



PART A - OVERVIEW OF APPLICATION

NZ Transport Agency Waka Kotahi
SH1 Wellington Improvements

Project overview and benefits

14 AUGUST 2026

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1 PURPOSE OF THIS DOCUMENT

This document provides an overview and navigation guidance for the package of approvals (the Application¹) sought under the Fast-track Approvals Act 2024 (FTAA) for the State Highway 1 Wellington Improvements project (Project). This document details general matters that apply across all the approvals sought and includes an outline of:

- The applicant, NZ Transport Agency Waka Kotahi (NZTA), and its statutory mandate as relevant to the Project
- The partnership NZTA has entered into with Mana Whenua to guide delivery of the Project
- The status of applications for recognition of customary rights under the Marine and Coastal Area (Takutai Moana) Act 2011 (MACA)
- The background and strategic context for the Project
- The approvals sought by NZTA in this Application
- Confirmation that no approvals are sought for ineligible activities
- The FTAA decision making criteria applying to each approval type, and
- The significant regional and national benefits the Project will bring to Wellington and New Zealand

This Part A document should be read in conjunction with the specific approval applications and alongside the legal submissions of counsel for NZTA in relation to the Project (Legal Submissions), which also form part of the Application.

2 INTRODUCTION

NZTA is applying under the FTAA for the approvals necessary for the construction, operation and maintenance of improvements to State Highway 1 (SH1) Wellington from north of the Terrace Tunnel to Kilbirnie.

The Project is a listed project under Schedule 2 of FTAA by virtue of being infrastructure with significant national or regional benefits. The listing is described as follows:

“Improve State Highway 1 between north of the Terrace Tunnel and Kilbirnie, including associated infrastructure and connections.”

The Application is divided into parts as set out in Table 1 and includes the relevant information as required under section 43 of the FTAA.

This Part A document does not replicate the detail contained within the other Parts of the Application specific to certain approval types; rather it provides an overview of the application package and guidance for navigating the material submitted, as well as generic information relevant to all approvals.

Parts B-E of the Application include other information specific to the various types of environmental approval sought for the Project.

Parts F and G are supporting technical documents and drawings relevant to the approvals sought.

Part H contains maps depicting the location of land subject to the Application and adjacent properties. Also included are property schedules setting out addresses, legal descriptions and details of owners and occupiers (where known) of directly affected and adjacent properties. NZTA obtained owner names from Land Information New Zealand and postal details from Wellington City Council (WCC) and wrote to these parties about the Project in November 2025. NZTA made reasonable efforts to identify occupiers by seeking this information from property owners and also sending letters to the physical address of the properties listed in Part H in November 2025. The letters sent to the physical properties outlined the Project and requested occupier information where the occupier was not the owner. The owners and

¹ Comprising applications for resource consents, alteration to designation, archaeological authority and wildlife approvals

occupiers were invited to respond with their contact details via online form, email or phone. Those properties where occupier details have been provided to NZTA have been recorded in the property schedules.

NZTA wrote again to all directly affected and adjoining owners, known occupiers and physical addresses in late July / early August 2026 to advise them of the proposed lodgement of this Application.

Table 1: Application overview

Part of application	Purpose and content
Part A	This document. A project overview and summary of the Project benefits, to be read in conjunction with the specific approval documents set out below
Part B	The substantive application for approvals that would otherwise be sought under the Resource Management Act 1991 (RMA)
Part C	The substantive application for archaeological authorities that would otherwise be sought under the Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA)
Part D	The substantive application for wildlife approvals relating to lizards that would otherwise be sought under the Wildlife Act 1953
Part E	The substantive application for wildlife approvals relating to little penguin / kororā that would otherwise be sought under the Wildlife Act 1953
Part F	Technical specialist assessment reports
Part G	Drawing set
Part H	Property maps and schedules of owners and occupiers of directly affected and adjacent properties

3 THE APPLICANT – NZTA

3.1 NZTA's statutory functions

NZTA is a Crown entity with its functions, powers and responsibilities set out in the Land Transport Management Act 2003 (LTMA), the Land Transport Act 1998, and the Government Rounding Powers Act 1989 (GRPA). NZTA must give effect to government policy as directed by the Minister of Transport. The statutory objective of NZTA under section 94 of the LTMA is to undertake its functions in a way that contributes to an effective, efficient, and safe land transport system in the public interest.

