

Under the Resource Management Act 1991
In the matter of Notices of Requirement to enable the construction, operation and
maintenance of the City Rail Link

Between

Auckland Transport

Requiring Authority

and

Auckland Council

Consent Authority

Statement of Evidence of Alistair Ray

Qualifications and Experience

1. My full name is Alistair Justin Ray.
2. I have a BA (Hons) Degree in Town Planning, a Postgraduate Diploma in Town Planning and a Masters Degree in Urban Design. I have almost 20 years experience working in urban planning and urban design, gained in both the public and private sector, in both the UK and in New Zealand. I am presently employed as Associate Principal and head of the Urban Design team at Jasmax in its Auckland office, although my role includes work across New Zealand. I am currently a part time senior lecturer for the Masters in Urban Design course at Auckland University.
3. I have been involved in the production of several complex urban design frameworks and masterplans around transport hubs and/or town centres, including Parnell Station masterplan, Orakei Village (transit oriented development) masterplan, and Massey North Town Centre urban design framework. I have also provided Auckland Council with expert urban design advice on the Auckland Plan, the City Centre Masterplan and the draft Unitary Plan and I am a current member of Auckland Council's Urban Design Panel.

Scope of Evidence

4. My evidence will address the following:
 - (a) The role of the Urban Design Framework (UDF) in the CRL project;
 - (b) The methodology for developing the UDF;
 - (c) The UDF:
 - (i) Mana whenua cultural design principles
 - (ii) Urban design principles; and
 - (iii) Urban design initiatives;

- (d) Proposed conditions;
- (e) Response to submissions; and
- (f) Response to Council Report.

Summary of Evidence

5. The City Rail Link (CRL) project is the construction, operation and maintenance of a 3.4km underground passenger railway (including two tracks and up to three underground stations) running between Britomart station and the North Auckland Line (NAL) in the vicinity of the existing Mount Eden Station. The project requires an additional 850m of track modifications within the NAL.
6. As part of the CRL project, an Urban Design Framework (UDF) has been produced in order to ensure that the project takes into account good practice urban design matters.
7. The UDF establishes a set of best practice urban design principles specific to the CRL project, which have been drawn from previous CRL work; from national and local urban design principles and frameworks; and from liaison with other appointed specialists to the project.
8. The urban design principles are intended to be used to guide subsequent design phases of the CRL and they represent international good practice urban design. The principles will ensure that the CRL delivers good urban design outcomes.

The Principles have been grouped into 4 main topics:

- (a) Mana whenua Cultural Design Principles – recognising the opportunity to acknowledge and celebrate the rich Māori pre and post European contact history that is prevalent in this area;
- (b) Movement and Connections – dealing with issues of how we move around to/from the stations;
- (c) Public Realm and Landscape – dealing with issues around the quality of public areas around the stations; and

- (d) Existing and New Buildings / Structures – dealing with issues around building forms and structures that will be affected or be built as part of the CRL project.
- 9. In total, 31 principles have been established through a process of synthesising higher level urban design principles and strategies (both national and local documents) that currently exist and applying them to the local context. The result is a set of urban design principles that are both specific to this project and specific to this location (as opposed to a set of national generic urban design principles).
- 10. In addition, the Urban Design Framework identifies a number of urban design initiatives or ideas to guide what could take place within (or in the immediate vicinity of) the designation footprint of each station on the CRL, in order to ensure that good urban design outcomes are achieved in those locations.

Background and role

- 11. Jasmox is part of Auckland Transport's Principal Advisor (PA) team. The PA is led by Aurecon NZ Ltd and comprises the principal partners of Aurecon NZ Ltd, Mott MacDonald, Jasmox and Grimshaw. The PA reports directly to Auckland Transport's Delivery work stream which is responsible for delivery of the CRL project. The PA is also supporting the Notice of Requirement (NoR) and Property work streams.
- 12. As part of Jasmox's wider role on the CRL project, I was appointed as the Principal Advisor – Urban Design in March 2012, and have been involved in the CRL project since then. My scope of work was to develop an Urban Design Framework to support the preparation of the City Rail Link (CRL) Notice of Requirements (NoR). This included liaison with Rau Hoskins of Design Tribe – the appointed Specialist Urban Designer (Māori) by Auckland Transport – in order to ensure that Māori and cultural urban design values are properly considered.
- 13. I am familiar with the project area, having been based in different parts of Auckland central city area for the last 7 years; having carried out several major projects within Auckland CBD; and having attended multiple site visits with the project team.

14. I have read the Code of Conduct for Expert Witnesses as contained in the Environment Court Consolidated Practice Note (2011), and I agree to comply with it as if this hearing was before the Environment Court. My qualifications as an expert are set out above. I confirm that the issues addressed in this brief of evidence are within my area of expertise. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed.

The role of the Urban Design Framework (UDF) in the CRL project

15. The role of this UDF is to provide urban design direction to deliver high quality urban design outcomes from the implementation of the CRL. It covers all aspects of the CRL, where it directly or indirectly impacts on the above ground streetscape. Whilst the UDF contains design principles relating to above ground structures, these are high level design principles and are not intended to serve as architectural or engineering requirements for specific station designs. Such specific requirements are excluded from the scope of this UDF. Also it must be noted that the UDF focuses on the designation footprint and its immediate vicinity only. Possible urban design initiatives or opportunities beyond the immediate vicinity of the designation footprint have not been addressed as these would be beyond the project scope.

