

IN THE MATTER of the Resource Management Act 1991

AND IN THE MATTER of a Board of Inquiry appointed under s149J of the Resource Management Act 1991 to consider applications for a notice of requirement and resource consents made by the New Zealand Transport Agency in relation to the Basin Bridge.

EVIDENCE of Daryl Cockburn. Social Effects

I am the last practicing architect-planner in Wellington. I have studied and worked with the 'haves' for 57 years. Especially since selling my last car 21 years ago I have watched the way the 'haves' make transport decisions and the users' respond to them. I hope this evidence will show that working with hundreds of clients has shown me their motivations for their briefs and designs are often more emotional than logical and the major considerations in transport plans are the social effects. I am convinced designs are made without being aware of the needs of most users, especially the 'have-nots', and that the built system is a very strong determinant of their behaviour.

The Basin Bridge is continuing the trend of nearly every major Wellington transport plan which under-estimated the social effects on everyone, especially the 'have-nots'. The first is;

Severance. I live above the Vivian/Tory intersection. Drivers on one-way streets like Vivian St have no concerns about on-coming traffic, and many regard the vehicles beside them as competitors to race from the traffic lights. As transport psychologists have told us the ancient animal urge to lead the pack of hunters comes out in us whenever we're in traffic, especially in multi-lane one-way systems. This makes one-way streets very unpleasant barriers.

For my first 20 years NZ had a non-car, non-USA, culture. But governments at all levels complied with pressure from 'the haves' to reverse it and traffic has grown to make all streets dangerous, and many one-way streets became barriers.

The average wait for a pedestrian to cross Vivian St at the Vivian/Tory intersection is nearly one minute, and is usually 1min50sec. Waiting is a type of stress giving rise to resentment which is a primitive form of anger. Waiting in a car with upholstered seats, breathing filtered air, no parcels to carry, no rain or wind, listening to all-round sound cannot be compared to patiently standing at lights after walking some distance, usually carrying something, breathing serious carcogens such as brake-lining and tyre dust, and exhaust fumes, usually in the wind, often in the rain, and listening to motors. In addition it does not promote good feelings and self-esteem. Many people, especially our young, are inclined to feel jealous of the cool dudes cruising by with the advantage cars provide for pulling chicks. The bible notes respect is the most important character trait, "and the greatest of these is love" but the translation from the Greek agape to love was wrong, agape means compassion and respect. For most people standing in a bus stop or at lights does not boost respect. The young especially are dominated by being respected, and being seen in a flash car is a good way of getting it. Respect, besides danger from cars, are probably the main reasons bikes have been replaced by cars in their lives. The bikes in the sheds at Hutt Valley High fell from 200 to 20 in a 10 year period as students wanted respect and parents gave cars as rewards.

My nephew Damon Shelly ex.President of the USA BMW Dealers Assoc expressed it another way; "I sell want not need". Another nephew tells me he owns a red TransAm GT "mainly to pull chicks". Only one of my 12 nephews uses me as a

mentor for cycling. The Basin Bridge will boost these attitudes and promote car ownership and use as all flash roads do.

All parents and grand-parents know carriageways and driveways have become the killing fields of the world. 3,000 people are killed, and 20,000 maimed on them by cars every day. Children don't count in planning. Their rights on our streets have been completely removed. The dysfunctional behaviour of many of our young has developed not just from the demise of religion and increase in TV. The fear of danger from cars that threatens every street and has removed all spontaneous communal play is bound to have had a sad effect we haven't tried to measure.

NZTA's main purpose in urban transport should be to promote only the non-car modes. Our streets are adequate for slow commercial traffic and the non-car modes. The problem is the motorist. No more funds should be spent on their wants. Many people, the 'haves' especially, want to use their cars, to luxuriate in the dispersed life-style, and look as good as they possibly can, but it should not be supported. A \$90M bikeway system is the way to go. It would change the social life of the city.

Transport is a social science

Another social effect of the Bridge is that it gives very clear evidence that motorists deserve rewards ahead of others. Transport is a social science much more than it is a physical science. For millennia mobility by boat, horse or wheels has been more than just a matter of getting from A to B. It's a matter of being seen to be doing it in a manner which garners the most respect.