NZTA has numerous functions under section 95(1) of the LTMA. Of relevance to the Project, NZTA has a function under section 95(1)(h) to manage the state highway system (including planning, funding, design, supervision, construction and maintenance and operation) in accordance with the LTMA and GRPA.

In meeting its statutory objective and undertaking its functions, NZTA must adhere to, among other things, the operating principles set out in section 96 of the LTMA. These operating principles include an obligation to exhibit a sense of social and environmental responsibility.

NZTA is guided by the Government Policy Statement on Land Transport 2024-34 (GPS) which sets out the government's priorities for expenditure from the National Land Transport Fund over a ten-year period. 'Second Mt Victoria Tunnel and Basin Reserve Upgrade' is listed as a priority project in the GPS; these improvements (among others) will be delivered as part of the Project.

NZTA is a network utility operator approved as a requiring authority under section 167 of the RMA in relation to state highways, motorways, cycleways, shared paths and rapid transit networks. NZTA (and the

state highway network) is also categorised as a lifeline utility under the Civil Defence and Emergency Management Act 2002.

3.2 Authorised person

The FTAA definition for an 'authorised person' means "*in relation to a listed project, an authorised person specified for the project in Schedule 2*". The State Highway 1 Wellington Improvements Project in Schedule 2 lists NZTA as the associated authorised person.

3.3 Compliance and enforcement

Section 13(4)(x) of the FTAA (read together with section 43(2)(a)) requires NZTA to provide a summary of compliance or enforcement actions taken against the applicant (if any), and the outcome of those actions.

NZTA's network is linear and traverses over 11,000km. Accordingly, it is not practical to provide information as to compliance and enforcement issues across the entire network. While there have been some compliance / enforcement incidents in the past, NZTA takes steps to address (and avoid future) incidents when they occur. NZTA cooperates with the relevant enforcement agencies throughout compliance / enforcement processes when issues are raised to ensure they are resolved quickly and satisfactorily.

As relevant to the Wellington region, Greater Wellington Regional Council (GWRC) issued four abatement notices in relation to the Transmission Gully Project, requiring NZTA to undertake certain activities to achieve compliance with consent conditions. These were:

- Abatement notice A1150 was issued on 22 August 2025 and required NZTA to remove two temporary culverts and reinstate Cannons Creek streambed by 20 April 2026. GWRC confirmed on 3 February 2026 that the actions required by this abatement notice had been met within the required timeframe
- Abatement Notice A1151 was issued on 22 September 2025 and required NZTA to provide culvert monitoring reports for all fish passage culverts on Transmission Gully to GWRC by the 12th of December 2025. On 11th December 2025, GWRC confirmed that the actions required by Abatement Notice A1151 had been met within the required timeframe
- Abatement Notice A1152 was issued on 8 October 2025 and requires NZTA to complete all works on the stream diversions and submit diversion monitoring reports by 28 May 2027
- Abatement Notice A1174 was issued on 29 April 2026 and requires NZTA to provide fish passage monitoring reports for all culverts and diversions on Transmission Gully by 31 March 2028

GWRC has thanked NZTA for their efforts to bring that project into compliance, meeting the consent obligations.

4 MANA WHENUA PARTNERSHIP

The Project has been developed and continues to be advanced in partnership with Mana Whenua, specifically Taranaki Whānui ki Te Upoko o Te Ika (represented by Port Nicholson Block Settlement Trust) and Ngāti Toa Rangatira (represented by Te Rūnanga o Toa Rangatira Incorporated), who are recognised project partners and Treaty settlement entities with Mana Whenua interests in Wellington.

This partnership is characterised by ongoing, structured engagement across all stages of the Project, including regular hui, workshops, and senior-level involvement, supported by embedded Iwi Integration Leads and technical specialists working alongside the design and consenting teams. In addition, a Mana Whenua Steering Group has been established, comprising representatives of Mana Whenua and NZTA, to provide strategic direction, cultural leadership, and joint oversight. Both iwi have also prepared Cultural Impact Assessments for the Project.

Through this collaborative approach, Mana Whenua values, aspirations and feedback have been directly integrated into project design, assessment and mitigation, including matters relating to community wellbeing, hauora, freshwater and coastal ecosystems, cultural and historical landscapes, environmental

stewardship, and intergenerational outcomes. Both iwi have confirmed in-principle support for the Project and continue to work with NZTA in good faith.

The engagement process with Mana Whenua is discussed in more detail in Chapter 7 of Part B of the Application.

