic will be required in each direction for emergency vehicles, goods and services vehicles and local property access. It is also expected that traffic volumes will decrease in the city centre over time, due to other initiatives prior to the construction of the full extent of Te Hā Noa. At this stage of the project flexibility is needed to accommodate potential future transport requirements as plans for the city centre develop over time. For example, there is a requirement to accommodate some bus services on Victoria Street in addition to the 106 and Inner Link, however the details which services and location of the stops is still being refined.

In view of this the Indicative Business Case has been developed based on the following key project assumptions and requirements:

- Maintain access for emergency service vehicles
- Maintain local access to properties
- Maintain two lanes of traffic
- Accommodate future bus services.

A more detailed list of the project requirements and assumptions identified at this stage of the Victoria Street linear park project are provided in Appendix F Appendix E. More detailed and specific transport requirements will be discussed and agreed with Auckland Transport as each section of the Victoria Street linear park project is progressed to a Detailed Business Case stage. There will be a legal requirement for Auckland Transport as the road controlling authority to support the operational feasibility of the project when implemented.

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2.4.2 Strategic Alignment

The proposed Te Hā Noa - Victoria Street linear park project is well aligned with Auckland Council's existing business strategies and plans, existing and future operational needs and related projects, as well as current government priorities. The following section provides a brief summary of key policies and how Te Hā Noa aligns with or supports them. At this stage the assessment is based on whether the purpose of the project, addressing the problems and achieving the anticipated benefits aligns with strategic plans. The assessment does not look at the alignment of individual options for the project with strategic plans.

Te Hā Noa can play a key role in achieving the aspirations for the city centre. By increasing pedestrian amenity, reallocating carriageway space from vehicles to enable greater active mode share, and creating green urban spaces within the city centre Te Hā Noa will:

- Enable the Auckland Plan, Masterplan and strategies for the city centre to be realised
- Support current and planned projects in the midtown area
- Contribute to zero emissions
- Improve the Victoria Street corridor so that it is a place for people
- Result in social, environmental and economic benefits for the midtown area.

Auckland Council strategic plans include Te Hā Noa project and show that the project is in alignment with the aspirations for Auckland and the city centre. Overall, Te Hā Noa aligns strongly with current strategy. The alignment between the strategic plans and Te Hā Noa is briefly summarised in Table 2-2. Further detail is provided in the Position Paper attached in Appendix A. The development of the assessment criteria frameworks (including Critical Success Factors and Multi-Criteria Analysis) include criteria that reflect support for and consistency with the relevant plans and policies to assess the alignment of each option.

Table 2-2: Summary of Te Hā Noa alignment with existing strategic plans and documents

Strategy/Document	Alignment	Description
Auckland Plan 2050	✓	Te Hā Noa supports all six of the Auckland Plan outcomes. It is particularly well aligned with the Auckland Plans Transport and Access aspirations. The way the project is delivered has the potential to further contribute to desired outcomes.
Long -term Plan 2018-2028	✓	Te Hā Noa is identified in the funding programme as the Victoria Street linear park.
City Centre Masterplan 2012	✓	The Te Hā Noa – Victoria Street linear park is part of a key transformational move for the city centre. It also supports and enables other transformational moves. Te Hā Noa - Victoria Street linear park will remain a key part of the refreshed City Centre Masterplan.
Regional Public Transport Plan 2055	✓	Te Hā Noa provides the space needed to accommodate the anticipated growth of people/passengers arriving in and departing the city centre by public transport. It also provides an important pedestrian connection between public transport infrastructure in midtown (connection to City Rail Link Aotea Station).
Low carbon strategic action plan	✓	Reducing the proportion of vehicles space and increasing amenity for pedestrians and active modes will support access to sustainable transport modes and reduce Victoria Streets contribution to the city centre carbon emissions. There are opportunities within the project to include specific innovations and technologies throughout the business case.
Auckland Climate Action Framework July 2019	✓	Te Hā Noa can contribute to the outcomes sought to achieve net zero emissions by 2050.
C40: Fossil Fuel Free Streets Declaration	✓	By increasing pedestrian amenity, reallocating space from vehicles to active/sustainable modes and creating green urban spaces within the city centre, the Victoria Street linear park will directly contribute to the zero emissions targets.
Auckland Growing Greener	✓	Te Hā Noa will particularly contribute to urban transformation and restoring nature through improvements to the public realm, urban amenity and biodiversity (through planting) along the corridor. The project also has the opportunity to contribute zero waste and healthy waters.

Strategy/Document	Alignment	Description
Urban forest strategy	✓	Te Hā Noa aligns well with four of the supporting principles of the strategy and can contribute to increasing the canopy cover in the city centre.
Parks and open spaces strategic action plan	✓	Te Hā Noa particularly supports the priority to create greenways across Auckland, restore and enhance Auckland's native biodiversity, see our streets as places, connect our natural areas, link with the transport network, use parks and open spaces to create attractive urban areas, and provide world-class experiences.
Open space provision policy	✓	Te Hā Noa directly supports the network principle to "connect our parks and open spaces".
Government Policy Statement on Land Transport 2018/2019 – 2027/2028	✓	Te Hā Noa is strongly aligned with the key priorities through the provision of safe walking and cycling routes, connection to public transport infrastructure and significant improvements to accessibility east-west across the city centre. Te Hā Noa has the potential to have a positive impact on the environment. The Business Case will determine the projects value for money.
City East West Transport Study	✓	Although not a policy this study outlined the role of each of the east-west corridors in the city centre and identified Victoria Street as a key east-west connection for pedestrians. Te Hā Noa will provide safe and comfortable east-west walking and cycling connections across the city centre connecting Victoria Park in the west through to Albert Park in the east.

2.4.3 Key Risks

An assessment of potential project risks and opportunities are captured in the Risk Register attached in Appendix G with a summary table of the key risks is provided in Table 2-3. The risks were initially documented during the risk workshop held on 20 June 2019 with the Auckland Council project manager and Project Team. Risks were captured relating to the following categories: consenting, construction, cost, environment, finance, health and safety, property, reputation, resourcing, scope, stakeholder and time. A second risk workshop was held on 21 January 2020 to review and update the project risks in context of the Preferred Way Forward having been identified.

Table 2-3: Summary of top project risks

Risk Category	Risk	Cause	Impact (Narrative)	Mitigations & Actions
Stakeholder	There is a risk that project scope and design outcomes do not meet stakeholder expectations	The Indicative Business Case has mainly consulted with internal stakeholders.	Stakeholders do not support the project and there is a lack of interest, enthusiasm and support. There is limited budget and stakeholders' expectations may not align with project.	Communication to set the scene and effective stakeholder engagement. Detailed approach to communications to be set out in the updated Engagement Plan. Incorporate learnings from recent successful engagement approaches on other Council projects.
	There is a risk of poor coordination of stakeholder engagement communications between various Auckland Transport, Auckland Council and City Rail Link projects.	Disjoint between communications. Different expectations and timing. Aotea Station design advancing ahead of the Te Hā Noa design.	Potential impacts may include: lack of support for project, obstruction, "bad press," notification, additional costs and delays. Rework of design.	Direct coordination with City Rail Link alliance and Wellesley Street Bus Improvements project teams (regular meetings and joint engagement).
	There is a risk of the project not having the support of internal stakeholders	Inadequate internal engagement, consultation and approval process.	Not getting support or approvals from internal stakeholders can be costly and hold up the consent process.	Multilevel engagement including Auckland Transport, executive leadership team endorsement and operational approvals.

Risk Category	Risk	Cause	Impact (Narrative)	Mitigations & Actions
Construction	There is a risk that construction activities have adverse effect on adjacent property owners and businesses	Construction works would affect both vehicles and pedestrian traffic during construction. Example of CRL works impact on local businesses.	Potential impacts to property owners may include: loss of business, noise, vibration and restricted access (i.e. loading, parking).	Construction methodologies seek to mitigate impact. Draft CMP prepare for consent and tendering. Development response plan which could include business mentors. Establish project liaison manager (as part of construction contract). Need to be clear on how project is constructed. Allow budget for mitigation strategies. Early contractor involvement.
Scope	There is a risk that the Indicative Business Case option is not consistent with city centre plans once future stages of the project commence.	Policies and plans change over time and are likely be a number of years before future stages.	The Preferred Way Forward does not align to 2023 (onwards) policies and city masterplan.	Mitigate through incorporating flexibility and adaptability in design to align with potential future changes which could include increase in pedestrianisation, cyclists or public transport types.
	There is a risk that as a result of the safety requirements to reduce conflict between modes the design/ urban realm outcomes are compromised.	Space constraints and conflicting modes. (i.e. separation requirements)	Compromising the design/ urban realm outcomes. Potential safety issues. Unable to meet design guidelines and standards.	Look at best practice design solutions. Consultation and discussions with Auckland Transport on design solutions for elements of the project including bus routes/ services/ stops.
	There is a risk that to mitigate the impact of the project on network performance the project is required to include technical solutions that affect ability to deliver on project objectives i.e. public realm outcomes.	Adverse effect of project on transport network. (e.g. wider network congestion requires three lanes as opposed to two in proposed design or online bus solution causes unacceptable delays on Victoria Street).	Integration of the mitigations change design such that it does not meet project objectives.	Consultation with Auckland Transport specialists through working group meetings. Look at innovative and best practice design solutions including case studies, local examples. Wider engagement including Mana Whenua and Community of Practice. Continuity of design assumptions throughout Auckland.
	There is a risk that design development process (includes assumptions) that results in increased scope and cost (i.e. cost estimates have made certain assumptions).	Currently in early stages of the project there is much design detail to still be worked through. High level assumptions have had to be made to inform cost estimates which may not be of sufficient detail to be accurate. Specifically, utilities investigations at early stage only, assumptions regarding surface material selection.	Estimates exceed funding so project cannot proceed.	Include contingency (risk assessed, allowance for this specific project). Budget awareness – Auckland Council communicates budget to Project Team and Project Team cognisant of budget during design development. Process including: Communicating change management with Auckland Council, Quantity Surveyor involvement through design. Early/ Sufficient investigation (e.g. utility services, topographical survey). Consultation with other projects and renewals programme.

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2.4.4 Key Dependencies

Development in the midtown area has resulted in a number of future projects that directly influence Te Hā Noa. These projects are shown in Figure 2-24 and include: City Rail Link and Aotea Station; Victoria Street Cycleway; Wellesley Street Bus Improvements Project; Albert Street; Federal Street: Stage 2 & Stage 3; Hobson and Nelson Street; Light Rail and Queen Street Pedestrianisation; NDG Tower Hotel Sky City Developments: New Zealand International Convention Centre; and, CCMP Refresh (including Access for Everyone).

The Victoria Street linear park project will need to consider the following projects:

- City Rail Link and Aotea Station** - The northern entrances to Aotea Station are planned to be located on Victoria Street either side of the Albert Street intersection and need to be considered and incorporated within Te Hā Noa design. The opening of the Aotea City Rail Link Station (set to surpass Britomart as Auckland’s busiest station) in 2024, is expected to result in a large increase in daily pedestrian users. This will require additional space on Victoria Street to adequately accommodate pedestrians. The space requirements for access and egress of the City Rail Link portals will inform the design of the street. The timing and delivery programme of City Rail Link also have an influence on the timing and delivery of Te Hā Noa as ideally the affected portion of Victoria Street will be reinstated with Te Hā Noa.
- Victoria Street Cycleway** – This cycleway project includes changes to Victoria Street at the western end of the Project corridor between Halsey Street and Nelson Street. The detailed design has been completed and construction started in 2019. Te Hā Noa - Victoria Street linear park Project Team will need to be kept updated on progress and delivery of the cycleway to confirm the projects are coordinated and integrated.
- Wellesley Street Bus Improvements Project** – The Victoria Street and Wellesley Street are east-west road corridors that run parallel to each other. The two projects on them are currently being progressed simultaneously. The direction of the Wellesley Street Bus Improvements project will directly influence Te Hā Noa design and improvements to Wellesley Street must be in place to enable buses to be transferred from Victoria Street to Wellesley Street allowing the linear park to be delivered.

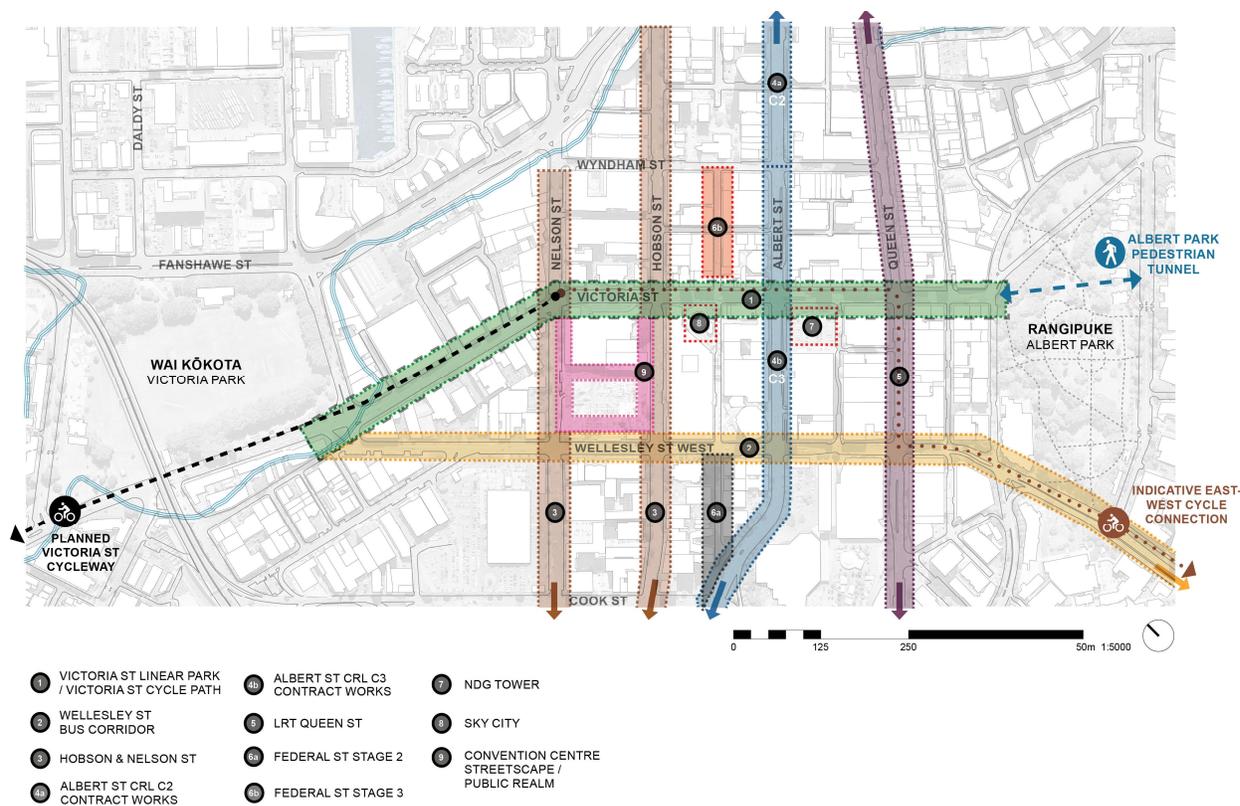


Figure 2-24: Midtown programme of works (larger image provided in Appendix E)

2.4.5 Key Constraints

Due to the complex environment of the midtown area the development of Te Hā Noa is constrained by a number of factors relating to political/policy, operational, funding and development constraints. Table 2-4 identified some of the key constraints known and unknown at this stage.