The Urban Design Framework (UDF)

The methodology for developing the UDF:

16. A number of project specific urban design and mana whenua cultural design principles (Principles) have been produced for the areas within the designation footprint, which have been drawn and developed from the following:
- (a) A review of previous work associated with the CRL during 2010¹;
 - (b) A review of existing urban design principles and frameworks, at both a national and local level, including:

¹ Auckland CBD Rail Link Study – Future Growth Opportunities – Urban Design Report (APB&B, Sep 2010); CBD Rail Link: Urban Design Framework (APB&B, Nov 2010)

- (i) Te Aranga Māori Cultural Landscape Strategy and mana whenua /Māori Cultural Landscape Principles & Cultural Landscape Design Approaches, Rau Hoskins (June 2012);
 - (ii) New Zealand Urban Design Protocol, Ministry for the Environment, 2005;
 - (iii) Auckland City Council CBD Urban Design Framework (November 2008);
 - (iv) Auckland Transport's Emerging Project Specific Urban Design Principles (as at March 2012);
 - (v) Auckland City Centre Masterplan, 2012 (CCMP);
 - (vi) Auckland Council Draft "Auckland Design Manual";
 - (vii) Auckland Transport Code of Practice;
 - (viii) People + Places + Spaces: A Design Guide for New Zealand, Ministry for the Environment, 2002;
 - (ix) The Auckland Plan, 2012;
- (c) Site visits; and
- (d) Liaison with AT's appointed Specialists in Urban Design (Māori)², Ecology³ and Built Heritage⁴.

17. Consequently, unlike national urban design principles that are generic and non place or project specific, the UDF urban design principles represent a list of principles specifically tailored to this CRL project.

Urban design principles overview

18. Section 2.0 of the UDF establishes a set of specific Principles at the concept design stage which will inform all later stages of design that will apply at each location, where the CRL manifests itself above ground. All subsequent design work (concept design, reference design, detailed design and construction) for the CRL will be developed with reference to these Principles in order to ensure that the CRL delivers the best urban design outcomes.

² Mr Rau Hoskins

³ Mr Simon Chapman

⁴ Mr Bruce Petry

19. The Principles apply at every location, where the CRL manifests itself above ground.
20. These Principles have been grouped into four main design themes – firstly principles relating to mana whenua cultural design, then three groups of urban design principles.
21. The Principles define a qualitative aspiration, as opposed to minimum standards, provided by rules. The order in which the Principles are set out does not represent a priority order.

Mana whenua principles

22. The first set of Principles relates to mana whenua cultural design, recognising the opportunity to acknowledge and celebrate the rich Māori pre and post European contact history that is prevalent in this area. All of these principles apply to all locations.
23. The Auckland City Centre area, including the proposed CRL route, is particularly rich in Māori pre and post European contact history and there are now significant opportunities for these iwi cultural landscape design principles and elements to be acknowledged and celebrated within the wider CRL stations design and development process.
24. From the early 1840s to the present time, the development of Auckland City has overlain and erased iwi cultural landscape elements making it difficult for iwi to maintain kaitiakitanga or a sense of place connection which acknowledges this rich iwi history.
25. The following principles and cultural landscape design approaches are provided to support the CRL project. These principles have drawn on principles developed with mana whenua groupings as part of the Te Aranga Māori Cultural Landscape Project and in the course of other Auckland Transport Projects. These principles do not substitute consultation with mana whenua.
26. The mana whenua cultural design principles (denoted by the prefix “MW”) have been derived from the Te Aranga Maori Cultural Design Strategy originally developed in 2006 by Rau Hoskins and a national Maori steering group in response to the Urban Design Protocol. These

principles were then refined with mana whenua representatives who identified themselves as wanting engagement with regard to the CRL project prior to their adoption as part of the CRL Urban design framework⁵.

27. Briefly, the mana whenua principles are as follows:

MW1 – Mana / Rangatiratanga – Relationships and partnerships;

MW2 – Whakapapa – Naming and genealogical connections;

MW3 – Tohu – Landmarks and viewshafts;

MW4 – Taiao – Natural Landscape;

MW5 – Mauri tu – Environmental health / life essence;

MW6 – Mahi toi – Creative elements; and

MW7 – Ahi kaa – Living presence

28. A more detailed explanation of the theme of these principles can be found in Section 2.0 of the UDF.

Urban Design principles

29. What follows is a brief description of the identified principles, with a particular focus on why they are important in the CRL Project context and to provide a feel for the broad outcomes that could reasonably be expected to achieve through their implementation.

30. The urban design principles have been grouped into three common themes. Subsequent design phases of the CRL will be guided by these principles. These urban design principles are not site specific, but apply at every location. In the UDF, the principles have then been applied to each station location to determine a set of urban design initiatives or ideas, which will be dealt with in the following section of this evidence.

Movement and Connections (MC) (refer to page 16 of UDF)

MC1 – Respecting existing networks

⁵ CRL, Assessment of Environmental Effects, Appendix 5, Consultation Report, section 5.4

31. The movement of people around the city is vital to the success of the urban environment from both an economic and social perspective, and it is the local streets and walkways that provide this movement network. This principle is therefore included to ensure that built elements associated with the project do not adversely block or interrupt these networks or adversely change the movement function of existing public open space and streets.

MC2 – Locating entrances

32. The success of the CRL is largely dependent on high patronage levels. If entrances are not located in prominent and highly visible and accessible locations, then it will be difficult for patrons (especially visitors unfamiliar with the city) to find their way into the new rail stations. It is therefore critical that the station entrances are clearly identifiable and conveniently located, in order to maximise exposure and therefore maximise patronage.

MC3 – Intuitive orientation

33. Related to principle MC2 above, as well as making entrances clearly visible, it is important that patrons emerging from the underground rail system can quickly orient themselves to find where they would like to go upon arriving within the city. If the exit leads to disorientation, then patrons may become reluctant to use the system, whilst entrances that help people to quickly understand where they are in relation to their destination will help people feel comfortable in using the system, therefore helping to increase patronage.

