

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 an architect-planner-urban designer.

Design

Whenever a design is claimed to be good but no good precedence can be found, and it does not comply with international best practice, it should be regarded with great doubt

Urban Design

I cannot find an attractive precedence anywhere.

I do not believe the sketches of the flyover show the correct gradation of light between surfaces in direct daylight and those in shadow. In my experience the shaded surfaces will look much darker. This will give the flyover a much more heavy, even threatening, appearance, in line with all other flyovers.

Neither do I believe anything can be done to, or beside, the flyover to make it attractive. They never have in the past and it won't happen in the future.

Boulevard End

This construction should be declined because it is at the end of our only boulevard. The very powerful of all cities always occupied these sites as the Church of England did after the fire for Wren-designed churches, or other powerful people collared them as in Edinburgh's New Town of 1767. Whoever occupies these sites enjoys the best views of most cities looking down the

boulevards, and these sites are constantly impressing the burghers with their prominence.

And it is beside and above our only world-renown park.

Sites like these should not be chosen for flyovers.

The growth of the eastern and southern suburbs is not enough to warrant high cost roads and tunnels.

Wellington probably has the smoothest traffic flow of any other capital city or city of similar size.

Increased traffic to the airport can be accommodated by extending the rail system to it and increased busing. Changes to the Basin roundabout should be to promote the non-car modes at grade and to discourage car-use.

The purpose of the investment of \$90M in the fly-over is to achieve some positive socio-economic effects for the local community. Dr Neil Douglas's evidence explains why the flyover funds should be diverted to rural roads. I will address aesthetic matters and the way the social effects could be improved.

The transport system is the most important man-made factor in urban planning. The shape of an urban area like Wellington is determined by its geography but the skeleton and circulation system of the urban body is its transport system. The choice of the mix of modes of that system is probably the most significant way urban planners can influence the social life of settlements. The most important effects of major infrastructure projects are their social effects

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 usually, or often, more emotional than logical and that the major considerations in transport plans should be their social effects. I am convinced plans are made without awareness of the real needs of most users, especially the 'have-nots', and the extent to which the transport system determines behaviour. The flyover is continuing the trend of every major Wellington roading plan. They all under-estimated the social effects, especially on the 'have-nots'. The first is; **Severance.** My home and office is above the Vivian/Tory intersection. The cycle period of the traffic lights is 1min50sec. Waiting 1min50sec seated comfortably in a car cannot be compared to waiting 1min50sec standing in the weather. The temptation to jay-walk one-way roads is suppressed by the way one-way multi-laned roads promote car racing and have no refuges between lanes. These roads are very real barriers to pedestrians and make it very clear the car is king. They elevate the status of the motorist and promote negative feelings in pedestrians. One-way roads, and large car-parks, are the most dehumanizing severance factors in all settlements. They promote dysfunctional behaviour and should be replaced by 2-way streets and small car-parks.

Carriageways through all the non-industrial parts of settlements need to be traffic-calmed to reduce their severance between footpaths. 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. As many children are traumatised on driveways as on carriageways.

Children don't count in town 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. Danger from

cars has removed nearly all spontaneous communal play, and given elders domination of all their movements. The sad social effects are now being studied. Our streets are adequate for slow commercial traffic, the non-car modes and restricted car-use. We don't need new roads at very high costs to relieve brief congestion.

Severance is caused mainly by the car-dependent 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 at all times. This attitude has turned every carriageway from a communal space into a dangerous barrier between all footpaths. Severance has become total throughout our settlements. The flyover should be declined and the \$90M spent on the promotion of the non-car modes toward the removal of all severance

Status and Respect

Another social effect of building new flash roads 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 status and respect from the rest of us. Being respected, that is 'looking good', is crucial to everyone. It is particularly valued by our young folk. They crave the maximum respect of their peer group. Waiting at traffic lights or bus stops whilst cool 'roosters' cruise by pulling 'chicks' drives them toward car-use. Petrol-head parents make it worse. Bicycles at Hutt Valley High fell from 200 to 20 in 10 years when parents gave 2nd-hand imports as rewards.

Cars promote our natural competition for respect. The non-car modes are described as being 'democratic' because 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. It's a sign of failure as a past-mayor once said. 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, which is the main reason light rail should be funded by NZTA; it's the acknowledged leader in being democratic to reduce congestion.

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 our role models to our boy&girl-racers and all the other negative factors but still we try to use them for most local and regional travel. But with leadership it can be changed.

Travel behaviour adapts to the quality of 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 attraction to the 'have-nots', and congestion 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' the most.

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 the 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; motorways instead of bikeways and trams, like Auckland. The second was making rules to enforce on-site car-parks. They both promoted car ownership and use.

Wellington probably 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

of mainly flat valleys with a flat CBD. It has no through-traffic, only cross-town urban traffic getting from one side to the other, which is most cost-effectively and socially-responsibly built using non-car modes. It will never have more than one main access, through South Kaiwharara, 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. 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 not a physical science. In 2010 most 'haves' 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. And disregarding the present, and inevitable, downward trend of car-use

Government needs direction from the judiciary that 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 flyover.

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 Phase 1 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. In that case 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 to attract the 'haves' and thereby attract the 'have nots'.

p) Looking good and status, not need. A nephew Damon Shelly ex.President of the USA BMW Dealers Assoc said; "I sell want not need". Another owns a red TransAm GT "mainly to pull chicks". Only one of my 12 nephews uses me as a mentor for cycling

q) '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 are not good planners, especially in anything to do with transport

A good starting point for transport social effects is;

The Social and Distributional Impacts of Transport: A Literature Review

Julia Markovich and Karen Lucas

Working Paper N° 1055 August 2011

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<http://www.tsu.ox.ac.uk/>