5 MARINE AND COASTAL AREA (TAKUTAI MOANA) ACT STATUS

The Project includes works within the Wellington Harbour coastal marine area. Accordingly, section 11(1)(a)(i) of the FTAA, concerning obligations under MACA is relevant. There are no protected customary rights or customary marine title groups in Wellington Harbour at the current time. The consultation requirements under sections 11(1)(a)(i) and 13(4)(j)(vii) of the FTAA relating to MACA applicants are addressed in Part B of the Application (section 7.2).

6 SUMMARY OF THE PROJECT

6.1 Project overview

The Project is a Road of National Significance (RoNS) which improves SH1 in Wellington City. The proposal includes the construction, operation and maintenance of improvements to SH1, extending approximately 5 km through the city from north of the Terrace Tunnel to near the intersection of Cobham Drive and Evans Bay Parade in Kilbirnie.

The Project will improve efficiency and reliability on SH1 by providing second tunnels at The Terrace and Mount Victoria, a new layout at the Basin Reserve and widening, intersection upgrades and layout improvements along the remainder of the SH1 corridor, as illustrated on Figure 1 below. The Project aims to attract traffic onto SH1, reduce traffic on other key routes, unblock critical bottlenecks on the state highway, maintain access for local movements and enable public transport growth.

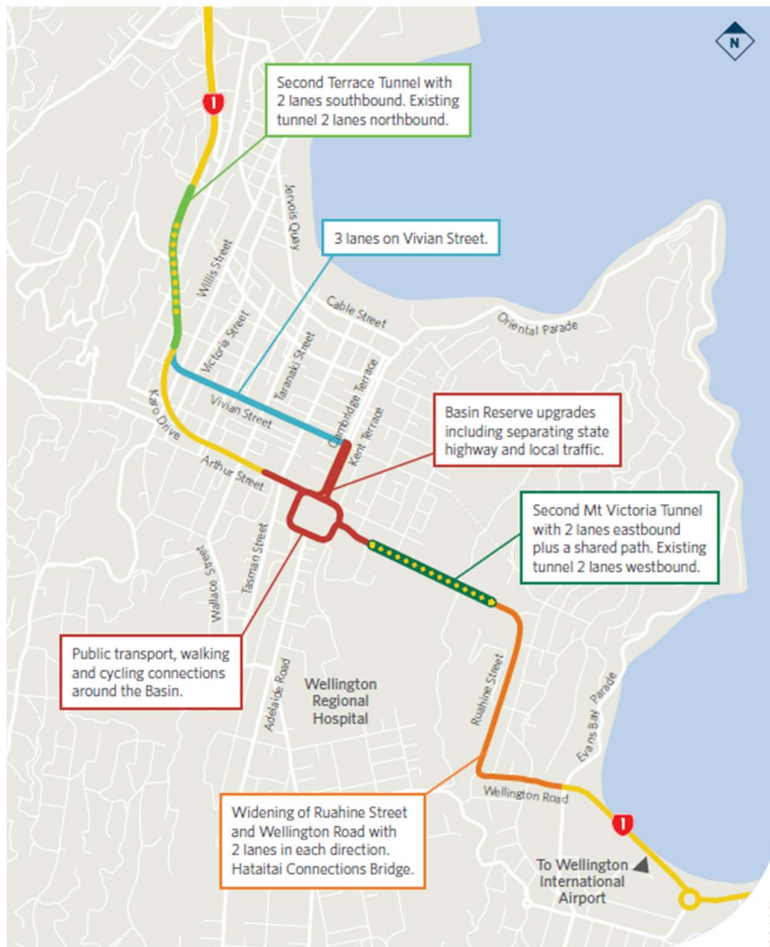


Figure 1 - Project overview

Throughout the application package, the Project is described by dividing it into the following five sections:

1. Terrace Tunnel (shown in light green on Figure 1)
2. Te Aro (shown in blue)
3. Basin Reserve (shown in red)
4. Mount Victoria Tunnel (shown in dark green)
5. Eastern Connections (shown in orange)

A full description of the Project is provided in section 4 of Part B² of the application documents.

Each statutory approval sought for the Project relates to a particular area, as detailed in Parts B-E of the Application and illustrated on maps included in appendices to each of these documents. The Application documents refer to the 'Project area', which combines all of these areas into one. This Project area largely coincides with the boundary of designation NZTA-1, as it is proposed to be extended, but also includes some other areas in the vicinity of the designation, including Wellington Town Belt and other WCC administered land outside of the proposed designation, as well as the coastal marine area within Evans Bay. These areas are illustrated on the RMA approvals drawings included in Part B (Appendix B) of the Application.