MC4 – Way finding

34. Again, related to principles MC2 and MC3 above, good signage can help to both signalise the entrance to stations, and to help people orientate themselves upon emerging from the station. The more people who can find the station and feel comfortable using the system, the more successful the project will be. People who cannot find the station will use other methods of transport, thus undermining the purpose of the project. In particular, key landmarks and destinations can be clearly

signposted, or if possible entrance/exit points can be aligned to face key landmarks/views to help people to quickly find their way.

35. The images relating to MC4 on page 17 of the UDF illustrate an entrance on the London underground where consistent signage/branding helps to clearly identify the station location, whilst the corresponding image highlights how unappealing poorly designed underground entrances could be if not carefully considered.

MC5 – Mode integration

36. Many patrons using the rail system will also use other methods of transportation – such as arriving/leaving by bus, cycle or car (being dropped off/collected). Patronage will be maximised if the transition between different transport modes is easy and seamless. For example if bus stops are located close to and highly visible from the entrances/exits, then it will help people to overcome any barrier about changing mode. Good integration will lead to higher patronage, and therefore help to make the project successful. This principle requires that this mode integration is carefully considered, with elements such as bus stops and car drop off points in convenient, safe and visible locations.

MC6 – Bicycle parking

37. As stated above, many patrons will use other methods of transportation to access the CRL, including bicycles. In order to encourage such patrons, it is important to provide appropriate cycle parking/storage for those interchanging by bicycle and this principle highlights the need to cater for the parking of bicycles. The images relating to MC6 demonstrate good cycle parking facility, but also show what happens when cycle parking is not well considered – cyclists have to fasten bicycles to other nearby structures which is not ideal from a visual or safety perspective.

MC7 – Street crossings

38. Most patrons of the CRL will be arriving at / leaving the station by foot as a pedestrian. Whilst the above principles have covered the need to

ensure the entrance is clearly visible and aids orientation etc. it is also critical to ensure that pedestrians have good and safe access to/from station entrances/exits in the form of safe, clearly visible and frequent pedestrian crossings. Level street crossings are preferred, as they encourage more street level activity.

Public Realm and Landscape (PRL) (refer to page 18 of UDF)

PRL1 – Respecting the existing streetscape

39. As stated above in Principle MC1, the movement of people around the city is vital to the success of the urban environment from both an economic and social perspective. The quality of the public realm is a large determinant of this movement, and is also a factor in peoples' level of enjoyment of the city's urban environment. If streets and spaces are unwelcoming, and feel unsafe, people will not spend time in these environments. They may choose either to avoid the location, or use other methods of transportation such as the car. It is therefore important that structures related to the CRL do not adversely affect the quality of the public open space and street networks, but should be designed to contribute positively to the form and function of streets and spaces.

PRL2 – Universal access

40. In order to maximise patronage, and to avoid excluding certain groups within our population, it is important that universal access is considered in the design of the station environments. This includes (but is not limited to) design for those in wheelchairs, ambulant disabled, those with pushchairs and buggies, those with visual or audial impairment etc. This principle requires designs to ensure universal access has been adequately addressed and considered, which may include the use of lifts as well as escalators for example.

PRL3 – Providing safe environments

41. Again recognising that high levels of patronage are important, patrons will be discouraged from using the system if the environments created are not perceived as safe environments. The personal safety of the

patrons needs to be well considered, in terms of ensuring station environments are well overlooked, are well lit, and are have sufficiently wide and unobstructed footpaths around them.

PRL4 – Reinstating surfaces

42. It is recognised that the new station environments will in most instances require the temporary upheaval of streetscapes. In order to ensure a high quality public realm is restored, in order to make areas attractive for patrons and other city users (thus maximising patronage potential), this principle ensures that the design and construction of reinstated streetscapes are coherent with the immediate area, which if recently upgraded, should influence the reinstatement. The images relating to PRL4 on page 18 indicate two examples of recently upgraded streetscapes within the immediate vicinity of proposed CRL stations, illustrating the need to ensure design coherency.

PRL5 – Station plazas

43. Similar to PRL4 above, but in relation to station plazas, again in order to encourage people to use the immediate areas, and therefore maximise patronage potential of CRL, it is important to recognise the need to ensure station plazas or forecourts are designed to be coherent with wider public realm upgrades or initiatives. This also offers the opportunity to integrate iwi and cultural narratives into the wider design of station plazas.

PRL6 – Public art

44. Public art can play a large role in helping people to enjoy and feel comfortable in the public realm, and to create positive memories, as well as acknowledging cultural and heritage aspects of the immediate area. This principle recognises the opportunity that public art can play in helping to integrate the CRL into the existing urban fabric and to recognise local heritage and cultural characteristics. The images relating to PRL6 on page 19 of the UDF illustrate just two examples of the use of public art in rail projects to help create distinctive and memorable experiences.

PRL7 – Landscape planting

45. Similarly, the use of landscape planting can really help people to enjoy and relax, by providing softness and relief in an otherwise hard urban environment, especially given that the landscape is a huge part of New Zealand culture. This principle also recognises the opportunity that landscape planting can have in acknowledging the area's pre-human ecology, by encouraging the use of native species relevant to the immediate area. The image on the right under PRL7 on page 19 of the UDF illustrates how the use of native species on Queen Street has helped to create a high quality and distinctive public realm.