Cars promote the natural competition for respect. The non-car modes do not, they promote 'togetherness' and community-building. But many people,

especially those hiding their low self-esteem, dread the stigma of being seen on a bike or in a 'loser cruiser', young people's slang for bus. To be seen on the non-car modes many 'have-nots' need the 'haves' to lead the way as role models. They want to be associated with the 'haves' not the losers. To attract the 'haves' the non-car modes must be very respectable in every way.

Psychologists tell us our motivations are driven by our feelings via our heads, not originating from intellectual thought in our heads. Our feelings toward cars and car-use are so strong they outweigh logic. Their convenience and feelings of comfort and the 'looking good' factor, are so huge in our lives we ignore the bad role models we are to our kids, our streetscapes dominated by parking and garages, the ill-health laziness produces, and as major contributors to climate change, but still we try to use them for most local and regional travel. But it can be changed.

Behaviour adapts to fit the environment, and travel behaviour adapts to the transport modes. People are especially drawn to the highest status modes as recent surveys of Sydney's Light Rail plans confirmed. Quality non-car modes attract the 'haves' which in turn increases the attraction to the 'have-nots', and car use declines.

The 'Gap' between the 'haves' and 'have-nots' is the main cause of social dysfunctions in all societies. 'Haves' seem to be unaware of the feelings of envy, jealousy, failure and anger which many 'have-nots' live with 24/7. Most violence can be traced back to the lack of respect they feel from 'the gap'.

Every time we build infrastructure mainly for cars instead of infrastructure for the non-car modes we send a clear message that we respect the wants of the 'haves' more than we respect the needs of everyone.

Many 'have-nots' have cars but struggle to fund them. John Russell of Naenae College estimated (UN Rights of the Child) 20% of Hutt Valley pupils in some schools had never been to Wellington CBD. Bikeways and affordable non-car modes would improve their accessibility.

Parking and new roads promote car ownership (refer addendum para m&n) which promotes car-use often both funded with difficulty. Kiwis spend 50-75% more than Europeans on transport and 25% of our children "remain mired in poverty" (DomPost 9 Dec pA4) probably partly due to the cost of cars.

Impressions from my tenants suggest another 25% experiences poverty every day. Many 'haves' do not have enough contact with them to know.

The car promotes intimacy within it, but road-rage and parking-rage between them. Reducing their ownership and use, and mixing all classes of people in the non-car modes, helps close the perceived 'Gap' with positive socio-economic effects. Humanising our towns by reducing car ownership and use should be a principal priority of our urban transport plans.

The Future

The main mistake of our post-war urban plans was the building of the wrong half of the transport system; the motorway instead of the metro, like Auckland. The second was making rules to enforce on-site car-parks, and the 3rd making rules to make traditional tall, close housing not permitted. They all promoted car ownership and use.

Wellington has the least traffic congestion of any capital in the world, and is the best city in the world because its geography makes it a cul-de-sac city and forces compression upon it. It has no through-traffic, only cross-town urban traffic, which is most cost-effectively and socially-responsibly built using non-car modes.

It will never have more than one main access, through South Kaiwharrah, and only one tertiary access at Crofton Downs. After disasters only barges will handle bulk traffic.

But for decades our politicians and transport agencies have been overwhelmed by their peer groups and the ghosts of the National Roads Board. Likewise City Engineers, trained in drainage, thought car traffic and parking had to be accommodated like sewage. They didn't realise traffic was a social science and adapts to the transport system offered. In 2010 most 'haves' I knew were confident Celia would be a one-term Mayor. Last October they were confident John Morrison would replace her. Governments have the mandate to govern but never got the mandate to promote urban car-use. They are behaving as though impartial surveys and many elections never happened, with great disrespect to city folk.

Government needs advice investment in the non-car modes, especially bikeways, would sustainably manage the available resources for the social well-being of Wellington much better than the Basin Bridge, and good transport plans do not create negative divisive social reactions like the Bridge has.

Addendum; work-based research

This addendum describes the basis of the above statements

Early Experience

a) For many decades I was in the right place at the right time. In 1956 I was the successful applicant to become the 2nd to last apprentice in the office of Wellington's leading architects W Gray Young. The building boom, created by the boom of the Oil Age, swamped his office. Like other architects we were over-promoted by the population explosion from cheap food from cheap oil.