As a key east-west movement corridor, the development of Te Hā Noa will need to maintain a relative level of transport function for a variety of transport modes. Pedestrian and cyclist movements will be prioritised along Victoria Street with the general traffic through function along the corridor reduced. The development of the Te Hā Noa will still need to allow for some level of east-west vehicle movement including servicing, access and loading. It is assumed that a minimum of two traffic lanes (one in each direction), will be required to maintain network connectivity and local access to properties. Bus operations will likely be reduced along Victoria Street, however supporting bus infrastructure such as bus stops, signage and shelters will need to be accommodated at some locations on the street.

Table 2-4: Key Constraints

Type	Constraint	Impact
Policy	Transport Policy/Land deed does not allow Victoria Street to be used for another purpose.	Option development restricted due to legal definition of road reserve.
Funding	Funds allocated in the Long-term plan are not sufficient to develop the preferred option for the full corridor.	Preferred option is only developed for Stage 1.
Environmental	Presence of sites of cultural and historic significance (including scheduled trees identified in the Auckland Unitary Plan) restrict option development.	Options developed must work within their surrounding environmental context and should show case sites of historic and cultural significance.
	Storm water management	Altering the design of Victoria Street will result in changes to the amount of storm water runoff and how this is managed/treated.
Physical constraints	Private property developments/accesses and consented activities.	Option development needs to consider access to private property, activities with resource consent, potential for future development and the existing and future use of Victoria Street.
	Location, operation and maintenance requirements of utilities	The physical location and requirement to access and service utilities may influence the opportunity to relocate the service. If so, this may result in a constraint in the option development process.
	Location of City Rail Link station portals	One of the main purposes of the project is to develop options which facilitate access to Aotea Station. As the station portals are places of high pedestrian concentrations the amount of space required to accommodate pedestrian movements may restrict the development of other options.
	Victoria Street Cycleway	The design, location and construction of the cycle facility along Victoria Street (from Victoria Park to Nelson Street) has already been confirmed and is being constructed. This may result in replacement of parts of the Victoria Street Cycleway or restrict the option development process of Te Hā Noa to minimise rework of infrastructure.
Transport network and operational constraints	Pedestrians	One of the main aims of the project is to improve access and movement for people along and across Victoria Street.
	Cycling	Cycling access and the way in which it will be provided on Victoria Street needs to be considered in conjunction with the wider city centre network. Victoria Street is the appropriate east-west cycling link in the midtown area.
	General vehicles	A certain level of through traffic will need to be maintained and accommodated on Victoria Street to provide for local access.

Type	Constraint	Impact
	Current and future bus routes	The Bus Reference Case is being updated. It is anticipated that this will identify what bus routes (and at what frequency) will run along Victoria Street post City Rail Link becoming operational. This will form the basis of bus stop infrastructure requirements on Victoria Street.
	Service vehicle requirements	Current and proposed developments along Victoria Street have been undertaken under the presumption that service vehicle access will be maintained for the lifespan of the development, therefore these access requirements or alternatives need to be factored into the option development process.
	Emergency services access	Emergency services will require access to Victoria Street and these access requirements (and type of vehicles used) needs to be factored into the design of the preferred option
	Maintenance works and access requirements	The preferred option will need to allow access for service vehicles, provide access points so that they are able to undertake their activities or consider restrictions, such as time, for access to occur. This will also need to be considered as part of Access for Everyone and driven by the light rail project on Queen Street.
	Parking requirements (including disabled access)	The preferred option for Victoria Street may need to retain on street parking and maintain access for people with disabilities. Similarly, Access for Everyone is considering what this might mean and requirements for this Project.
	Local access	There are a number of properties which are directly accessed from Victoria Street that will need to be maintained and considered in the design of the preferred option. Victoria Street will also provide key local traffic circulation between side streets and parallel east-west routes in the midtown area.
Time/ construction constraints	City Rail Link and light rail interface and timing	As the City Rail Link construction programme is developing, its impact on Victoria Street and how this may impact of the construction of the Detailed Business Case preferred option is unknown e.g. will City Rail Link include the closure key intersections and/or access roads.
	Construction timeframe and requirements	The preferred option identified in the Detailed Business Case is required to be constructed prior to the opening of Aotea Station. This places increased pressure on the option development process so that the preferred option can be constructed by using the most appropriate contracting arrangement to suit the environment. There is also opportunity to align the construction programming of Te Hā Noa with other city centre projects, such as City Rail Link and Wellesley Street Bus Improvements, to minimise disruption and rework.

3. Optimising Value

As a public investment, it is important that Te Hā Noa - Victoria Street linear park provides value for money. The measure of value is not limited to return on investment in monetary terms alone. The options selection process seeks to identify an option that is most likely to offer public value to society which includes social, environmental as well as economic outcomes.

This section provides an overview of the options selection process undertaken as part of the Indicative Business Case for Te Hā Noa. For more detailed information regarding the identification, development and assessment of the various design options for the whole corridor and selection of a Preferred Way Forward for Te Hā Noa, refer to the Options Assessment Report attached in Appendix H.

3.1 Multi-Criteria Analysis Framework

Multi-Criteria Analysis frameworks (assessment framework) are a key tool used when assessing alternative options and enables options to be ranked against different and often competing criteria. Importantly, using an assessment framework enables a structured, consistent, systematic and replicable process for assessing alternatives and options.

Developing the Project assessment framework was a collaborative process which drew on collective knowledge and experience. An initial draft was developed by the Project Team and this was refined through dialogue with the Community of Practice and Project Steering Group.

The assessment framework was endorsed by the Project Steering Group on 22 August 2019. The assessment framework developed for Te Hā Noa Business Case has three elements, they are:

- **Achieving benefits** – these criteria reflect the intended project benefits that were identified as part of the Investment Logic Mapping process. These benefits represent the outcomes that are expected to be achieved as a result of addressing the problems on Victoria Street.
- **Delivering the project** – these criteria provide consideration of the main factors that will likely influence the success of the Project implementation. These include: affordability (in terms of construction, operation and maintenance), consistency with local government plans and strategies, support from stakeholders, sustainability and disruption during construction.
- **Wider impacts** – this third set of criteria consider the possible effects that the Project may have upon external factors including: transport network performance, interface with other proposed projects and environmental impacts.

Each criterion is assessed with reference to one or more indicators. The indicators represent the measures by which the option is assessed against the criteria. It should also be noted that the options are assessed against a base case i.e. where an option improves on the base case, a positive score is awarded, where an option is worse than the base case a negative score is awarded. For this project, the base case is assumed to be a 'do minimum' option (refer Section 3.2). The agreed assessment evaluation criteria and indicators are shown in Table 2-1. Long List Options were scored against each indicator which informed the basis for selection of the Short List Options. The increased level of design detail for the Short List Options and further investigation then enabled more detailed evaluations to be undertaken at the Short List assessment stage.

Table 3-1: Multi Criteria Analysis (MCA) Assessment Framework

	Criteria	Indicator	
ACHIEVING BENEFITS	1 Provision of dedicated spaces that create destinations on Victoria Street	1.1 Size and quantity of 'destination spaces' made available for recreational activities to be undertaken on Victoria Street	
		1.2 Created spaces provide a safe and comfortable environment through incorporating CPTED principles, being separated from traffic and providing sufficient seating and shelter	
	2 Reduced opportunity for conflicts between modes	2.1 Number of conflict points between modes. Provision of dedicated crossing points between key destinations. Reduction of demand on a person's attention (i.e. less lanes to cross places less demand on a pedestrian's decision-making process to cross)	
	3 Integrate cultural identity on Victoria Street	3.1 Art in the public realm and streetscape provides the opportunity for reflection on the natural and cultural identity on Victoria Street	
	4 Dedicated infrastructure and connections for active modes	4.1 Ability to safely accommodate the predicted increase in the numbers of pedestrians, cyclists and other active transport modes	
DELIVERING THE PROJECT	6 Affordability	6.1 Ability to be delivered in stages without (or with minimal) re-work / abortive work	
		6.2 Option minimises the incremental operating and maintenance requirements for council (OPEX)	
		6.3 Option delivers outcomes that are attractive to current businesses located on Victoria Street which therefore provides the opportunity for private sector funding contributions	
		6.4 Capital cost requirements (CAPEX)	
	7 Consistency with local government plans and strategies	7.1 Option supports the realisation of Auckland Council's City Centre Masterplan 2012, directions and focus areas and other Plans and Strategies including: Climate Strategies Low Carbon Strategic Action Plan Climate Action Plan C40: Fossil Fuel Free Streets Declaration Open space plans and policies Auckland Growing Greener Urban Forest Strategy Parks and Open Spaces Strategic Action Plan Open Space Provision Policy	
	8 Support from stakeholders	8.1 Option mitigates risk of stakeholder objections which may delay project delivery or constrain the realisation of intended benefits	
	9 Sustainability	9.1 Option takes a sustainable approach to construction and on-going management	
	10 Disruption during construction	10.1 Ease of construction, or staging of construction using standard methodologies	
	WIDER IMPACTS	11 Transport network performance	11.0 Ability to support future intent for vehicle transport:
			11.1 buses
11.2 property access			
11.3 goods and services			
11.4 emergency services			
11.5 private vehicles			
12 Interface with proposed projects		12.1 Option supports the benefits realisation of other planned investments such as City Rail Link and Auckland Light Rail through minimisation of rework, lane / corridor configuration	
13 Environmental impact	13.1 Option reduces the environmental footprint of Victoria Street through improvements to stormwater discharge and air quality improvements. i.e. lower AADT / bus numbers		
	13.2 Opportunities for the quantity and diversity of flora to be introduced to Victoria Street with regard to the fauna it will likely attract		

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3.2 Do Minimum

A future Do Minimum scenario was developed which represents the expected function and form of Victoria Street without Te Hā Noa project. The main change from the existing layout is the addition of the Aotea Station portals and the Victoria Street Cycleway which are expected to reduce the number of traffic lanes on Victoria Street between Halsey Street to Nelson Street and Federal Street to Elliot Street. This Do Minimum option provides a baseline against which all the options are assessed. The Do Minimum assumes that the following projects are constructed: City Rail Link, Wellesley Street Bus Improvements, Victoria Street Cycleway and Light Rail Transit. Further detail of the Do Minimum is provided in the Options Assessment Report attached as Appendix H.

3.3 Long List Options

A walk from one end of Victoria Street to the other reveals the changing character of a street that undulates through the midtown of the city centre. To respond appropriately to the limitations and opportunities presented, each unique section will likely require a different solution. Therefore, for the purposes of option development and assessment, the Victoria Street corridor has been broken down into five blocks. This allows options to be developed in response to the specific conditions in each block and provides the opportunity for designs of different blocks to be mixed and matched into one full length corridor option. The five blocks as shown in Figure 3-1 are as follows:

- Block A: Halsey Street to Nelson Street
- Block B: Nelson Street to Hobson Street
- Block C: Hobson Street to Albert Street
- Block D: Albert Street to Queen Street
- Block E: Queen Street to Kitchener Street

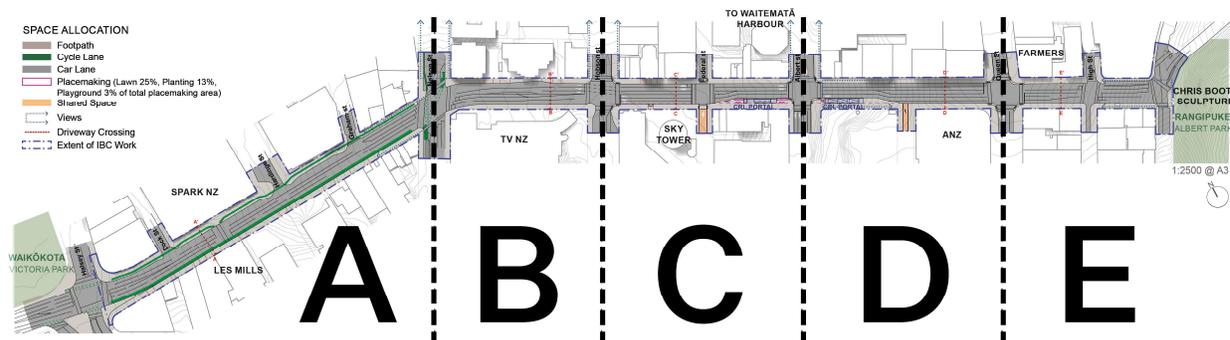


Figure 3-1: Victoria Street Block Segments (larger image provided in Appendix E)

A wide range of options (including the ‘Do Minimum’) were developed for the Long List which considered various layouts and allocations for the distribution of pedestrian, cycle, traffic and placemaking space. The options include various combinations of the following for each of the five blocks:

- Traffic calming treatments
 - Raised tables or no raised tables
- Location of park
 - North side, south side, split both sides or central
- Cycle facility
 - Bi-directional north side, bi-directional south side or one-way both sides
- Treatment of traffic space
 - Dedicated road space, shared space or dedicated pedestrian space (no general traffic permitted)

The Long List included the following 18 Options:

- Option 1 ‘Do Minimum’ as described above. In the options assessment Option 1 represents the base case against which all other options are assessed. (The basis of assumptions that define the “Do Minimum” are provided in Options Assessment Report in Appendix H).
- Option 2 “Do Something” with **reduced traffic lanes**
- Option 3, Option 4, Option 6, Option 7 and Option 10 were based on **maintaining two lanes**
- Option 5, Option 8, Option 9, Option 11 were based on including **shared space**
- Option 12, Option 13, Option 14, Option 15, Option 16 and Option 17 were based on **no through traffic**.
- Option 18, an additional option based on the aspirational objectives of the City Centre Masterplan for achieving an end to end “green link” between Albert and Victoria Parks. As Option 18 did not meet the agreed project requirements of maintaining vehicle access and two lanes of traffic it was discounted and has not been developed, investigated further or assessed as part of the MCA. Further information is provided within the Options Assessment Report in Appendix H.