PRL8 – Entrances within the road reserve

46. Closely related to PRL1 and MC1, this principle recognises the need to ensure that if the station entrance is within the road reserve, that it has been designed to work well with other modes of traffic using the road reserve, including pedestrian patronage. If not well designed, it could harm how a particular urban area functions, thus reducing the potential patronage of the area.

PRL9 – Dealing with utility structures

47. The CRL, as a major underground infrastructure project, will inevitably require utility structures above ground. If poorly designed, these could have a detrimental effect of the quality of the public realm in the area, thus reducing the attractiveness of the urban environment. This principle is therefore included to ensure adequate care is given to the design of such structures, recognising that creative and imaginative ways can be explored to help minimise the impact, and potentially could result in exciting and memorable features.

Existing and New Buildings / Structures (BS) (refer to page 20 of UDF)

BS1 – Respecting built heritage

48. It is recognised throughout the world now that heritage buildings are important in helping to shape the quality of our cityscapes and peoples' impression of our city, and Auckland is no exception. This principle is

therefore included to ensure that consideration is given to re-using any heritage buildings that may be required as part of the CRL project, in order to maintain streetscape and urban character. The image on the left of the BS1 principle on page 20 of the UDF shows one excellent example – the re-use of the former post office building on Queen Street as Britomart rail station.

BS2 – Bulk, scale and massing

49. Recognising that new buildings and structures will be required to for the project, this principle acknowledges the importance of ensuring the bulk, scale and massing of new structures is sympathetic with the surrounding built form. If new buildings and structures do not blend in adequately with the surrounding built fabric, it can create a poor and uncomfortable visual impression of the area for patrons and visitors.

BS3 – Other uses

50. Urban environments benefit from having a diversity of uses, so that places are more active (and therefore generally feel more safe and comfortable to linger in) for longer periods of the day. New station structures can provide the opportunity to accommodate a range of uses related to and compatible with the station environment to create more vibrant and active environments. The images related to BS3 on page 20 demonstrates on the right, a station that incorporates a shop/café, creating a more attractive and friendly environment, whereas the one on the left shows a station building with no other uses – the result being a place that feels cold and unsafe.

BS4 – Active frontage

51. Related to the above principle, in order to create active and vibrant station environments, it is important that new structures create active frontages towards key public spaces or the public realm. This means that activity is focussed on the important areas, thus creating more attractive areas and helping to induce greater patronage of the city's urban environment and rail system. Equally, plant and machinery

should be located away from prominent street frontages in order to avoid detracting from these areas.

BS5 – Weather protection

52. Again related to BS3 and BS4, it is important in order to encourage patrons and to attract people to these urban environments, that weather protection is provided as part of any new station structures. A characteristic of urban New Zealand is the provision of canopies and awnings to help protect from our high rainfall, and such new structures should provide appropriate weather protection along key street frontages.

BS6 – Adaptability

53. It is increasingly recognised globally that the ability to re-use buildings and structures is something to be encouraged in order to reduce our impact upon the planet, by continually having to demolish and rebuild. This principle encourages the careful consideration of the design of structures and buildings such that they have more chance of being able to adapt to different uses over time as market needs and demand changes. Similarly, consideration should be given to ensuring that small interventions do not stifle or inhibit potentially larger or wider development opportunities that may benefit the immediate urban area.

BS7 – Identity

54. It is increasingly recognised that people enjoy visiting, working and living in distinctive and memorable places. Bland, homogenous environments are quickly forgotten and are often not considered desirable to visit, whereas as distinctive places full of character and memorable elements are long remembered affectionately. Auckland has such a distinctive cultural element, and new structures and buildings as part of the CRL could really embrace these elements to create a rail system and contribute to an urban environment that has a distinctive identity. The image related to BS7 on page 21 of the UDF is just one example of a unique element reflecting our cultural heritage,

but many other opportunities exist to incorporate uniquely Auckland and New Zealand characteristics into the design of the CRL.

BS8 – Construction quality

55. Related to BS7 in particular, if an enduring and memorable environment is to be created, it is important that any station structures are well designed and be of a quality that lasts over time and does not quickly become degraded. This may require the use of highly durable (considering potentially high patronage) and vandal resistant materials, but at the same time respecting cultural elements to help create the identity described in BS7.

Urban design initiatives

56. These Urban Design Principles were used as a basis for analysis and identification of site specific urban design initiatives ideas for each station location, that subsequent design phases of the CRL could look to incorporate. It should be recognised that these initiatives are an application of the principles to specific locations at this point in time, but that as design work progresses, more (or less) initiatives may become apparent and become appropriate. Therefore, whilst the urban design principles should endure the life of the project, influencing each subsequent design stage, the initiatives are in effect an application of the principles at a moment in time, and the initiative identified may not be a relevant urban design issue in the future.
57. The initiatives fall within the designation, or the immediate vicinity of the designation, but all are within the requiring authority's control. It was not the purpose of this UDF to identify urban design initiatives or opportunities falling outside the scope of the project.
58. With each identified initiative, there is a list of the mana whenua cultural and urban design principles that have informed and led to the particular initiative.

Britomart Station (see page 22 of the UDF)

59. As a result of the CRL, the Britomart Transport Centre will have increased passenger capacity as it becomes a ‘through station’ as well as a destination. Construction of the rail link from Britomart to Aotea Station will require above ground works around Britomart, including QE II Square, the Downtown Shopping Centre and Albert Street. Application of the urban design principles has therefore identified several initiatives that could be enacted as part of the CRL.
60. **Initiative 1: Reinstatement of Albert Street** – recognising that Albert Street will be impacted by the construction of the CRL, this initiative identifies the importance of reinstatement being coherent with the surrounding public realm, and that opportunities to reflect cultural heritage are incorporated.
61. **Initiative 2: Integration of utility structures at QEII Square** – recognising that if utility structures are required in QEII, they are designed to minimise their visual impact on this important public square.
62. **Initiative 3: The provision of an appropriate response to public art, identity & cultural landscape opportunities** – recognising the opportunities afforded by the use of public art and other responses to the cultural landscape in creating distinctive and memorable station environments, this initiative provides a list of ideas specific to this location that could be taken into account. The list is not repeated in this evidence as it is summarised adequately in the UDF (p.27).