My introduction to the way grown men make briefs to promote cars came with the design of the Overseas Passenger Terminal and the Reserve Bank. The shore-end of the terminal was distorted to allow senior 'haves' to arrive in style at the expense of walkers.

Similarly, Kier Martin, the secretary to the Reserve Bank, insisted a wasteful forecourt be provided off The Terrace for senior folk to be seen delivered by car. This was my birth into the emotional pull of the automobile and the negative environmental decisions we make to 'look good'.

b) When making designs for Dalmuir House we knew the foundations were above and beside the proposed metro from the existing railway station. It was proposed under The Terrace with level pedestrian access to Lambton Quay, but it was accompanied by the planned urban motorway. The former would have been excellent for the city, probably making the latter an unnecessary luxury. The social effect on the life of the city would have been dramatic. But it didn't suit the powerful, who's first priority was to drive to their offices and park.

Overseas Experience

c) I was then employed by Sir Robert Matthew in Edinburgh to document Block E Phase1 of the New University of Ulster, Coleraine, Northern Ireland. It was located on a green-field site with poor passenger transport (PT) for the students, but enough car-parks for the 'haves'. With hindsight it should have been on a brown-field site with excellent PT, like Victoria University has become. NZTA should take notice of our universities, their problems with cars and use of PT.

d) I bought a Victorian apartment over-looking the 450 acre park, "The Meadows", to Edinburgh castle behind. The equivalent of the NZTA proposed a flyover (Meadows Bridge?) through it. I made a large sketch of it to show at a

public meeting but didn't need to show it. Some of Edinburgh's many QCs attended and wiped the floor with the engineers thus killing the proposal stone dead in one meeting. There were powerful 'haves' on both sides.

e) After reading urban planning at Edinburgh University I was made a Forward Planner in Livingston New Town, built on the lovely Almond Valley west of Edinburgh. I was in charge of 3 sq.kms. It was built for the emigrants leaving those areas of Glasgow being demolished for their new urban motorway and medium and high-rise flats.

The beautiful valley of rich arable land, subdivided with stone walls and rows of deciduous trees, and its Georgian homesteads were cleared for motorways with 4.5 acre clover-leaf interchanges, each the area of a primary school, on a 2x1km grid, and terraces of houses with abundant car-parks. Few immigrants could drive because they had had no need to in Glasgow. Buses in the new town were routed mainly on a slow circuitous system of secondary roads. Pedestrians had to negotiate under-passes under the wide motorways which women and children dread, especially when they're flooded. The town of 100,000 people was designed by the 'haves' without using any successful precedent or social surveys, in the belief cars were an inevitable form of progress. The only part of the town built to high standards from readily available funds were the motorways funded by the equivalent of our NZTA using tax off cheap oil. By comparison children's playgrounds were starved of cash. As with the Basin Bridge, had professional surveys been made the people would have preferred a predominantly non-car transport system and denser neighbourhoods.

f) In 1971 I was put in charge of the quinquennial review of Glasgow's Central Area Plan. My team's main purpose was to record and predict changes, rather than guide the 'haves' with surveys to show them what they didn't want to know; that the 'have-nots' didn't want a motorway. In one year the homes and factories for 20,000 people were demolished and no record kept of where the emigrants went; probably many to Canada or Australia. The motorway and new flats were being built without any successful precedents or stated, or visual, preference surveys. We now know Glasgow should have been conserved by converting 2 flats into one, or 3 flats into two, and many small factories kept. Fortunately the

Scottish Office took over and changed Glasgow's roading plans. One metro has been re-opened and another invigorated

g) I was then the successful applicant with the Foreign Office to the position of Urban Adviser to the city of Recife, Brazil. I chose not to accept it partly because colleagues who had accepted similar positions advised priorities of all 3rd world cities like Recife were clean water, good sewerage and transport systems based on bicycles, but if I didn't support the building of roads by their equivalent of our NZTA I would be set aside.

h) The main bad lessons of my overseas experiences is that the 'haves' through their traffic engineers and planners usually make plans based on their own perceptions without skilled surveys of public behaviour or preferences. They assumed the car represented progress, in ignorance of immense social effects.