Table 3-2: Option combinations

Option	No. of traffic lanes	Raised Tables	Location of park	Cycle facility	Shared space	Dedicated pedestrian space
1	3-6			Separated one-way both sides Block A		
2	2-3			Bi-directional on south blocks A, B, C, D, E		
3	2		South side all blocks	Bi-directional on south Blocks A, B, C, D, E		
4	2	Block A: Dock St, Hardinge St, Graham St Block B: mid-block	South side all blocks	Bi-directional on south Blocks A, B, C, D, E		
5	2	Block A: Dock St, Hardinge St, Graham St Block B: mid-block	South side all blocks	Bi-directional on south Blocks A, B, C, D, E	Blocks, C, D and E (west of High St)	
6	2		Central in Blocks A and B, south side Blocks C, D and E	Bi-directional in centre Blocks A and B. Bi-directional on south Blocks C, D and E		
7	2	Block A: Dock St, Hardinge St, Graham St Block B: mid-block	Central in Blocks A and B, south side Blocks C, D and E	Bi-directional in centre Blocks A and B. Bi-directional on south Blocks C, D and E		
8	2	Block B: mid-block	Central in Blocks A and B, south side Blocks C, D and E	Bi-directional in centre Blocks A and B. Bi-directional on south Blocks C, D and E	Blocks A (westbound lane only), C, D and E (west of High St)	
9	2	Block B: mid-block	Central in Blocks A and B, south side Blocks C, D and E	Bi-directional in centre Blocks A and B. Bi-directional on south Blocks C, D and E	Blocks A, B (westbound lane only), C, D and E (west of High St)	
10	2		Mixed in Block A, south side Blocks B, C, D and E	Bi-directional on north Blocks A, B, C, D, E		
11	2	Block A: Dock St, Hardinge St, Graham St	Mixed in Block A, south side Blocks B, C, D and E	Bi-directional on north Blocks A, B, C, D, E	Blocks, C, D and E (west of High St)	

Option	No. of traffic lanes	Raised Tables	Location of park	Cycle facility	Shared space	Dedicated pedestrian space
		Block B: mid-block				
12	2	Block A: across Dock St, Hardinge St, Graham St	Distributed across north and south in Block A. South side in Blocks B, C and E	Separated one-way both sides Block A, B, C, E		Block D
13	2	Block A: Dock St, Hardinge St, Graham St Block B: mid-block	Distributed across north and south in Block A. South side in Blocks B, C and E	Separated one-way both sides Block A, B, C, E		Block D
14	2	Block A: Dock St, Hardinge St, Graham St Block B: mid-block	Distributed across north and south in Block A. South side in Blocks B, C and E	Separated one-way both sides Block A, B, C, E	Block C and E (west of High St)	Block D
15	2	Block A: Dock St, Hardinge St, Graham St Block B: mid-block	Distributed across north and south in Block A. South side in Blocks B, C and E	Separated one-way both sides Block A, B, C, E	Block C and E (east of High St)	Blocks D and E (west of High St)
16	2		Central in Blocks A and B. South side in Blocks C and E	Bi-directional in centre Blocks A and B. Bi-directional on south Blocks C and E	Blocks A, B, C and E (east of High St)	Blocks D and E (west of High St)
17	2		South side in Blocks A, B and C	Bi-directional on south Blocks A, B, C, E	Blocks A, B and C	Blocks D and E
18	0-1		South side all blocks		All blocks	Blocks D and E

3.4 Initial Options Assessment

The assessment of options was undertaken by various members of the Project Team with the allocation of criteria reflecting subject matter expertise. The available data associated with each of the measures was used to inform the evaluation process. Where measurable data was not available, qualitative assessments were undertaken based on professional judgement and experience.

To confirm the scoring approach, provide consistency and challenge the assumptions used as the basis for the scores, the subject matter experts discussed and validated the assessments for each criterion through a validation workshop held on 29 August 2019 (Long List Assessment). Following the discussion, subject matter experts further refined and then finalised their scoring. The scoring of each of the Long List options against the Multi-Criteria Analysis assessment framework is presented Table 3-3.

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Table 3-3: Long List Option Scores

Performance Measure		Options																
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
ACHIEVING BENEFITS	1.1	0	+	+	+	++	+	+	++	+++	+	++	++	++	++	++	+++	+++
	1.2	0	+	+	+	+	+	+	+	+	+	++	++	++	++	+++	+++	
	2.1	0	0	+	+	+	++	++	+	+	+	+	+	+	+	+	++	+
	3.1	0	+	++	++	+++	++	++	+++	+++	++	+++	++	++	+++	+++	+++	+++
	4.1	0	+	+	+	++	+	+	++	++	+	++	+	+	++	++	++	++
	5.1	0	0	+	+	+	++	+	+	+	+	+	++	++	++	++	+++	+++
DELIVERING THE PROJECT	6.1	0	0	-	-	---	-	-	---	---	-	---	-	-	---	---	---	
	6.2	0	---	---	---	--	---	---	-	-	---	-	---	---	--	--	-	--
	6.3	0	+	+	+	++	+	+	++	++	+	++	+	+	++	++	++	++
	6.4	0	-	-	-	--	-	-	--	--	-	--	--	--	--	---	---	---
	7.1	0	0	+	+	++	+	+	++	++	++	++	0	0	+	+	+	+
	8.1 ⁶⁴	0	n/a															
	9.1	0	+	++	++	++	+	+	+	++	+	++	++	++	++	++	+++	++
	10.1	0	-	-	-	--	--	--	---	---	-	--	-	-	--	--	---	---
WIDER IMPACTS	11.1	0	-	--	--	---	--	--	---	---	--	---	--	--	---	---	---	
	11.2	0	0	0	0	0	0	0	0	0	0	0	---	---	---	---	---	
	11.3	0	0	0	0	0	0	0	0	0	0	0	--	--	--	--	--	--
	11.4	0	0	0	0	0	---	---	---	---	0	0	0	0	0	0	---	0
	11.5	0	0	-	-	--	-	-	--	--	-	--	---	---	---	---	---	---
	12.1	0	+	+	+	++	+	+	++	++	+	++	++	++	+++	+++	+++	+++
	13.1	0	0	+	+	+	+	+	+	++	+	++	++	++	++	+++	+++	+++
	13.2	0	0	+	+	+	++	+	++	++	++	+	+	+	+	+	+++	++

Options 3-17 are all expected to positively contribute to **achieving benefits** of the project. Options 2, 3, 4, 6, 7 and 10 score the least positive and have the least amount of pedestrian and placemaking space. Option 5, 8 and 11 score the same against the achieving benefit criteria, as do Options 12 and 13. Options 9, 16 and 17 score significantly positive against multiple indicators. Options with more pedestrian space (shared and dedicated) seem to score more positively against more criteria in the achieving benefits assessment dimension.

With regards to **delivering the project** the majority of options score adversely against criteria related to staging, operating cost, construction cost and disruption during construction and positively against consistency with local government plans and strategies and sustainability criteria. Options 8, 9, 16 and 17 score significantly adversely against multiple indicators. Option 16 is the only option that scores significantly positive for sustainability.

With regards to the **wider impacts** of the project the majority of options score adversely against the transport network performance criteria and positively against both the interface with proposed projects and environmental impact criteria. Options 8, 9 and 12-17 score significantly adverse against multiple vehicle transport network performance criteria. Option 16 scores significantly adverse in four out of five of the transport network performance criteria. Options 14-17 score significantly positively against at least one indicator, with Option 16 considered to be significantly positive for all of the interface with proposed projects and environmental impact criteria.

3.5 Short List Options

The outcome of the Long List assessment informed the selection of the Short List. The options were selected to address the problems / opportunities identified in the Project Investment Logic Map. This was done through developing levels of infrastructure responses that enable the benefits to be realised to varying extents. Four

⁶⁴ Criteria not assessed at Long List.

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options were selected that progressively increase the pedestrian priority and the level of intervention. The detailed form of these options was informed by the Long List Option assessment. The Short List of options includes:

- Do Minimum: Base case – existing street layout including current projects (Figure 3-2)
- Short List Option 1: Maintain two lanes of traffic – typical asphalt road carriageway (Figure 3-3)
- Short List Option 2: High quality road carriageway – continuous surface treatment/paved carriageway (Figure 3-4)
- Short List Option 3: No through traffic – shared space and no through traffic (Figure 3-5).

These four options were recommended to the Project Steering Group to be progressed to the Short List. The Project Steering Group endorsed the proposed Short List on 19 September 2019.

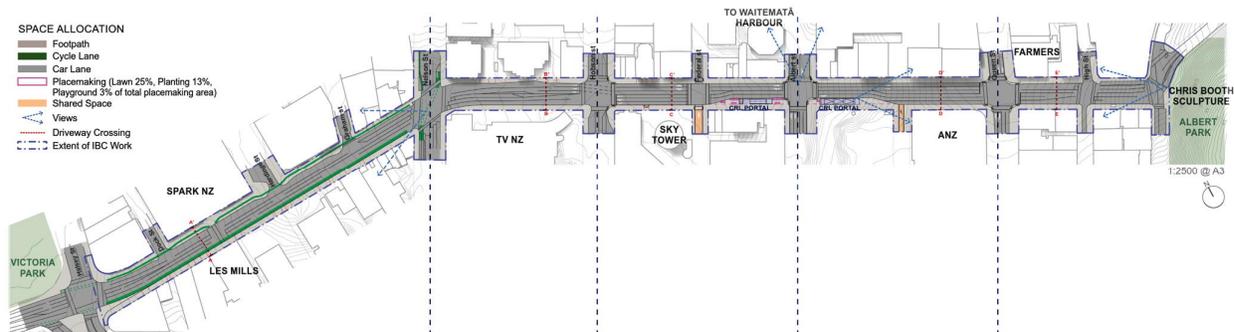


Figure 3-2: Do Minimum overall layout⁶⁵

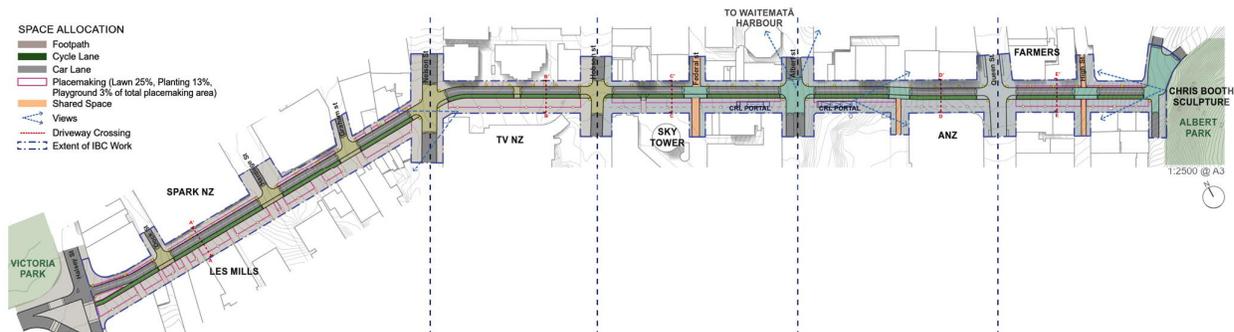


Figure 3-3: Short List 1 overall layout⁶³

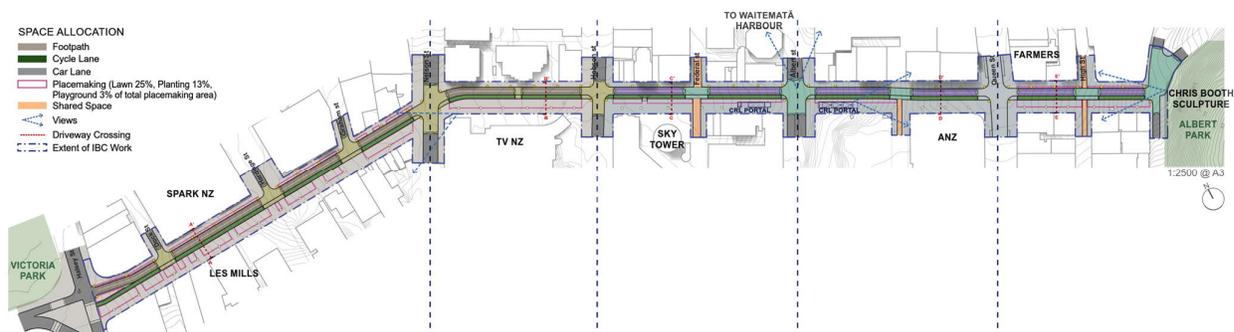


Figure 3-4: Short List 2 overall layout⁶³

⁶⁵ Larger image provided in Appendix E.