Aotea Station (see page 28 of the UDF)

63. The proposed Aotea Station is located in the heart of the City Centre, below Albert Street, between Victoria and Wellesley Streets, and it is anticipated to be the busiest train station in Auckland. The station will be a catalyst for future commercial growth and continuing public realm upgrades, enhancing connections to major city attractions, destinations and precincts. Application of the urban design principles has therefore identified several Initiatives that could be enacted as part of the CRL.

64. **Initiative 1: New link from Mayoral Drive to Aotea Square** - The presence of a station entrance at the corner of Wellesley Street and Albert Street in close proximity to the high trip generating functions around Aotea Square will create a stronger desire line between these two points that could be recognised by an improved pedestrian connection.
65. **Initiative 2: Provision of pedestrian crossings** – Given the increased numbers of pedestrians likely to result from the CRL, improved (higher capacity, greater frequency) pedestrian crossings could be installed on the key intersections.
66. **Initiative 3: Reinstatement of Albert Street** – recognising that Albert Street will be impacted by the construction of the CRL, this initiative identifies that its reinstatement should be coherent with the surrounding public realm, and that opportunities to reflect cultural heritage are incorporated.
67. **Initiative 4: The provision of an appropriate response to public art, identity and cultural landscape opportunities** – recognising the opportunities afforded by the use of public art and other responses to the cultural landscape in creating distinctive and memorable station environments, this initiative provides a list of ideas specific to this location that could be taken into account. The list is not repeated in this evidence as it is summarised adequately in the UDF (p.35).
68. **Initiative 5: Protection and respect of existing built Heritage** – stating that it would be preferable to minimise impact on the historic built environment through the station development.
69. **Initiative 6: Ensuring that the bulk, scale and location of station buildings is appropriate for the context** – Stating that station building frontages should correspond with the road reserve boundary unless a specific station plaza area is intended.

Karangahape Station (see page 38 of the UDF)

70. The Karangahape Road precinct is currently undergoing change and has the potential to be revitalised as a significant city destination, recalling its past as one of Auckland's premier shopping districts, with attractive public realm, contemporary retail shops and a focus on art and creative industries. The insertion of a station close to Karangahape Road in Beresford Street, which currently has good urban qualities in terms of both buildings and public realm, presents a number of urban design initiatives:
71. **Initiative 1: Station Integration** – Ensuring a sensitive integration of the station, recognising the good quality urban character of upper Beresford Street. Station building(s) in this location need to be sensitively designed so as to contribute positively and to complement the good public realm and urban form qualities that currently exist in this area of Karangahape Road, Pitt Street and the upper end of Beresford Street.
72. **Initiative 2: Reinstatement of Beresford Street, Pitt Street and Mercury Lane** – Recognising that several streets in this area will be impacted by the construction of the CRL, this initiative identifies that their reinstatement should be coherent with the surrounding public realm, and that opportunities to reflect cultural heritage are incorporated.
73. **Initiative 3: The provision of an appropriate response to public art, identity & cultural landscape opportunities** – recognising the opportunities afforded by the use of public art and other responses to the cultural landscape in creating distinctive and memorable station environments, this initiative provides a list of ideas specific to this location that could be taken into account. The list is not repeated in this evidence as it is summarised adequately in the UDF (p.46).
74. **Initiative 4: Protection and respect of existing built heritage** – stating that it would be preferable to minimise impact on the historic built environment through the station development.

Newton Station (see page 48 of the UDF)

75. The area of Newton/Eden Terrace is currently undergoing significant change, with the area having the potential to grow as a densely populated employment and residential precinct on the southern fringe of the City Centre. The station entrance will be in a highly prominent location in the vicinity of Newton Road and the intersection of Mount Eden Road, New North Road and Symonds Street. As such, several urban design initiatives have been identified:
76. **Initiative 1: The provision of improved pedestrian crossings and mode integration (between bus and train)** – Recognising that Mt Eden Road and New North Road are very busy bus routes, a number of bus stops could be located within very short walking distance from the rail station, which would facilitate transit interchange. Currently there are long waiting times for pedestrians crossing New North Road, Symonds Street and Mount Eden Road. This initiative is advocating for improving the conditions for pedestrians crossing at the New North Road / Symonds Street / Mt Eden Road intersection to a satisfactory level to allow users to reach their desired bus stop conveniently. This initiative fits within the responsibility of Auckland Transport as the Road Controlling Authority and as such it can be undertaken at any time. However, the opportunity presented to improve this intersection for pedestrians is amplified in the initiative given the potential demand for bus/rail interchange at this station.
77. **Initiative 2: The presentation of a continuous and active building frontage to New North Road/Symonds Street** – Redevelopment of land acquired for the CRL provides the opportunity to reinstate a continuous active building frontage adjacent to the road reserve.
78. **Initiative 3: The provision of an appropriate response to public art, identity & cultural landscape opportunities** – recognising the opportunities afforded by the use of public art and other responses to the cultural landscape in creating distinctive and memorable station environments, this initiative provides a list of ideas specific to this

location that could be taken into account. The list is not repeated in this evidence as it is summarised adequately in the UDF (p.54).