Post-1973 Experience

i) On returning to NZ one side of Katherine Mansfield Place and many houses on Tinakori Road had been demolished. The promised Bolton Street Cemetery Plaza over the motorway, and the metro behind Lambton Quay, had been cancelled on financial grounds, but government and the NRB had found the money to build the motorway which some of the 'haves' wanted

j) Since 1980 my offices have completed over 800 projects, many of them designed to District Plan rules requiring on-site parking. These rules promote car ownership, as paras m) & n) show, and were made without successful precedent or social surveys testing public values especially of the 'have-nots'. Wellington removed these rules from the CBD and local centres when they realised their negative effects.

k) In 1992 I joined a group to make the "SuperLink" light rail (LR) proposal to the airport. It is perfect for the density of Wellington's main corridor. Total population is not critical but density on the route is critical. Smart LR trams are socially very acceptable to all classes of people thereby mixing the 'haves' with the 'have-nots'. 'Rubbing shoulders' has very important social effects. Cars prevent it and have the opposite effects. Funds for the Bridge should be allocated for cycling to schools and LR. They would start habits to discourage our young from becoming boy and girl racers copying their petrol-head parents as they have.

Recent Experience

m) My adult children persuaded me to join them in buying terraces of six cottages in Levin. They had terraces of six carports behind them of which 5 were full. One cottage was let to a couple who couldn't drive, so their carport was empty. They asked to be paid to paint their interior. Shortly afterwards they rang desperate for cash. They had bought a car to fill their carport, just to polish it, and to feel respected by their neighbours! Whenever I visited the site, by train and bike, all 6 cars were parked. I had the feeling all the tenants struggled to fuel them and went on short trips only, but had to have them to buy respect.

n) I recently worked on a 10-bedroom house in the Hutt Valley converting it into a pair of semi-detached 5 bedroom dwellings. The rules required 4 on-site car-parks. Three of the tenant 'have-nots' owned cars. Two of them couldn't afford to maintain them and they were not registered. A beneficiary had inherited the other car. He usually went for a short drive whenever I made site visits. I sensed he couldn't afford much petrol but wanted to show he had somewhere to go and deserved respect.

On-site parking rules promote car ownership, which promotes car-use. Levin and the Hutt Valley are flat, and with mild climates, but residents won't become bike-dependent en-masse until all their roads are narrowed or calmed for high-class cycle lanes.

p) 'Haves' briefs and experts located the airport terminals on the wrong side of the runway making transport to them arduous; elevated Frank Kitts Park and Queens Wharf for underground car-parks which block views of the harbours, put the authority into a debt spiral and did not save the commercial uses above them; elevated the hospital over a car-park and made unsheltered pedestrians climb up from the 'loser-cruisers', thereby discouraging the active modes and good health. Windowless Te Papa should have been located on the vacant pre-Reading site beside a bus stop and the largest car-park in Wellington. In summary we usually get it wrong, especially anything to do with transport, and are continuing with the Basin Bridge.

Severance. One-way systems and car-parking rules helped change people's behaviour and were not based on social surveys to explore their effects on cities.

They were based on the City Engineer's assumptions that traffic was like sewage and must be accommodated. We now know it needn't be. Cities can be designed to reduce traffic by changing people's behaviour by design, with non-car modes. The stress of waiting has been documented by psychologists. Waiting for lifts, buses and traffic lights causes stresses including resentment which is a mild form of anger. Pedestrians often wait at the Vivian:Tory traffic lights for 1min45sec sometimes in the rain, usually in the wind and always standing without comfortable upholstered chairs. Motorists cruise or race past usually in very comfortable cars equipped with everything necessary to feel respected and look good. Young men feel envious of the sons of 'the haves' in fashionable cars to pull chicks. Many tell me they "don't do buses" and love their cars. We have built cities to promote the love of cars. In 10 years Hutt Valley High School's bike shed reduced from 200 to 20 bikes. Was it to promote big business and taxation off them? Fortunately young attitudes are changing, probably from economics. All parents of young children are terrified of one-way race tracks especially, but all roads which do not have severe speed restrictions. The local street was the main public realm for everyone but especially children. They have been forced, imprisoned and separated into their nuclear families and have become extremely fearful of streets. Resentment (anger) fear and sadness are the result and are bound to have been a major cause of the changed stats of dysfunctional behaviour. The cause is not just increasing violence on TV and the reduction of some religions. Most people are too young to remember what life was like.

Waiting stress

Envy & 8 nephews Damon, Hutt bike sheds

Killing zone

Non-car culture

Cross-town traffic