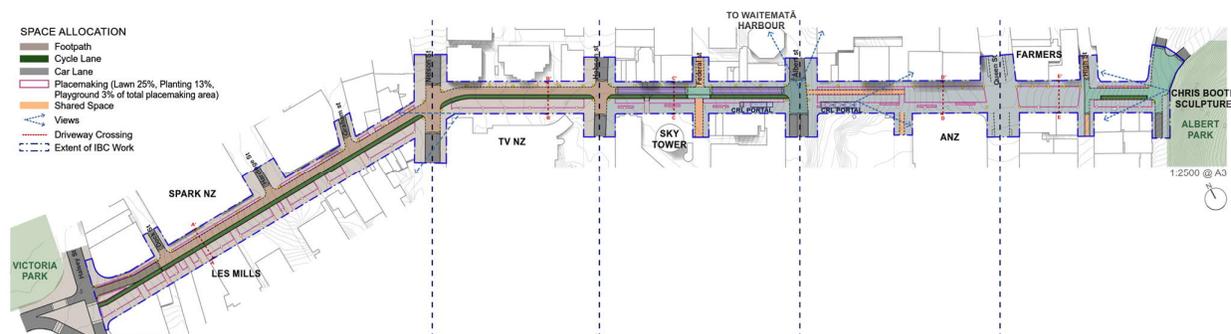


Figure 3-5: Short List 3 overall layout⁶⁶

3.6 Short List Options Assessment

3.6.1 Cost-Benefit Analysis

Economic cost-benefit analysis of the Short List Options was undertaken to provide a comparative assessment of the viability of each option. Potential benefits that were not able to be captured in the cost-benefit analysis were assessed in a Multi-Criteria Analysis assessment of the Short List Options.

The benefits and disbenefits quantified in the cost-benefit analysis included pedestrian travel time savings, urban realm benefits, cycling benefits, environmental benefits, productivity benefits and vehicle disbenefits. The costs associated with each option include preliminary capital cost estimates (Table 3-4), landscaping costs and replacement costs.

Table 3-4: Capital cost estimates for Short List Options (2019, real cost)

	Short List Option 1	Short List Option 2	Short List Option 3
Capex	\$124.7 million	\$128.3 million	\$129.6 million

The results summarised in Table 3-5 demonstrate that the productivity benefits, urban realm benefits, pedestrian travel time savings are the most material benefits. These benefits capture the value from delivering a safer and more accessible environment along Victoria Street, with increased opportunities for activity, connectivity and recreation.

Based on the costs and benefits that could be quantified, the project benefits outweigh the costs across all three shortlisted options, even when accounting for the disbenefit to private vehicle travel times. All three short listed options resulted in a benefit cost ratio greater than 1. All options have similar costs, however Short list option 3 has the highest net present value (\$506 million) and BCR (5.2) and based on these results alone would be the preferred option. However, this option also results in a significant disbenefit due to the cost it is assumed to impose on private vehicle users (a cost of \$363.5 million). Short List Option 1 has the lowest cost across all shortlisted options and the lowest disbenefits to road users. Whist Short List Option 1 and 2 have similar results, Option 1 has a slightly higher benefit cost ratio (2.7), compared to Short List Option 2 (BCR of 2.5).

Table 3-5: Cost-benefit analysis results (\$ million, present value)

	Short List Option 1	Short List Option 2	Short List Option 3
Capex	111.1	114.3	115.5
Operation and maintenance	5.2	4.9	5.2
Total Cost	116.3	119.2	120.7
Pedestrian travel time benefits	26.7	26.7	82.6
Urban Realm Benefits	70.0	70.1	119.4
Cycling benefits	11.7	11.7	11.7
Environmental benefits	2.3	2.3	3.1

⁶⁶ Larger image provided in Appendix E.

	Short List Option 1	Short List Option 2	Short List Option 3
Productivity Benefits	254.1	254.1	773.9
Vehicle disbenefit	- 45.9	- 66.5	- 363.5
Total Benefit (B)	319.0	298.4	627.3
Net present value (B-C)	202.7	179.3	506.6
Benefit cost ratio (B/C)	2.7	2.5	5.2

When considering the results, it is important to recognise that not all benefits could be quantified. Some of the benefits that could not be quantified (e.g. commercial benefits, tourism benefits, cultural heritage and identity benefits and non-use benefits)) may further improve the net present value for all Short List Options. However, it is not expected that these benefits would be material or change the ranking of the options.

A sensitivity analysis was conducted to assess the possible impact of the cost-benefit analysis results when testing key uncertainties. The net present value remained positive across all sensitivity tests and the ranking of the options was not affected.

3.6.2 Short List Multi-Criteria Analysis Summary

Using the assessment framework, the Short List options were reviewed and scored by the Project Team. The scoring of each of the Short List options against the assessment framework not already captured in the cost-benefit analysis is presented Table 3-6.

All the Short List Options are expected to positively contribute to **achieving benefits** of the project. Short List Option 1 and Short List Option 2 score less positive and have the less pedestrian and placemaking space compared with Short List Option 3. Short List Option 3 scores more positively against the indicators *Integrate cultural identity on Victoria Street* and *Dedicated infrastructure and connections for active modes*.

With regards to the **delivering the project** the Short List Options score adversely against criteria related to disruption during construction and positively against criteria relating to consistency with local government plans and strategies and sustainability. Short List Option 1 and Short List Option 2 score the same.

All the Short List Options are expected to positively contribute to the **wider impacts** of the project. Short List Option 3 scores significantly positively for interface with proposed projects and moderately positive for environmental impact.

Overall, Short List Option 3 scores more positively and less adversely against the Multi-Criteria Analysis performance measures evaluated. Short List Option 1 and Short List Option 2 score very similarly. The investigation and assessment of Short List Option 1 and 2 has shown that these two options are so similar that they could be considered design variations of the same option.

Table 3-6: Short List Option Scores

Criteria	Performance Measure	Do Minimum	Short List 1	Short List 2	Short List 3	
ACHIEVING BENEFITS	2.1	Number of conflict points between modes. Provision of dedicated crossing points between key destinations. Reduction of demand on a person's attention (i.e. less lanes to cross places less demand on a pedestrian's decision-making process to cross)	0	+	+	+
	3.1	Art in the public realm and streetscape provides the opportunity for reflection on the natural and cultural identity on Victoria Street	0	++	++	+++
	4.1	Ability to safely accommodate the predicted increase in the numbers of pedestrians, cyclists and other active transport modes	0	+	+	++
DELIVERING THE PROJECT	6.3	Option delivers outcomes that are attractive to current businesses located on Victoria Street which therefore provides the opportunity for private sector funding contributions	0	+	+	++
	7.1	Option supports the realisation of Auckland Council's City Centre Masterplan 2012, directions and focus areas and other Plans and Strategies	0	+	+	+
	8.1 ⁶⁷	Option mitigates risk of stakeholder objections which may delay project delivery or constrain the realisation of intended benefits	0	n/a	n/a	n/a
	9.1	Option takes a sustainable approach to construction and on-going management	0	+	+	++
	10.1	Ease of construction, or staging of construction using standard methodologies	0	--	--	-
WIDER IMPACTS	12.1	Option supports the benefits realisation of other planned investments such as City Rail Link and Auckland Light Rail through minimisation of rework, lane / corridor configuration	0	+	+	+++
	13.1	Option reduces the environmental footprint of Victoria Street through improvements to stormwater discharge and air quality improvements. i.e. lower AADT / bus numbers	0	+	+	++
	13.2	Opportunities for the quantity and diversity of flora to be introduced to Victoria Street with regard to the fauna it will likely attract	0	+	+	++

3.7 Short List to Preferred Way Forward

The Short List Options developed have been compared and assessed. Costs and benefits that could be quantified in monetary terms were captured in the cost-benefit analysis. Other key costs and benefits that were not captured in the cost-benefit analysis were considered using the assessment framework.

The cost-benefit analysis showed that Short List Option 3 is expected to have the highest benefit of the three Short List Options. At this level of detail, the three Short List Options are similar in terms of construction and maintenance costs. All three options achieve similar cycling and environmental benefits. Short List Option 3 is expected to achieve far more benefits than Short List Options 1 and 2 for productivity uplift, pedestrian travel time and urban realm. However, not permitting through traffic in Short List Option 3 is expected to result in significant vehicle disbenefits.

The Short List Multi-Criteria Analysis assessment provided little differentiation between Short List Option 1 and 2 with the alternative pavement characteristics not having a material impact on the result. In progressing the Detailed Business Case it would therefore be appropriate to continue to explore alternative pavement materials.

Short List Option 3 scores more positively and less adversely against the assessment framework performance measures evaluated. However, Short List Option 3 does not meet the key project requirement of maintaining two lanes of traffic (one in each direction) for the purpose of maintaining emergency and local property access as well as accommodating bus and servicing requirements.⁶⁸ Therefore Short List Option 3 was not selected as the Preferred Way Forward and discounted.

⁶⁷ Criteria not assessed at Short List.

⁶⁸ See Section 2.4.1 for Key Project Requirements

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As Short List Option 3 does not meet the project requirements and Short List Option 1 is expected to have the lowest cost and lowest vehicle disbenefits while also achieving more benefits than Short List Option 2, Short List Option 1 was recommended to the Project Steering Group as the Preferred Way Forward. The Project Steering Group endorsed Short List Option 1 as the Preferred Way Forward on 31 October 2019 with three conditions:

- 1) A review of the cost estimate and assumptions
- 2) Explore options for future proofing to recognise potential outcomes of Short List Option 3
- 3) Consider the flexibility of the design to allow for temporary closures/pedestrianisation.

To meet future city centre aspirations and shape how people move through the city, while progressing with Short List Option 1 as the Preferred Way Forward, the project will also need to consider potential future changes within the city centre. Changes to Council policy and reductions in traffic demand may alter the project requirements and enable Short List Option 3 to be considered in the future.

3.8 Preferred Way Forward

The Preferred Way Forward for Te Hā Noa draws together the vision and aspirations outlined in the City Centre Masterplan and options analysis undertaken in this Indicative Business Case. Short List Option 1 will deliver a cohesive and unifying design strategy that will enable the development of an episodic place making approach that responds to the varying urban conditions of the corridor. The concept drawings of the Preferred Way Forward are provided in Appendix I.

The two-lane carriageway maintains public transport and vehicle access to properties and the city centre whilst reprioritising the mode allocation to pedestrian and cycling movement and urban realm amenity. The City Rail Link Aotea Station portals are accommodated in generous paved areas, future proofing the corridor for growing public transport patronage and associated pedestrian demands. These key transformations will deliver on the projects vision of a place for people that is safe, healthy and vibrant.

The general arrangement of the corridor positions the carriageway to the north in a near alignment with the existing northern kerb. This approach concentrates the majority of the 'linear park' placemaking on the southern side of the corridor optimising the sunny environmental conditions and minimising conflicts with street intersections. The cycle facility is immediately adjacent to the placemaking areas to the south contributing to the sense of scale and providing a transition zone between the carriageway and placemaking activity areas. The establishment of the asymmetric street arrangement maximises the opportunity to deliver a continuous linear park experience catering for common elements such as native trees and understory planning, lighting and street equipment.

Block A between Halsey and Nelson Streets is configured to allow gateway elements and an urban wetland opportunity referencing the historic Wai Kōkōta (reclaimed bay to the east). Spaces will cater for both active and passive recreation with a range of users such as residents of the Victoria Quarter, gym members, employees of local businesses and café diners. Placemaking areas have allowed for multiple trees, understorey planting, storm water treatment and grass with bespoke seating elements. It is anticipated that the materials palette developed for this zone would be of a similar quality to the recently implemented Daldy Street Linear Park in the Wynyard Quarter. Materials could include specialty mix exposed aggregate concrete pavements, and furniture elements primarily constructed of concrete and durable hardwood.

This level of finish continues into Block B between Nelson and Hobson Streets, however the placemaking areas could provide additional amenity for residents of apartment blocks on the street and be an attraction for other residents of the precinct. Provision has been made to incorporate a continuation of the common elements whilst also allow for a playground, space for food trucks and an interactive artwork on the blank wall on the TVNZ boundary.

In the blocks east of Hobson Street the central city materials palette is adopted utilising high-quality stone pavements, street equipment and bespoke elements. This will integrate with already established spaces such as Sky City, the Federal and Elliott Street shared spaces and Queen Street. The high-quality materials will indicate a transition to the central city whilst responding to the greater number of users in the area.

Blocks C and D located from Federal Street to Queen Street will need to accommodate the increase in pedestrian numbers due to the City Rail Link Aotea Station portals. The linear park will be urban in character in this location with open and flexible movement zones for pedestrians. In strategically located areas there is an

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opportunity for placemaking elements that could include cultural features and bespoke seating elements. Space has been allowed in the Queen Street valley for an expression of the Waihorotiu and a wayfinding marker/artwork near the Eastern City Rail Link Aotea Station portal. There will likely be a wayfinding overlay at each of the key intersections along the length of the corridor.

Block E, between Queen Street and Kitchener Street, will experience high footfall and placemaking elements will provide both a place to rest through high end bespoke seating near trees and planting whilst providing outdoor seating areas for local cafes. On the northern side of the street to mitigate the effect of the blank carpark wall the design allows the opportunity to attach a green wall of climbing plants.

Although the carriageway is proposed at a lower level to the footpaths throughout the corridor and is likely to be a standard roading surface, the regular raised crossings continue the pedestrian surface finish for each block between the two sides including any patterns in the pavement. This is to emphasise a pedestrian priority, slow vehicle movement, give the sense that the park extends from building line to building line and the vehicle carriageway passes through the park as opposed to the project just being a streetscape upgrade. The design for Te Hā Noa will be further developed as the project progresses through the Detailed Business Case.