79. **Initiative 4: Protection and respect of existing built heritage** – stating that it would be preferable to minimise impact on the historic built environment through the station development.

Connection to the North Auckland Line (see page 56 of the UDF)

80. The CRL tunnel will meet the North Auckland Line (NAL) in the vicinity of the existing Mount Eden Station, with the CRL emerging from the tunnel in the area north of this station. The primary CRL construction site will also be located in this area, resulting in significant development opportunities post construction, and the urban design principles will be important to guide the reinstatement of this area. In addition, one urban design initiative has been identified at this stage:
81. **Initiative 1: Integration of grade separated rail crossings** – Grade separated crossings will be introduced on Porter’s Avenue and Normanby Road to replace the existing level crossings. It is important that structures for the crossings are carefully and sensitively designed to ensure adequate pedestrian amenity and safety is provided for and that structures do not adversely compromise the ability of adjacent buildings to interact with the street.

Proposed conditions

82. The NoR documentation includes a separately circulated set of proposed designation conditions by Auckland Transport. The implementation of the Principles are provided for through AT’s proposed Conditions 29 – 36.
83. These include proposed conditions relating specifically to the Urban Design Framework and Urban Design Principles which require the development of an Urban Design and Landscape Plan (report and design plans as required) to show how those areas within the

designation footprint used during the construction of the CRL are to be restored. The urban design principles contained within the Urban Design Framework will be used to guide this Urban Design and Landscape Plan.

84. These proposed conditions are referred to and referenced in the following two sections of this evidence.

Response to submissions

85. I have read submissions lodged to the NOR that raise urban design or related issues relevant to my area of expertise. In this section of my evidence I will address these submissions.
86. One submission (Submission 071) raises issues relating to the construction phase of the project, such as possible lack of access to premises, lack of pedestrian connectivity and visual impact of screen hoardings. The UDF and the Principles are not aimed at providing urban design outcomes during the construction phase of the project. Rather they are aimed at the longer term opportunities for the reinstatement of the worksite and immediately surrounding spaces (within designation) once the construction phase of the project is completed and that delivers certain public realm outcomes that the requiring authority has the ability to implement.
87. Issues relating to temporary access during construction are covered by Mr Newns and Mr Clark from a construction and transportation point of view respectively.
88. Furthermore, I consider that such urban design issues relating to construction are covered adequately by the proposed designation conditions, a fact reflected by the Auckland Council Report which also concludes that such matters are adequately addressed by Auckland Transport (paragraph 9.16.5.3, p.181).
89. In this regard, I will not address those submissions that raise urban design issues relating to the construction phase of the project.

90. There are several submissions in respect of urban design related matters relating to the operation of the CRL. The submissions are both in support and opposition. The following provides an outline of issues raised through the submissions and a response to each issue.

Issue: Pedestrian connectivity and amenity around stations.

91. Several submitters noted the importance of ensuring that station entrances are visible at ground level from areas that are frequented by pedestrians, and that pedestrian connectivity and amenity is important around each station with priority given to pedestrian movement. They also noted that the use of shared spaces should be investigated in the station surroundings. (Submission 061, 107, 212).

Response:

92. The proposed NoR condition 29 addresses pedestrian connectivity through the specific inclusion of the UDF Principles (which I have previously discussed). This condition requires an Urban Design and Landscape Plan (UDLP) to be prepared to show how those areas within the designation footprint used during construction will be restored post construction. Proposed NoR condition 36 requires a Station Plan to be prepared. Both conditions will help create pedestrian friendly station surroundings. I consider that the issue of pedestrian connectivity will be addressed through the implementation of these conditions.
93. With regard to the implementation of areas of “shared space” in the immediate surroundings, this is a matter that is outside the purpose and objectives of the CRL NoR.
94. Furthermore, under the heading Existing Networks in the proposed NoR condition 29 it is stated: “*Structures of the CRL should not interrupt or adversely change the function of existing public open space, street networks and infrastructure.*”
95. I note that this condition will help to address pedestrian connectivity outside the designation footprint. Consequently, I conclude that this issue has been adequately addressed through the proposed conditions.

Issue: Urban design rehabilitation once construction is completed

96. Submitters (Submission 071, 101, 103) state the importance of rehabilitating the public realm post construction, particularly in the Albert Street area. One of these submissions (101) also questions whether it is possible to remove the slip lane between Wellesley and Victoria Streets and also to improve the quality of footpaths along all of Albert Street from their current state.

Response:

97. The proposed NoR condition 29 requires an Urban Design and Landscape Plan be prepared. Proposed NoR condition 32 requires this plan to include how Albert Street (between Quay Street and Victoria Street; and between Victoria Street and Mayoral Drive) will be restored following completion of the City Rail Link construction. I consider that the issue of rehabilitation will be addressed by this condition. With regards to the removal of the slip lane between Wellesley and Victoria Streets, whilst this lane currently results in a poor urban design outcome, it is an existing situation, not a consequence of the CRL project, and it is therefore not the responsibility of the CRL to rectify this situation. Furthermore, it serves as an essential transport / service facility for adjacent buildings. Removal of the slip land is matter for consideration by Auckland Transport as the Road Controlling Authority.

Issue: Cycling facilities

98. A number of submitters request that cyclists' requirements are considered in relation to areas set aside for bike parking, plentiful secure bike storage and bike hire facilities. Provision of cycle facilities enables the station to be accessible to a wide range of potential users. (Submission 107, 108).

Response:

99. Principle MC6 of the Urban Design Framework calls for the provision of appropriate cycle parking and storage at each station environment. The provision of public bicycle hire is beyond the remit of this framework as such facilities could be provided by Auckland Transport or a private operator and is not precluded under the UDF or its implementation.