3.9 Value for Money Assessment of Short List Option 1

The Project Steering Group endorsed Short List Option 1 as the Preferred Way Forward to take to Detailed Business Case. This decision was based on a robust options appraisal process that included a quantitative cost-benefit analysis and Multi-Criteria Analysis. As requested by the Project Steering Group the capital cost and operating and maintenance costs for the Short List Option 1 were revised following further design development, assessment of risks and inclusion of client costs, and included in an updated cost-benefit analysis. The following sections present the updated cost estimate and economics analysis for the Preferred Way Forward Short List Option 1.

3.9.1 Short List Option 1: Revised Capital Cost Estimate

Capital cost estimates were developed by block, utilising a combination of measured bulk quantities, elemental rates and analysis from similar projects and priced at rates which are considered to current in the market. Rider Levett Bucknall (RLB) revised the cost estimate for Short List Option 1 which resulted in a total cost uplift of approximately \$95 million. The updated cost reflects:

- More detailed scope as the Indicative Business Case design was developed (For example, the cost now includes trafficable pavements)
- Inclusion of client direct costs which Auckland Council provided
- Inclusion of updated scope risk allowances (including traffic management, utilities and stormwater works)
- Revised escalation to reflect better understanding of how the project will be staged.

The variation in cost estimate by block is summarised in Table 3-7. The updated cost plan and a detailed breakdown of variation in costs between the interim cost estimates and the revised estimates is provided in Appendix J.

Table 3-7: Capital cost reconciliation summary (\$ nominal, RLB, 2020)

	IBC interim estimate (October 2019)	IBC final estimate (February 2020)	Difference
Block A	51,120,000	88,810,000	37,690,000
Block B	17,720,000	33,800,000	16,080,000
Block C	23,340,000	38,320,000	14,980,000
Block D	24,890,000	38,450,000	13,560,000
Block E	28,050,000	41,130,000	13,080,000
Total	145,120,000	240,510,000	95,390,000

An indicative cashflow is provided in Table 3-8 and Figure 3-6. This allows for an 11-year timeline (see Section 5.1 for further details on the indicative cashflow aligned with the proposed staging and timing documented Section 4.1), with:

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- Planning and design for Blocks C, D and E commencing in 2020 and design for Blocks A and B commencing in 2026.
- Block D construction is first, commencing in 2023, followed by Block C and D in 2026.
- Blocks A and B construction on Block D commencing first. Blocks A and B designs are scheduled to commence in 2026, Block A is scheduled to commenced in 2029 and Block B in 2031.
- All construction will be completed by 2032.

Table 3-8: Indicative project delivery cashflow (\$m real, RLB, 2020)

Year ending (30 June)	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Block A	-	-	-	-	-	-	1.7	1.7	1.7	29.9	29.9	-	65.0
Block B	-	-	-	-	-	-	1.0	1.0	-	1.0	1.0	20.3	24.2
Block C	1.0	1.0	-	-	-	1.0	15.1	15.1	-	-	-	-	33.1
Block D	1.1	1.1	1.1	20.8	10.4	-	-	-	-	-	-	-	34.6
Block E	1.1	1.1	-	-	-	1.1	16.2	16.2	-	-	-	-	35.6
Total	3.2	3.2	1.1	20.8	10.4	2.1	33.9	33.9	1.7	30.9	30.9	20.3	192.5

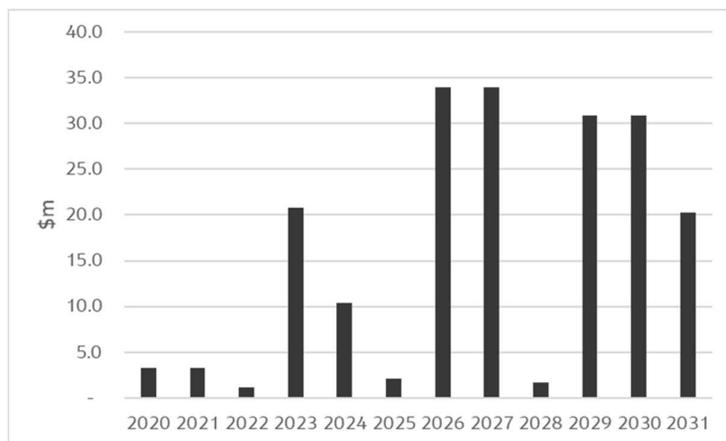


Figure 3-6: Project delivery cashflow summary (\$m, 2020 dollars)

3.9.2 Short List Option 1: Revised Operating and Maintenance Costs

Preliminary replacement costs and landscaping costs were captured in the cost-benefit analysis presented to the Project Steering Group. Replacement and maintenance costs have been updated and refined to reflect a better understanding of the design scope as well as consultation with Auckland Council. The only incremental costs relevant to the assessment are landscaping and associated costs. Other maintenance costs (e.g. for asphaltting) are not expected to materially differ to the base case costs and have therefore been excluded. Operating costs are also not captured in the analysis as they are assumed to be similar to the base case costs (i.e. there are no incremental costs). This assumption will be tested further as part of the Detailed Business Case.

Assumptions for landscaping replacement costs that are incremental to base case costs are summarised in Table 3-9. Landscaping maintenance costs are summarised in Table 3-9. A summary of the landscaping maintenance cost cashflow is in Table 3-11.

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Table 3-9: Landscaping replacement costs assumptions

Cost component	Estimate	Key assumptions
Play area asset replacement	\$250,000 every 15 years	<ul style="list-style-type: none"> Replacement estimate is based on RLB cost plan Replacement period is based on a 15-year asset life Relevant for Blocks A and B only. Replacement commences in 2045 in Block A and 2046 in Block B
Miscellaneous street furniture asset replacement	\$90,000 every 15 years	<ul style="list-style-type: none"> Replacement estimate is based on RLB cost plan Replacement period is based on a 15-year asset life Relevant for Blocks C, D and E. Replacement commences in 2039 in Block D and 2041 in Blocks C and E
Water feature asset replacement	\$250,000 every 15 years	<ul style="list-style-type: none"> Replacement estimate is based on RLB cost plan Replacement period is based on a 15-year asset life Relevant for Block D only Replacement commences in 2039
Green wall asset replacement	\$500,000 every 15 years	<ul style="list-style-type: none"> Replacement estimate is based on RLB cost plan Replacement period is based on a 15-year asset life Relevant for Block E only Replacement commences in 2041
Contingency	15%	<ul style="list-style-type: none"> A contingency allowance for all replacement costs has been included to allow for the scope uncertainty. This is consistent with the allocated contingency for landscaping in the RLB cost plan.

Table 3-10: Landscaping maintenance cost assumptions

Cost component	Estimate	Key assumptions
Planting maintenance	\$20,450/annum	<ul style="list-style-type: none"> A three-year planting estimate was included in RLB's cost plan (total \$61,350 across all the blocks) It is assumed that planting is required on an ongoing basis. RLB's allowance has been annualised and applied to duration of the assessment period. Planting maintenance costs commence in 2028 in Block D, 2030 in Block C and E, 2034 in Block A and 2035 in Block B.
Tree maintenance	\$15,340 /annum	<ul style="list-style-type: none"> A five-year tree maintenance estimate was included in RLB's cost plan (\$76,700 across all the blocks). It is assumed that planting is required on an ongoing basis. RLB's allowance has been annualised and applied to duration of the assessment period. Tree maintenance costs commence in 2030 in Block D, 2032 in Block C and E, 2036 in Block A and 2037 in Block B.
General maintenance	\$10,000/annum	<ul style="list-style-type: none"> This is an allowance for further maintenance of play area, water feature etc on an as-needs basis.

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Table 3-11: Landscaping maintenance cost cashflow (2020 dollars)

	2025 - 2026	2027	2028 - 2029	2030	2031	2032 - 2033	2034	2035	2036	2037+
Planting maintenance	\$0	\$0	\$1,767	\$7,667	\$7,667	\$7,667	\$17,250	\$20,450	\$20,450	\$20,450
Tree maintenance	\$0	\$0	\$0	\$2,000	\$2,000	\$5,900	\$5,900	\$5,900	\$12,980	\$15,340
Additional extra-over requirement	\$10,000	\$30,000	\$30,000	\$30,000	\$40,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
Total	\$10,000	\$30,000	\$31,767	\$39,667	\$49,667	\$63,567	\$73,150	\$76,350	\$83,430	\$85,790

It is noted that this is not a true representation of the full operation and maintenance costs associated with the options as it excludes the significant items such as periodic pavement rehabilitation. However for the purposes of options assessment, comparing against the bases case (where pavement requirements will not be materially different) this is a suitable approach for the Indicative Business Case analysis.

3.9.3 Updated Cost-Benefit Analysis Results for Short List Option 1

The updated cost-benefit analysis results for Short List Option 1 are presented in Table 3-12 below. The updated results reflect:

- The refined cost estimates, which have increased by \$95 million
- A staged delivery schedule that impacts the timing of expenditure as well as the potential benefits.

The higher costs, and delayed benefits result in a lower Net Present Value and Benefit Cost Ratio compared to the Options Assessment stage. However Short List Option 1 is still expected to deliver a strong BCR (2.0) and NPV (\$128.2 million). Productivity uplift has the greatest impact on the net benefits.

Table 3-12: Cost-benefit analysis results (\$m, present value)

	Short List Option 1
Capex	128.3
Operation and maintenance	1.2
Total Cost (C)	129.5
Pedestrian travel time benefits	23.1
Urban Realm Benefits	56.7
Cycling benefits	9.4
Environmental benefits	1.8
Productivity Benefits	209.6
Vehicle disbenefit	- 43.0
Total Benefit (B)	257.7
Net present value (B-C)	128.2
Benefit cost ratio (B/C)	2.0

3.9.4 Limitations of the analysis

In interpreting the relatively low Benefit Cost Ratio for Te Hā Noa project, it is important to understand four key limitations and exclusions that resulted in a lower Benefit Cost Ratio. Addressed in the following section key limitations and exclusions include:

- **Non-quantified benefits:** A series of potentially material project benefits could not be quantified in the cost-benefit analysis.

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- **Underestimation of base case disbenefits:** There were challenges in accurately capturing the disbenefit to pedestrians associated with the base case, especially in terms of peak pedestrian movements in and out of the City Rail Link portals.
- **Transport modelling limitations:** The available models and assumptions are likely to exaggerate the disbenefit to vehicles.
- **Exclusion of potential complementary policy decisions:** these include policies that would result in lower vehicle speeds in the city centre and would reduce the project specific vehicle disbenefits.

Non-quantified benefits

The economic analysis report (included as an appendix to the Options Assessment Report – Indicative Business Case Appendix H) details a number of benefits that were unable to be captured in the Benefit Cost Ratio due to data and/or methodological issues. A summary of these potential benefits is provided below:

- **Commercial benefits:** the placemaking opportunities provided by the Project will encourage visitors to spend more time in Victoria Street than they would have otherwise, or to choose Victoria Street as a destination or travel route. Some local benefits are expected but the net impacts across Auckland are not known. The additional space available for Auckland Council to licence for outdoor dining or similar activities may also contribute to the commercial benefits, though the extent of uptake will depend on business willingness and the final provision of space in appropriate locations.
- **Tourism benefits:** one of Auckland's key tourist destinations, the Sky City and Sky Tower precinct, is located on Victoria Street. Similar to the commercial benefits above, a linear park may encourage tourists to visit or stay longer than they would have otherwise. The linear park may also encourage more tourist to visit the street as a destination in its own right. Most of the benefits may be diverted from other parts of Auckland, but some may be new (i.e. incremental).
- **Cultural heritage and identity benefits:** The benefits being sought from the Project include improved sense of belonging and connection to place. Incorporating Mana Whenua input into design processes not only benefits the physical design but the social value that stems from the acknowledgement and utilisation of the Mana Whenua values and knowledge. This also includes recognition of the Auckland Plan 2050 outcomes under Focus Area 5 to advance opportunities to support, strengthen and advance leadership, relationships and partnering opportunities with Mana Whenua within the Auckland region.
- **Non-use value:** if Victoria Street becomes an iconic design and destination, it will become a place that Aucklanders are proud to have in their city and proud to have visitors experience. Many people not planning to use the services offered by the Project will still place value on knowing that it exists either for them to visit in the future or for future generations to enjoy.
- **Environmental benefits:** While the reduction in vehicle emission benefits are captured (assumed through the Waka Kotahi's Economic Evaluation Manual) further economic benefits associated with the environment benefit reduction of traffic may have and other environmental benefits are not captured. These may include the potential reduction of heavy metals into our stormwater system, decrease in cost associated with treatment of stormwater/ increase in health of the harbour, increase in biodiversity created through increased planting and natural re-introduction of animals/insects using the corridor, potential urban cooling effects with increased planting and carbon sequestration. There is little research into these that are New Zealand specific or how this can be monetised.
- **Wellbeing benefits:** The impacts on active modes on the health of people is well documented and is accounted for in the potential increase in cyclists. However, the increase in walking trips and the effect on mental wellbeing being surrounded by nature are documented but have not been monetised. This is another important consideration for the increasing residential population in the city centre who have limited opportunity for social interaction or ability to relax outside in a park-like environment.

The benefits discussed above are relevant but are likely to be less material than the benefits quantified. .

If these benefits could be quantified, they would increase the net present value of all short-listed options, but the ranking between options will unlikely change.

Underestimation of the base case disbenefits

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Te Hā Noa - Victoria Street linear park Project Team has not had access to detailed pedestrian movement data from City Rail Link. Of most interest is the number of City Rail Link passengers expected to be entering and exiting the Aotea Station portals at peak times. Whilst it is anticipated that the Project will alleviate crowding issues around Aotea Station, the analysis is limited in how it can quantify the associated benefits to pedestrian experience and safety. In the absence of this data, the pedestrian benefits captured in the Benefit Cost Ratio are therefore expected to be underestimated. The volume and distribution of the numbers of pedestrians associated with the City Rail Link is an important consideration that will influence the space requirements for pedestrians on Victoria Street in the Detailed Business Case.