100. The proposed NoR condition 29 states that an Urban Design and Landscape Plan be prepared. The following is stated under the Bicycle Parking heading: “*Appropriate numbers of safe bicycle storage or parking should be provided in each station environment*”.
101. Consequently, I consider that the principles within the UDF and the proposed conditions adequately address this issue.

Issue: The use of high quality underground access / under-passes should be considered.

102. Submission 107 requests that with the proposed new stations all being underground and generally having access via concourses below street level, it should be recognised that high quality underpasses can achieve positive urban design and transport functions, especially as patrons will already have to undergo the level change anyway.

Response:

103. In developing the principles within the UDF it was determined that there is greater public benefit by providing access for people at street level where they can add to the activity on the street, thus adding vitality to street life. I acknowledge that underpasses can work where there are constantly large numbers of people and in this case it may be beneficial. However, for the purposes of CRL the preference is to provide access from the street level.

In conclusion Principle MC7 states that above grade options are the preferred solution for CRL, however it does not preclude the option of an underpass should this be the most suitable outcome at the time of detailed design.

Issue: Provision of public toilets in Beresford Street

104. Submission 219 requests that care should be given to the provision of clearly identifiable and accessible toilet facilities at the street level as part of the Beresford St development.

Response:

105. The proposed NoR condition 33 states that an Urban Design and Landscape Plan shall include restoration plans showing how the Beresford Square and Street are to be restored following completion of the City Rail Link.
106. Further, proposed NoR condition 36 requires a Station Plan to be provided. Section (a) indicates that design details showing both the above and below ground elements will be required. Both the Urban Design and Landscape Plan and the Station Plan would be expected to demonstrate how the loss of the toilets is being addressed by retaining some form of public toilets in this precinct. Consequently I believe that this condition adequately addresses this issue.

Response to Council Report

107. I have read the Council's "Report for Hearing Commissioners" (dated 11th June 2013) ("Council Report"). My response to this report is below.
108. The Council Report assesses the Urban Design effects of the City Rail Link Project, considers the issues raised by submitters in respect of Urban Design and determines the adequacy of the measures proposed by Auckland Transport (AT) to avoid, remedy or mitigate the effects of the CRL Project on the urban environment.
109. The Report breaks down both possible effects and submitters issues into either "construction" or "operational" issues.
110. It recognises that there are a number of possible urban design effects during the construction phase of the project. However, the UDF and the principles contained within the UDF, were not intended to cover the relatively short term construction issues. Rather they were drawn together to cover the longer term operational issues once construction is completed. I consider that issues relating to the construction phase of the project are dealt with by Mr Newns and Mr Clark and are adequately covered by the proposed conditions.
111. In this regard, I will only focus on responding to the "Operational" issues identified in the Council Report (starting at paragraph 9.16.5.2 in the Council Report).

112. The Report identifies a number of possible urban design effects relating to either the operation phases of the project, and in relation to the 3 main design themes identified in the UDF:

- Movement and connections;
- Public realm and landscape; and
- Existing and new buildings and structures.

113. Within each theme, a series of possible urban design effects are identified, along with a discussion on the adequacy of the measures proposed by Auckland Transport (AT) to avoid, remedy or mitigate these effects.

Movement and Connections – Council Recommendations:

114. That the following amendments be made to AT’s proposed Condition 29:

115. Existing networks:

- *Structures associated with grade separation crossings need to be carefully and sensitively designed to ensure adequate pedestrian amenity and safety is maintained and that structures do not adversely compromise the ability of adjacent buildings to interact with the street.*

116. Response: The suggestion is to incorporate one of the proposed initiatives in the UDF (Connection to North Auckland Line: Initiative 1) as a condition. However, as stated in paragraph 56, the purpose of the initiatives is not to identify specific actions to the point that they must be implemented. Rather, they are an application of the Principles to a specific location, and are guidance to subsequent design phases as to issues that need to be looked at, but it is recognised that the importance of these initiatives may change over time. I therefore do not consider it appropriate to include these initiatives as conditions. However, Ms Blight will address this in her evidence.

117. Entrance location:

- *The presence of a station entrance at the corner of Wellesley Street and Albert Street in close proximity to the high trip generating functions around Aotea Square will create a stronger desire line between these two points that could be recognised by an improved pedestrian connection. Currently this route is open to the public, but consists of a controlled routes across a public car park and alongside the vehicle access ramp to the underground Aotea Square car park.*

118. Response: The suggestion is again to incorporate one of the proposed initiatives (Aotea: Initiative 1) as a condition. My position on this is the same as outlined in paragraph 116.

119. Street crossings

- *The CRL should facilitate improving the conditions for pedestrians crossing at the New North Road/Symonds Street / Mt Eden Road intersection to a satisfactory level to allow users to reach their desired bus stop conveniently.*

Response: As above the suggestion is to incorporate one of the proposed initiatives in the UDF (Newton: Initiative 1) as a condition. Again my position is the same as outlined in paragraph 116.

Public Realm and Landscape – Council Recommendations

120. Council raise an operational (post-construction) issue within their section dealing with the construction phase in respect to this theme.

“The potential risk of construction sites being left in inappropriate condition upon completion of works.”

121. Council’s recommendation is that the following amendments are made to the proposed NoR condition 32:

“The restoration plan for this designation shall demonstrate how street upgrades and public realm improvements have been considered when

Albert Street and Mayoral Drive are reinstated. This should include as a minimum:

a) How the design and construction utilises material palettes, planting schedules and street furniture that is coherent with recent streetscape upgrades (such as Britomart, the lower City Centre area, Darby and Elliot Streets) as relevant.