Transport Modelling Limitations

A number of caveats apply to the transport modelling undertaken to support the business case. These relate to either the nature and limitations of the model used or to the level of detail of the analysis, noting what has been completed is commensurate with this assessment being at the Indicative Business Case stage. The limitations that may have a material impact on the Benefit Cost Ratio are as follows:

- 1) The Auckland CBD microsimulation model has fixed private vehicle demand matrices, meaning that the number and distribution of car trips is the same in the base case and project case. This is a standard approach, especially for economic assessment, and is considered appropriate as Te Hā Noa is unlikely to lead to a significant modal shift away from cars on its own. In addition, the 2028 Regional Land Transport Plan demand provided by Auckland Forecasting Centre already accounts for a reduction in car trips from/to the CBD compared with the base year, despite the increase in population and employment in the central city (e.g. the city centre population is expected to double by 2048). However, the fixed matrices mean that the impact on demand that may further reduce the number of car trips (such as reduction in lane capacity along Victoria Street) is not captured, leading to additional congestion and over-estimation of the disbenefits.
- 2) Another limitation resulting from the fixed demand is that the modelling assumes that a high number of vehicles continue to use Victoria Street to access/egress transport zones and car parks given that the reduction in capacity and speed are assumed to only discourage through traffic. This contributes to in the relatively high volume of vehicles (especially between Halsey and Nelson Street) that are assumed to be affected by the lower speed limits. The analysis to support the Detailed Business Case will need to consider whether the access/egress to development and car parks along Victoria Street may re-route to other streets once the Linear Park is in place. If this does happen, the vehicle disbenefits may be reduced.
- 3) The traffic modelling does not take into account the potential effect of the Speed Limit Bylaw 2019 (approved by the Auckland Transport Board, 22 October 2019). This generally reduces the speed limit in the City Centre to 30km/h (with the exception of current 10/h combined pedestrian and vehicles zones and Hobson, Fanshawe and Nelson Streets which will be lowered to 40km/h) and has potential to change the vehicle disbenefits associated with the lower speeds proposed on Victoria Street (which will no longer be required through the Project).

Exclusion of complementary policy decisions

The most significant barrier to a strong Benefit Cost Ratio for this project is the private vehicle disbenefits generated from the reduced vehicle capacity on Victoria Street. Additional travel time from both re-routing and reduced speed severely constrain the Benefit Cost Ratio for the project. However, these impacts need to be considered in the context of other complementary initiatives being proposed for the city centre, including Access for Everyone. Access for Everyone, included in the 2020 City Centre Masterplan, proposes to introduce a new traffic circulation system where private vehicles would access city centre zones from the city's edge. It organises the city centre into nine low-traffic neighbourhoods. At this stage we do not have a full understanding of the impacts on private vehicles, but it is apparent that this initiative is complementary to the Project. If it reduces through-traffic through the city, the travel time impacts associated with the Project would be significantly reduced.

4. Our Procurement Approach

The Commercial Case outlines the preliminary programming, consenting and procurement considerations for Te Hā Noa – Victoria Street linear park project. The preferred procurement delivery model and contract method will be determined in the Detailed Business Case.

4.1 Programming and Staging

In order to tie in with the implementation of other projects within the midtown area, spread the funding requirements and reduce construction effects of Te Hā Noa project, it is proposed that the project be implemented in four stages. The outlined programme assumes that the whole of Te Hā Noa is constructed by 2031 and that Access for Everyone is not implemented within this period.

The physical extent of each stage is illustrated in Figure 4-1 and the timing of the various project phases for each stage is shown in Table 4-1 and Table 4-2. To reflect the proposed construction staging, the development of the project Detailed Business Case should be completed in two parts. The first to include Stage 1 and 2 (i.e. Hobson Street to Kitchener Street) and the second to include Stage 3 and 4 (i.e. Halsey Street to Hobson Street).

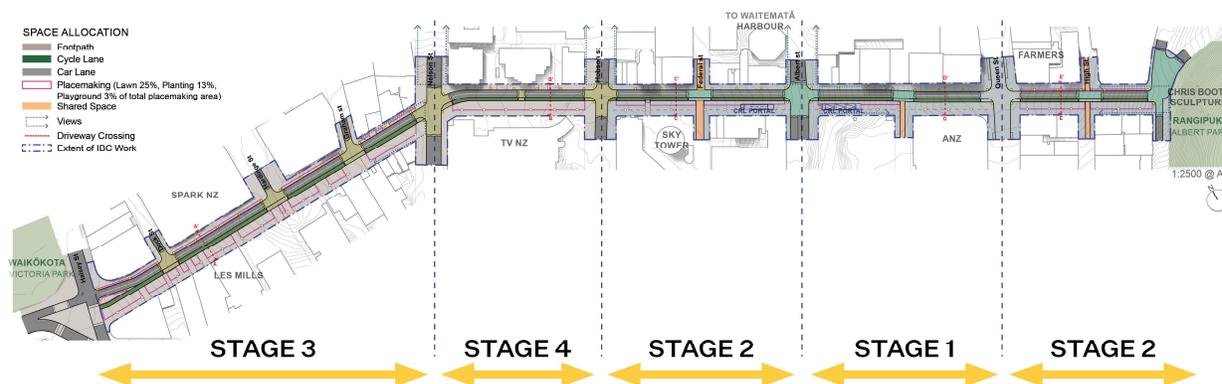
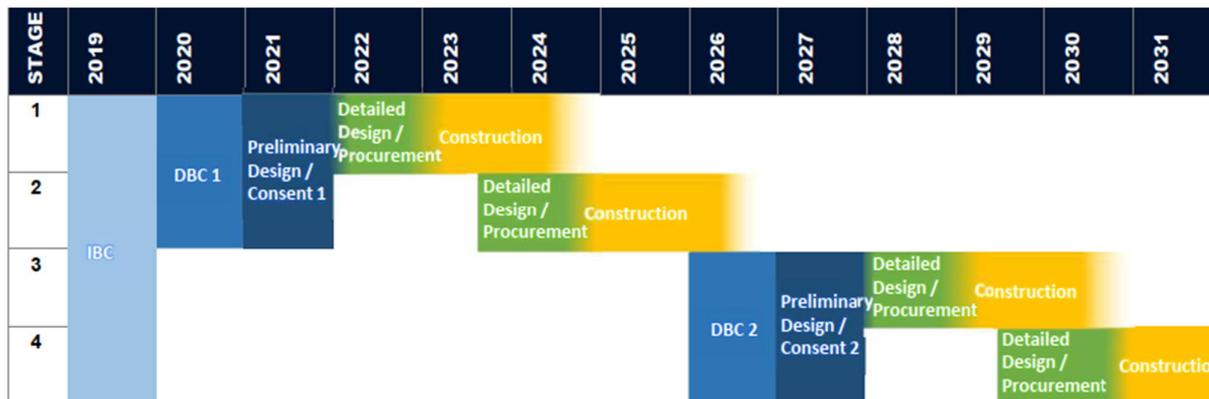


Figure 4-1: Proposed staging for Te Hā Noa project (larger image in Appendix E).

Table 4-1: Proposed construction timing for Te Hā Noa project

	Stage 1	Stage 2	Stage 3	Stage 4
Indicative sections	Albert Street to Queen Street	Hobson Street to Albert Street and Queen Street to Kitchener Street	Halsey Street to Nelson Street	Nelson Street to Hobson Street
Timing	Completed post construction of Wellesley Street Bus Improvements project Completed prior to opening of City Rail Link	Completed post opening of City Rail Link Completed prior to proposed 2028 bus network changes	Completed post the implementation of Light Rail Transit and the 2028 bus network	Completed post implementation of the 2028 bus network, Light Rail Transit and Nelson Street and Hobson Street becoming two-way

Table 4-2: Proposed programme of staging for Te Hā Noa project



4.2 Consenting

The consenting strategy prepared for the project (attached in Appendix K) outlines that the preferred approach to obtaining the approvals under the Resource Management Act (RMA) 1991 is to deliver a combined land use/regional resource consent application package.

It is noted that the Auckland Unitary Plan (Operative in Part) currently provides an enabling regulatory environment for investment in and the delivery of infrastructure and supports improvements to Auckland's public realm. The project does not include the acquisition of private land to enable delivery of the project, therefore a Notice of Requirement is not required. However resource consents will be required for construction activities and ancillary changes to buildings and vehicle accessways. Given the presence of designations, heritage overlays and planning precincts along the route, the success of the project's resource consent applications will be reliant on effective stakeholder engagement,

As previously discussed, it is assumed that the project will be delivered in four separate stages across a 10-year timeframe. Given that resource consents lapse if not given effect to within 5 years of approval, and the potential for delays to the commencement of the later stages of the project, the consent strategy recommends that the consents for Te Hā Noa are broken into two discrete packages (in alignment with the current proposed programme). This will reduce the potential for consents to lapse, allow for detailed plans to be available for inclusion with the applications and mean that consent conditions remain fit for purpose.

Given the proposed approval route and the current planning framework for Central Auckland, Table 4-3 presents the top planning risks have identified and the mitigation will be required to minimise their impact on the delivery of the project.

Table 4-3: Key consenting risks

Risk	Mitigation	Owner
Consents are notified	Early engagement with Auckland Council's resource consent team to determine what (if any) notification triggers there are. This will give the opportunity to "design out" potential notification triggers. Also, seek to minimise consents required and obtain early approval from any affected parties.	Auckland Council and Consultant
Auckland Transport does not give approval to works in road corridor	Early engagement with Auckland Transport to discuss design and operational parameters for inclusion in the project. Seek to develop a construction methodology which minimises disruption to the road network.	Auckland Council and Consultant
Significant stormwater improvements are required by Mana Whenua and/or Council	Commence early engagement with both Auckland Council (Healthy Waters, Watercare and resource consents team) and iwi to determine what their stormwater design requirements are and what can be practicably provided for as part of the Project. Engagement with Auckland Council will also help identify improvements that are already planned and how the Project could benefit from them and vice versa.	Auckland Council and Consultant
Delays in obtaining RMA 176 approval from Requiring Authorities	Early engagement with Requiring Authorities to determine what issues (if any) exist for obtaining approval. Especially critical for interaction with CRL designation (CRL Limited) and Victoria Street car park building (Auckland Transport).	Auckland Council
Delays in obtaining Archaeological Authority	Early engagement with Heritage New Zealand and iwi to so that all information is provided early to obtain the authority.	Auckland Council and Consultant
Issues with reinstatement or altering vehicle crossings and vehicle access during construction	Early engagement with affected landowners including agreeing management of vehicle access during construction.	Auckland Council

4.3 Contract Procurement

The construction of Te Hā Noa project will be a significant procurement exercise for Auckland Council. As part of the Commercial Case it is necessary to consider the procurement options available, including choice of contracting method. A key consideration is the interface with City Rail Link, particularly the construction of the Aotea station portals. This interface presents a risk to Te Hā Noa project, and the choice of procurement contract will impact the ability to mitigate at detailed design and delivery phase.

During the Indicative Business Case stage, the analysis of procurement approaches is limited to a desktop exercise. A more comprehensive assessment will be required during the Detailed Business Case including a procurement options workshop and possible market sounding with potential contractors. Investigation into various procurement options will include consideration of potential opportunities for social and sustainable procurement.

This desktop analysis has been informed by information sourced from the New Zealand Government Procurement Guidelines.⁶⁹

4.3.1 Contract Method

The selection of the contract method for the Preferred Way Forward is a decision influenced by project scale, complexity and risk as well as client relationship approach (transactional, collaborative, relationship). There are several different types (and combinations) of delivery models to choose from. Figure 4-2 presents the most common types of delivery models applied in New Zealand and where these are appropriate given the scale, complexity or degree of risk.