122. Also, Council recommends that the following amendments be made to proposed NoR condition 33:

“The restoration plan for this designation shall demonstrate how street upgrades and public realm improvements have been considered when Beresford Street, Pitt Street and Mercury Lane are reinstated. This should include as a minimum:

a) Methods of street upgrades and public realm improvements such as rationalising on-street parking, introduction of street trees, narrowing of carriageways and widening of footpaths.

b) How the design and construction utilises material palettes, planting schedules and street furniture that is coherent with recent streetscape upgrades (e.g. Karangahape Road).

123. Response: I consider that both of these are consistent with the principles contained within the UDF and will help to reinstate the public realm to the required design quality.

124. Additionally, Council recommend that the development of the Urban Design and Landscape Plans would benefit from review by the Auckland Urban Design Panel (AUDP).

125. Council propose the following additional condition:

“The requiring authority shall request the Auckland Urban Design Panel to review all Urban Design and Landscape Plans (reports and design plans as required) prior to their completion and submission of an outline plan.”

126. Response: I consider it a reasonable request that the Urban Design and Landscape Plans are reviewed by the Auckland Council's Urban Design Panel. However, it is the Council's decision as to whether a matter is referred to the AUDP, it is not on the applicant's request. Therefore I suggest the following wording to such a condition which is listed as condition 29A in the proposed NoR conditions:

The requiring authority shall **(prior to submitting an Outline Plan) request the Auckland Council refer the Urban Design and Landscape Plan(s) to the Auckland Urban Design Panel (or other appropriate entity at that time.** With regard to the "Operational" issues with respect to Public Realm and Landscape, Council agree that the proposed management approach (UDF & proposed NoR conditions) are appropriate.

Existing and new buildings and structures – Council Recommendations

127. Council raise potential operational (post-construction) issues within their section dealing with the construction phase in respect to this theme.
- *“Unsympathetically designed buildings are constructed that fail to respond to their given context.*
 - *Inflexibly designed, inefficient new buildings that cannot accommodate a range of different land uses.*
 - *Buildings are designed without taking into account the need for weather protection.*
 - *Buildings are designed that fail to engage with the streetscape.*
 - *Buildings are built to poor standards.”*
128. Council's recommendation is that the following amendments are made to the proposed NoR condition 36:

“Built heritage:

The development of new buildings and structures should minimise impact on and disturbance of identified and potential heritage character buildings that play a significant role in establishing the streetscape and urban character of the local area.

Bulk scale and massing:

Aotea Station building frontages should correspond with the road reserve boundary unless a specific station plaza area is intended.

Karangahape Road station building(s) should be sensitively designed so as to contribute positively and to complement the good public realm and urban form qualities that currently exist in this area of Karangahape Road, Pitt Street and the upper end of Beresford Street.

The redevelopment of land acquired for the Newton Station provides the opportunity to reinstate a continuous adaptive (sic) building frontage along the road reserve. An active frontage should be presented to the street.”

129. Response: All of these proposed additions to the conditions are initiatives that have been identified within the UDF and are outlined in my evidence at paragraphs 63-69 (Aotea Station) and 70-74 (Karangahape Station).

130. Note that in the last of the proposed conditions above, it states that there is “*the opportunity to reinstate a continuous adaptive building frontage along the road reserve*”. This is quoting directly from Newton: Initiative 2 from the UDF (p.54), but that a typographical error has occurred in that sentence – stating “adaptive” when it should be “active”. The sentence should read

“The redevelopment of land acquired for the Newton Station provides the opportunity to reinstate a continuous active building frontage along the road reserve. An active frontage should be presented to the street.”

131. Council also recommends that the following Condition be added to the proposed NoR Conditions as 36A:

“The requiring authority shall request the Auckland Urban Design Panel to review all Station Plans (reports and design plans as required) prior to their completion and submission of an outline plan.”

132. Response: I consider it a reasonable request that the Station Plans are reviewed by the Auckland Council’s Urban Design Panel. However, it is the Council’s decision as to whether a matter is referred to the AUDP, it is not on the applicant’s request. Therefore I suggest the following wording to such a condition which is listed as condition 36A in the proposed NoR conditions:

The requiring authority shall (prior to submitting an Outline Plan) request the Auckland Council refer the Station Plan(s) to the Auckland Urban Design Panel or other appropriate entity at that time.

133. With regard to the “Operational” issues with respect to Existing and New Buildings and Structures, Council consider that the proposed management approach (UDF & proposed NoR conditions) are appropriate.

134. The report concludes that:

“There are a number of potential adverse effects associated with urban design that could eventuate as part of both the construction and operation of the CRL. It is considered that the conditions proposed by AT and our recommended amendments will ensure the appropriate management of these adverse effects.” (p.181)

135. In addition to the 3 themes above, Council also recognises there are potential issues relating to “Visual and amenity values” (p.181).

It is considered that visual and amenity values (and issues raised through submission) associated with both the construction and operation of the CRL generally relate to:

Visual and amenity effects associated with construction of the CRL;

The design of CRL buildings and structures; and

The reinstatement of streetscapes.”

136. However, Council concludes that:

“It is considered that these matters have been adequately considered in Section 9.16 above. No further comment is provided.”

137. Accordingly, I consider also that these issues are satisfactorily covered by the proposed management approach.

Conclusion

138. In conclusion, I confirm that I support this project on the basis that the presence of the UDF and its Principles, together with the proposed NoR conditions, will provide an adequate and appropriate structure against which subsequent stages of the project will be able to demonstrate compliance with good practice urban design, thus delivering good urban outcomes for locations involved in this project.

Alistair Ray

2 July 2013