⁶⁹ <https://www.procurement.govt.nz/procurement/>

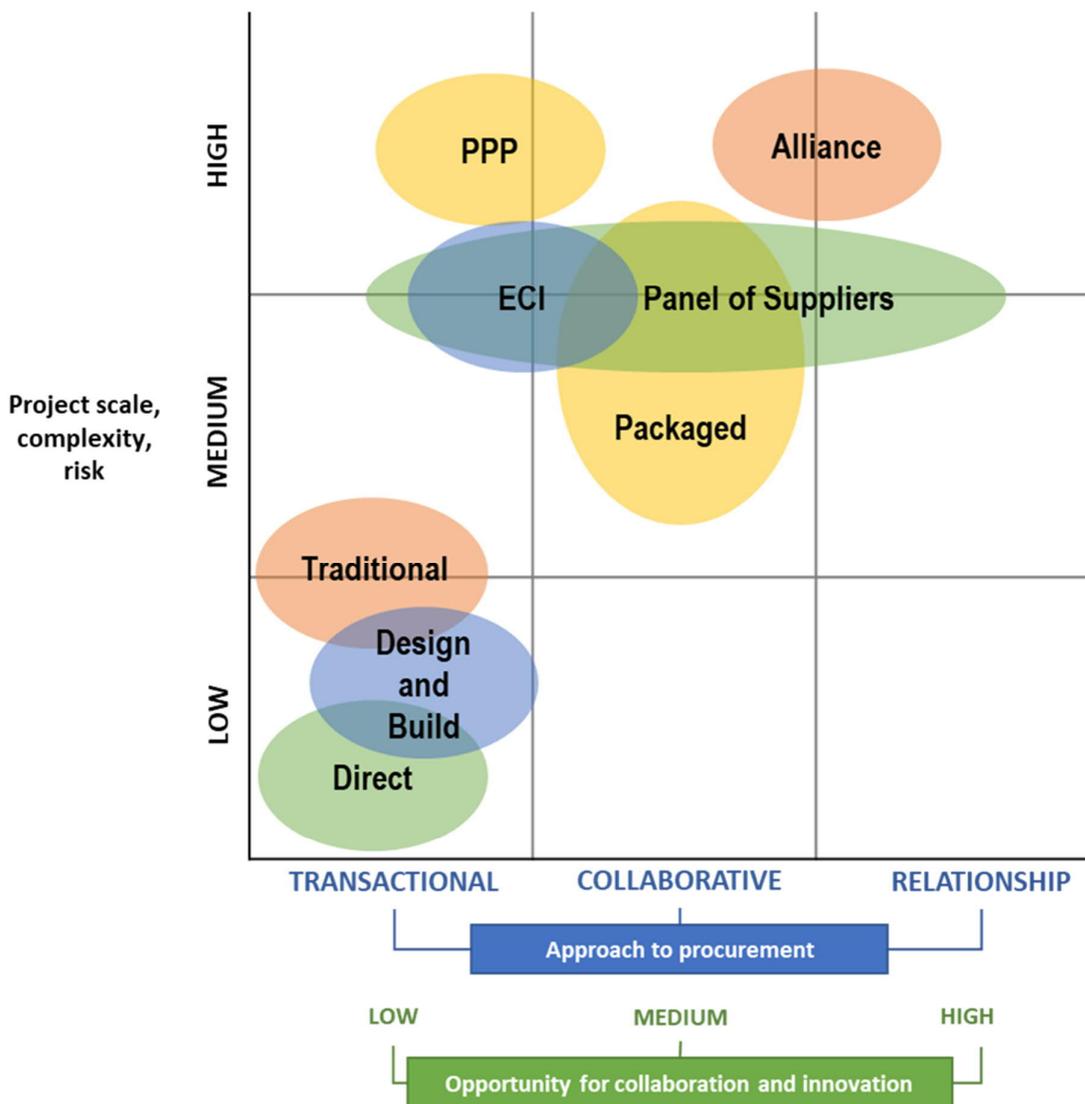


Figure 4-2: Delivery model types

At a high level, there are three principal contract methods for consideration for Te Hā Noa project, they are:

- **Traditional – construct only.** Contractors submit bids to undertake the construction work, based on the detailed design prepared by Auckland Council.
- **Design and Build.** The contractor takes on the responsibility for the detailed design as well as the construction. Auckland Council will produce a reference design but the contractor (with a design sub-consultant) is responsible for the detailed design.
- **Alliance.** Project alliancing is a relationship-style arrangement where multiple parties to work together to deliver the project. Alliance participants take collective ownership and equitable sharing of all risks associated with the delivery of the project. Likely Alliance partners would be Auckland Council, Auckland Transport, a design consultant and a contractor.

The suitability of each contracting approach for Te Hā Noa project is explained in Table 4-4.

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Table 4-4: Contract method assessment

Contract Method	Suitability for Te Hā Noa
Traditional – construct only	<p>Generally considered to be the most appropriate delivery model to use for routine and uncomplicated works of small to medium size and duration. Auckland Council as the client would retain full control of the design but in doing so, they also retain design risk which could manifest as significant variations during the construction phase.</p> <p>Specific risks associated with the contractor interfacing with CRL design and construction would need to be considered and addressed.</p> <p>Suitable for consideration for Te Hā Noa</p>
Design and Build	<p>With design and build Auckland Council can transfer the design risk to the contractor and therefore a risk premium would be reflected in the contract price. It is also important to understand that Auckland Council would lose some control over the design; however, this can be managed to a degree through the reference design and specification.</p> <p>Specific risks associated with the contractor interfacing with CRL design and construction would need to be considered and addressed.</p> <p>Suitable for consideration for Te Hā Noa</p>
Alliance	<p>Collaborative procurement methods are usually used for highly-complex or large infrastructure projects, often with multiple owner or operational stakeholders. An Alliance may also be appropriate when the scope of the project is uncertain and/or significant risks exist that need to be managed.</p> <p>Not suitable for consideration for Te Hā Noa</p>

Another contracting method often explored for infrastructure projects is a **Public Private Partnership (PPP)**. This is where the private sector partner finances and builds the facility, operates it to provide the service and then transfers control of it to the public sector at the end of the contract. A Public Private Partnership is not considered appropriate for Te Hā Noa project as they are usually only viable for large capital values (e.g. \$100 million+). Furthermore, Victoria Street is an existing publicly owned asset, carving sections of it up for private ownership is not practical.

A further contracting method that can tie-in with either a traditional or design and build delivery model is Early Contractor Involvement. Early Contractor Involvement can be used to gain early advice and involvement from a contractor into the buildability and optimisation of designs. Early Contractor Involvement is suited to large, complex or high-risk projects because it affords an integrated team time to gain an early understanding of requirements, enabling robust risk management, innovation and public value. Whilst not a large project, there is likely to be benefits in including Early Contractor Involvement with the chosen delivery model for Te Hā Noa to address issues of constructability in a constrained and operating environment.

Due to current levels of construction activity in Auckland, resource availability is limited. Consideration needs to be given to how desirable a bespoke project of this size may be to the current construction market. As mentioned earlier, the interface of Te Hā Noa project with City Rail Link represents a major project delivery risk at this stage of the project development process. One tactic to mitigate that risk is to deliver Te Hā Noa scope of works through a variation to the City Rail Link contract. This could take one of two forms:

- Construct only – construction of Stage 1 of Te Hā Noa is included as part of the reinstatement of Victoria Street required for the Aotea Station City Rail Link package of works
- Design and build - City Rail Link lead design and then construct as above.

It is important to note that City Rail Link is currently being delivered under an Alliance contract and therefore the cost to Auckland Council to deliver Te Hā Noa Stage 1 using this mechanism could be higher than if delivered using a competitive tender process. Although, Auckland Council would not be able to test the pricing in competitive market by delivering under an Alliance contract. There is the potential for efficiencies and a reduction in risk associated with the project's interface with CRL; this being the main attraction of pursuing this approach. This option needs to be explored further during the Detailed Business Case.

4.3.2 Procurement Approach

The timelines, size and complexity of the proposed delivery stages of the Preferred Way Forward leads to a straight-forward selection of procurement approach – a single contract procured through an Expression of Interest and competitive tender process. The key matters informing this decision are:

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- The extent of works and construction cost value of Stage 1 mean it is unnecessary to split the capital works into smaller construction packages.
- Introducing multiple contracts and contractors would likely create more interface risk for the project and increase management overhead.
- Construction cost would usually be considered too high for direct appoint however as stated above, an option for a variation to the City Rail Link project should be considered.
- An existing panel does not exist for construction projects and Te Hā Noa project alone would not justify a panel and not likely to be enough similar projects to establish a panel. Should a traditional Construct Only contract be progressed, the detailed design may be procured using the Auckland Design Office panel.

4.3.3 Recommendation

There are three key decisions relating to contracting method that the Detailed Business Case will need to address. These are illustrated by the decision tree represented in Figure 4-3. They are to decide:

- 1) Whether to procure Te Hā Noa works through a variation to the City Rail Link contract.
- 2) Whether Auckland Council develop the detailed design, or it is passed to the contractor.
- 3) Whether to pursue an Early Contractor Involvement approach.

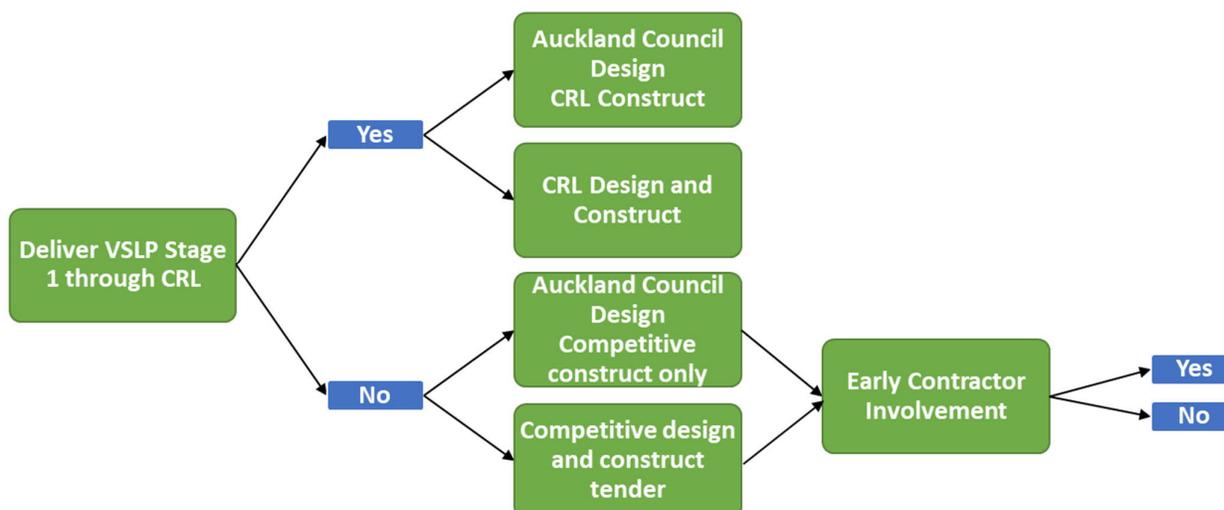


Figure 4-3: Contract method decision tree

Actions required during the Detailed Business Case development to support the procurement decision making process are discussed in Table 4-5.

Table 4-5: Detailed Business Case Actions

#	Action	Intention
1	Discussions with CRL management	Understand the appetite, practicalities and contractual implications of delivering Te Hā Noa Stage 1 through a variation to the CRL Alliance contract. Discussions will need to be ongoing. Initially they will be targeted at understanding whether this is an option to be considered at the procurement workshop. If identified as the preferred approach, detailed discussion would follow.
2	Procurement workshop	A procurement workshop will be held to determine the preferred contracting method. In preparation for the workshop, a series of criteria will be formulated to assist with assessing the alternative options.
3	Market sounding	On the basis that a non-CRL option is to be progressed, it is appropriate for the Detailed Business Case to investigate the appetite of the local construction industry for participation in tendering for the works.

5. An Affordable Investment

The affordability and funding requirements of Te Hā Noa - Victoria Street linear park project are based on delivery of Preferred Way Forward (detailed in Section 3.6) and the Auckland Council’s current funding allocation. The cost of each stage of the project will be further refined through the Detailed Business Cases as the detail of the design gets refined.

5.1 Costs and Timing

Project costs and timings for the project based on the Preferred Way Forward by stage and project phase are presented in Table 5-1 and Table 5-2 respectively. Escalation is included in order to inform the future funding requirements for the Project.

Table 5-1: Capital cost estimate for each stage (\$m, nominal)

Year ending (30 June)	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Stage 1	1.14	1.23	1.24	23.19	11.65	-	-	-	-	-	-	-	38.45
Stage 2	2.10	2.34	-	-	-	2.35	36.30	36.36	-	-	-	-	79.45
Stage 3	-	-	-	-	-	-	2.04	2.04	2.05	41.27	41.41	-	88.81
Stage 4	-	-	-	-	-	-	1.18	1.18	-	1.19	1.19	29.07	33.80
Total	3.24	3.57	1.24	23.19	11.65	2.35	39.51	39.58	2.05	42.46	42.60	29.07	240.51

Table 5-2: Indicative cash flow projections for each project phase (\$m, nominal)

Year ending (30 June)	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Fees	3.24	3.57	1.24	1.24	0.67	2.35	5.57	5.59	2.05	3.24	3.25	1.20	33.21
Construction	0.00	0.00	0.00	21.95	10.98	0.00	33.94	34.00	0.00	39.22	39.35	27.87	207.30
Total	3.24	3.57	1.24	23.19	11.65	2.35	39.51	39.58	2.05	42.46	42.60	29.07	240.51

5.2 Maintenance and Operation Costs

It is assumed that as the Road Controlling Authority, Auckland Transport will continue to care for the maintenance of Victoria Street. In addition, to Auckland Transport’s existing allowance for maintenance it is expected that some additional maintenance will be required for park elements. Details of the expected operating and maintenance costs for Te Hā Noa are provided in Section 3.9.2.

5.3 Funding

5.3.1 Budget and Variance

The Long-term Plan 2018-2028 currently allocates \$33 million of funding for the investigation and construction of Te Hā Noa from existing operating budgets. The allocation of funding from the Long-term Plan and the funding variance is presented in Table 5-3. This results in a funding deficit of \$12.24 million by the end of the 2025 financial year. To complete the whole of Te Hā Noa as part of the next Long-term Plan 2021-2031 additional funding of \$207.51 million would be required.

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Table 5-3: Indicative funding and variance (\$m, nominal)

Year ending (30 June)	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Long-term funding budget	-	-	7.60	4.75	6.65	14.00	-	-	-	-	-	-	33.00
Estimated project costs	3.24	3.57	1.24	23.19	11.65	2.35	39.51	39.58	2.05	42.46	42.60	29.07	240.51
Variance	-3.24	-3.57	6.36	-18.44	-5.00	11.65	-39.51	-39.58	-2.05	-42.46	-42.60	-29.07	-207.51
Cumulative Variance	-3.24	-6.81	-0.45	-18.89	-23.89	-12.24	-51.75	-91.33	-93.38	-135.84	-178.44	-207.51	-207.51

Options for addressing the funding shortfall include re-phasing the project spend, re-allocating funding from the current planned CAPEX programme, allocating funding in the Long-term Plan 2021-2031 (for 2029, 2030 and 2031 financial years) and identifying alternative funding mechanisms. Opportunities include cost recovery from budgets for proposed renewals along the corridor and the City Rail Link Alliance which has budget allocated for the reinstatement of Victoria Street. As further work is undertaken the cost of the project will be refined and investigation into possible other funding streams (e.g. project revenues) will be undertaken. The Detailed Business Case will also look at how much of Te Hā Noa can be completed as part of Stage 1 within the current allocated funding budget.

5.3.2 Project Revenues

Potential project revenues could include private sector development contributions, targeted rates, fees and charges or other sources.⁷⁰ For example, there are potential opportunities for outdoor dining licenses on Victoria Street that allow businesses to lease public space.⁷¹

The assessment of options as part of the Multi-Criteria Analysis included assessment of the potential for options to deliver outcomes that are attractive to current businesses located on Victoria Street which could provide the opportunity for private sector funding contributions. However, no detailed analysis of potential project revenues has been undertaken.

⁷⁰ Revenue and Financing Policy, 2019, Auckland Council

⁷¹ Apply for an outdoor dining licence, Auckland Council, <https://www.aucklandcouncil.govt.nz/licences-regulations/business-licences/outdoor-dining-licences/apply-outdoor-dining-licence/Pages/check-need-outdoor-dining-licence.aspx>

6. Delivering Te Hā Noa

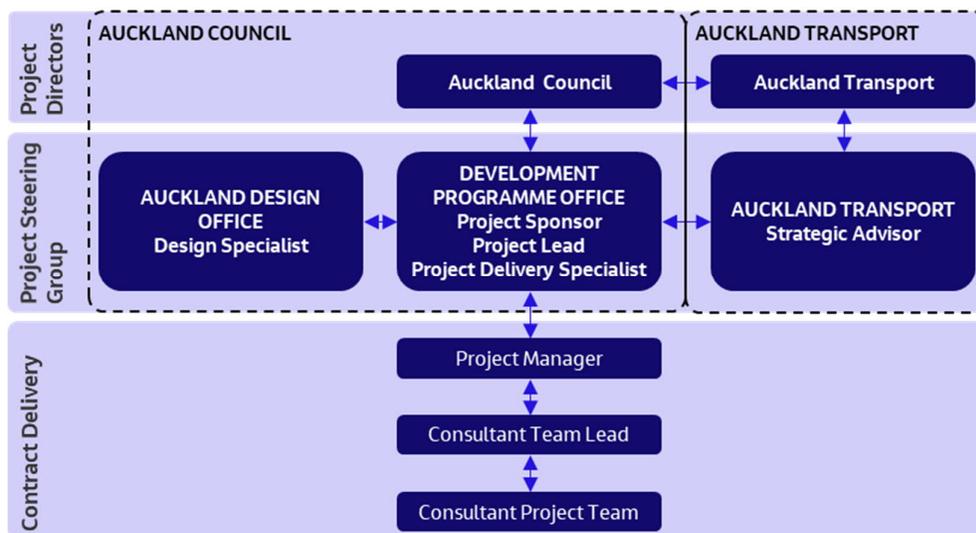
The following section outlines the initial planning of the arrangements needed to successfully deliver Te Hā Noa - Victoria Street linear park project. The details of how the project will be management will be developed through the Detailed Business Case.

6.1 Project Governance

The project's governance has been developed to include an overarching Project Steering Group so that there is adequate representation at a governance level throughout the delivery of the professional services contract and the deliverance of the main components required during the statutory approvals process. The Project Steering Group includes the following representatives, including a representative from both Auckland Council and Auckland Transport:

- Project Sponsor, Development Programme Office
- Project Lead, Development Programme Office
- Project Delivery Specialist, Development Programme Office
- Design Specialist, Auckland Design Office
- Transport Planning and Strategy, Auckland Transport

The Project Steering Group reports to the Project Directors: John Dunshea (Auckland Council) and David Nelson (Auckland Transport).



6.2 Project Plan

The next phase of the project is the Detailed Business Case for the section of Te Hā Noa between Hobson Street and Kitchener Street. This work began late March 2020. The draft Detailed Business Case is planned to be completed February 2021. Engagement activities are planned to run in parallel with the Detailed Business Case with activation events to be scheduled early in the Detailed Business Case and public consultation in October 2020.



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6.3 Risk Management

A risk register has been maintained during the development of the Initiative Business Case and is included in Appendix G. Section 2.4.3 provides an overview of the current top risks and mitigations. The project risks will continue to be monitored and the risk register regularly updated as Te Hā Noa project progresses.

6.4 Stakeholder and Public Communication

The Engagement Plan prepared for Te Hā Noa project (attached in Appendix B) provides the proposed approach for public consultation and liaison with stakeholders to communicate positively the aim of project.

The development of this Indicative Business Case has focused on engaging with key stakeholders at Auckland Council and Auckland Transport. Engagement has included targeted stakeholder engagement and consultation with the 'Community of Practice' and establishing a strong partnership with Mana Whenua.

A broader range of consultation is proposed to take place as the project progresses to the Detailed Business Case. This will include public consultation proposed to consider how specific stages of Te Hā Noa could be delivered. During this phase, consultation may involve a range of street-level activation tactics to engage with the city centre local community and regional interest groups. The scope of this consultation is yet to be determined.

7. Recommendations and Next Steps

As a result of the Indicative Business Case, it is recommended that investment in Te Hā Noa - Victoria Street linear park project proceed with further investigation into Short List Option 1 having been identified as the Preferred Way Forward.

A number of key benefits are expected as a result of the investment, including the following:

- Benefit 1: Increased pedestrian and cycling linkages for movement along and across Victoria Street
- Benefit 2: Activated quality spaces for commercial and recreational activities
- Benefit 3: Improved sense of belonging and connection to place
- Benefit 4: Healthier and more sustainable city centre.

Not all of these benefits were able to be fully captured in the cost-benefit analysis. It is recommended that during the next stage of the project, techniques are investigated that will enable valuation of these benefits so that they can be better reflected in the cost-benefit ratio.

Initial assessment of potential construction staging has identified that the sections of Victoria Street between Hobson Street and Kitchener Street are likely to be progressed earlier than the sections between Halsey Street and Hobson Street due to timing of various planned city centre projects; including City Rail Link.

To reflect the programming and construction staging, this Indicative Business Case seeks approval for Auckland Council to proceed with development of two Detailed Business Cases. Each of the Detailed Business Cases will build on the work completed in this Indicative Business Case to progress the Preferred Way Forward by resolving key issues and will form the basis further advice.

The first Detailed Business Case for the section between Hobson Street and Kitchener Street began in March 2020. A focus of the Detailed Business Case will be to resolve some of the specific design issues that exist within this section of the corridor including:

- Pedestrian requirements
- Cycle provision
- Network operations
- Interface with City Rail Link and other projects
- Cultural identity
- Sustainability
- Park elements
- Urban and public realm design.

The Detailed Business Case will also consider two funding scenarios including the extent of the project that can be completed within the current funding allowance of \$33 million and the funding requirements to complete the section of Te Hā Noa between Hobson Street and Kitchener Street.

The second Detailed Business Case for the section of Te Hā Noa between Halsey Street and Hobson Street is likely to be progressed following construction of the extent of the first Detailed Business Case.

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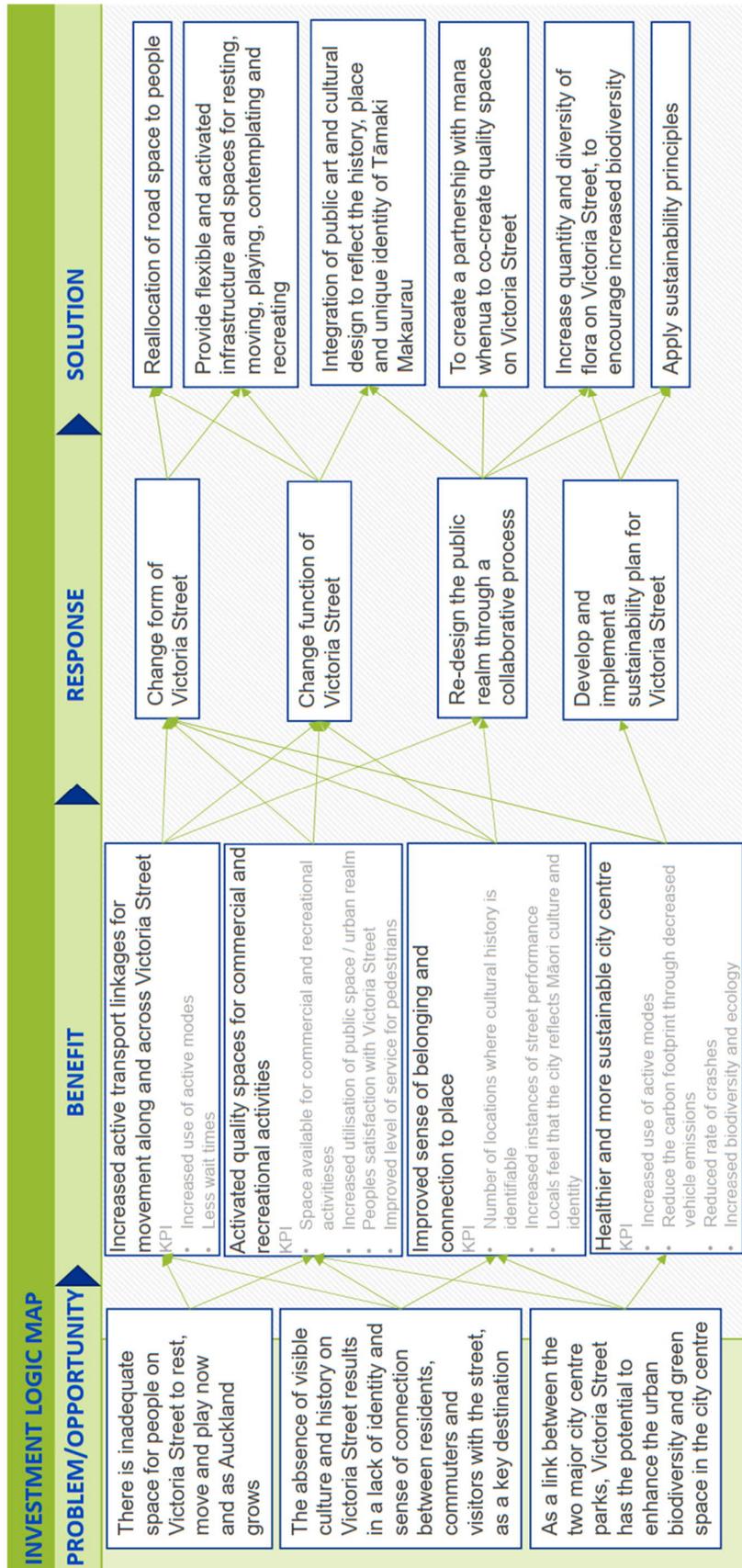
Appendix A. Position Paper

Appendix B. Engagement Plan

Appendix C. Workshop Summaries

C.1 Workshop 1 Summary

Appendix D. Investment Logic Map



Appendix E. Victoria Street Drawing Pack

Appendix F. Project Requirements and Assumptions

There is a significant change occurring and proposed in Auckland's city centre now and in the future. As such, a base set of key project requirements and assumptions has been documented to form the basis of the development of the concept for the project.

The agreed basis for concept development includes the following:

- The budget is \$30 million to construct Stage 1. The extent of Stage 1 will be driven by this budget.
- Increase provision for pedestrian movement along Victoria Street is to be provided to respond to anticipated growth along the corridor.
- Provision for cyclists along Victoria Street between Halsey Street and Queen Street are to be provided.
- Provide for the minimum egress and evacuation requirements for City Rail Link Aotea Station. This information is required to be advised by City Rail Link Limited and to accommodate for the increase to nine car trains if further spaces is required outside of the reference design.
- Maintaining a minimum of two lanes of traffic (one in each direction) in the short term (dependant on the progress and development of long-term plans such as Access for Everyone) for emergency vehicles, goods, services and property access.
- Victoria Street is identified as the only midtown east-west link for vehicles. As such this corridor is expected to provide cross city connectivity in the form of two general traffic lanes, notwithstanding development of future plans noted above.
- Allowance for buses on Victoria Street as per the Bus Reference Case 2028 which assumes bus services travel along Victoria Street from Victoria Park to the east. These are proposed to include the Inner Link, turning left into Queen Street pre the potential Light Rail on Queen Street and post Light Rail left onto Albert Street along with the 106 (westbound direction only) bus services, in both scenarios.
- The Bus Reference Case 2028 also indicates the 2024 Onewa Road services (95 and 97) are anticipated to terminate on Hobson Street. These services will then turn left onto Victoria Street to commence their service immediately to the east of Federal Street where they would then turn left onto Albert Street. The Bus Reference Case notes that these services will terminate on Victoria Street to the west of Federal Street, however Auckland Transport has confirmed another project is making these changes. The Bus Reference Case also notes that Auckland Council do not support the termination of the Onewa Services on Victoria Street to be viable when the linear park. This assumption needs to be agreed between Auckland Council and Auckland Transport before the development of the Short List.
- Local access to properties on Victoria Street is to be maintained. Some restrictions to time of day may potentially be introduced.
- Maintain vehicle circulation and connection to side streets within the midtown area, in conjunction with Wellesley Street Bus Improvements Detailed Business Case to enable access. It is expected that circulation will be modified to discourage through traffic using Victoria Street.
- It is assumed that traffic volumes will decrease in the city centre over time, due to other initiatives (such as the implementation of Access for Everyone) prior to the construction of the full extent of the Victoria Street linear park.
- The implementation of the Victoria Street linear park is anticipated over a number of years. For the Preferred Way Forward in this Indicative Business Case, flexibility will be required in the design to enable to the design to response to future uncertainties. Assumptions of what may or may not be included will be made at a high level to allow the principals and intention of the design to be realised in more detail as the project progresses and more certainty is provided.
- The “Do Minimum” scenario is considered to be the same as the Wellesley Street Bus Improvements Detailed Business Case assumptions, with the inclusion of the preferred option identified and the Crossover Network implemented. This includes the City Rail Link and Light Rail Transit projects implemented and other small transport network improvements.

Appendix G. Risk Register

Appendix H. Options Assessment Report

Appendix I. Preferred Way Forward Concept Drawings

Appendix J. Preferred Way Forward Cost Estimate

Appendix K. Consenting Strategy

Te Hā Noa – Victoria Street linear park

Indicative Business Case