In addition to the Project area (i.e. the combined area where statutory approvals are sought), there are other locations where Project works will or may take place for which no approvals are needed, for example

² Application for approvals relating to RMA

where minor road changes are needed to local roads outside the proposed designation. These areas are illustrated on the RMA approvals drawings as permitted activity works.

More detailed Project description material is included, as relevant to the specific approvals sought, in Parts B-E of the Application material. Part B, in particular, contains a detailed description of the Project as a whole.

6.2 Project need

6.2.1 Overview

SH1 provides a critical national and regional link to and through Wellington city for communities, businesses and visitors. It connects people, goods and services to the region's main business, employment and tertiary education hubs as well as the international airport and regional hospital. It provides access to these facilities for the wider regional communities of the Hutt Valley, Porirua, Kāpiti, Wairarapa and those further north.

SH1 is also an integral part of Wellington City's local transport system, supporting access to jobs, goods and services and recreational facilities for residents and businesses within the city.

Travel demand regularly exceeds capacity on SH1 at peak times, with congestion arising where there are bottlenecks from two lanes to one lane at and near the Mt Victoria Tunnel and Terrace Tunnel. Congested traffic also arises through the complex series of traffic signals within the Te Aro and Basin Reserve sections of SH1. These constraints cause delays and unreliable journey times for people using the state highway and can result in increased traffic on local roads as people choose alternative routes trying to avoid delays.

As the regional population and travel demand increases, travel times and reliability will worsen in the future. This means it will take longer to access critical national, regional and local destinations, hampering productivity and restricting economic growth.

The Project will, in short, alleviate the bottlenecks (improving efficiency and travel time reliability) and unlock regional economic growth.

6.2.2 Detailed route use

SH1 serves multiple functions through the central city. From the north the SH1 route provides a strategic function that connects people and freight from the wider region to destinations within the central business district (CBD), to the regional hospital, and through the Mt Victoria Tunnel to the eastern suburbs and the airport. The urban section of SH1 between the Terrace and Mt Victoria Tunnels also has an access function for the adjacent communities to connect with their local destinations with a high degree of connectivity provided by signalised intersections.

South of the Ngauranga Gorge interchange, SH1 carries around 45,000 vehicles per day travelling into Wellington via the Wellington Urban Motorway, which largely follows the harbour edge and borders the western edge of the city centre. South of Aurora Terrace the motorway reduces to a single lane southbound through the Terrace Tunnel; this bottleneck causes delays for more than 20,000 vehicles per day that use the Terrace Tunnel to come into the city. The capacity constraint of the bottleneck sees delays for these users occurring across a period of up to 12 hours during a weekday, and five hours on a weekend.

South of the Terrace Tunnel, the state highway runs through Te Aro as a one-way system (Vivian Street and Karo Drive) within the central city grid, with multiple signalised intersections causing regular delays from conflicting turning and cross movements.

Northbound traffic uses the Arras Tunnel, Karo Drive and the inner-city bypass (ICB) (currently around 27,000 vehicles per day on Karo Drive), while southbound traffic uses Vivian Street (currently around 21,000 vehicles per day). Local roads that cross (and connect to) this section of SH1 link people and freight to the CBD, hospital and southern suburbs. Bus services from the southern suburbs also use several of these cross routes, together with general traffic and active modes.

The Basin Reserve is a key conflict point between state highway traffic and other transport routes for public transport, active modes and local traffic. The high traffic flows converge with bus routes that do not have dedicated provision around the Basin Reserve, leading to delays and congestion for all users.

The main access from the eastern suburbs (Hataitai, Kilbirnie, Lyall Bay and Miramar) and the airport to the central city (and vice versa) is via the two-lane SH1 Mt Victoria Tunnel that carries more than 40,000 vehicles per day. Bottlenecks exist on both approaches to the tunnel where two lanes on Wellington Road and Paterson Street merge into one lane. Delays and queuing back from these bottlenecks affect traffic flow around the Basin on the city side and through Hataitai and Kilbirnie on the eastern side. Many people choose to avoid the bottlenecks by using alternative (and less direct) east-west connections that are constrained by the topography of Mount Victoria. These alternatives include a hilly option via Constable Street (Newtown) or a longer route around Evans Bay Parade and Oriental Parade.

Figure 2 below illustrates the current problems on SH1 and other key transport connections in Wellington.

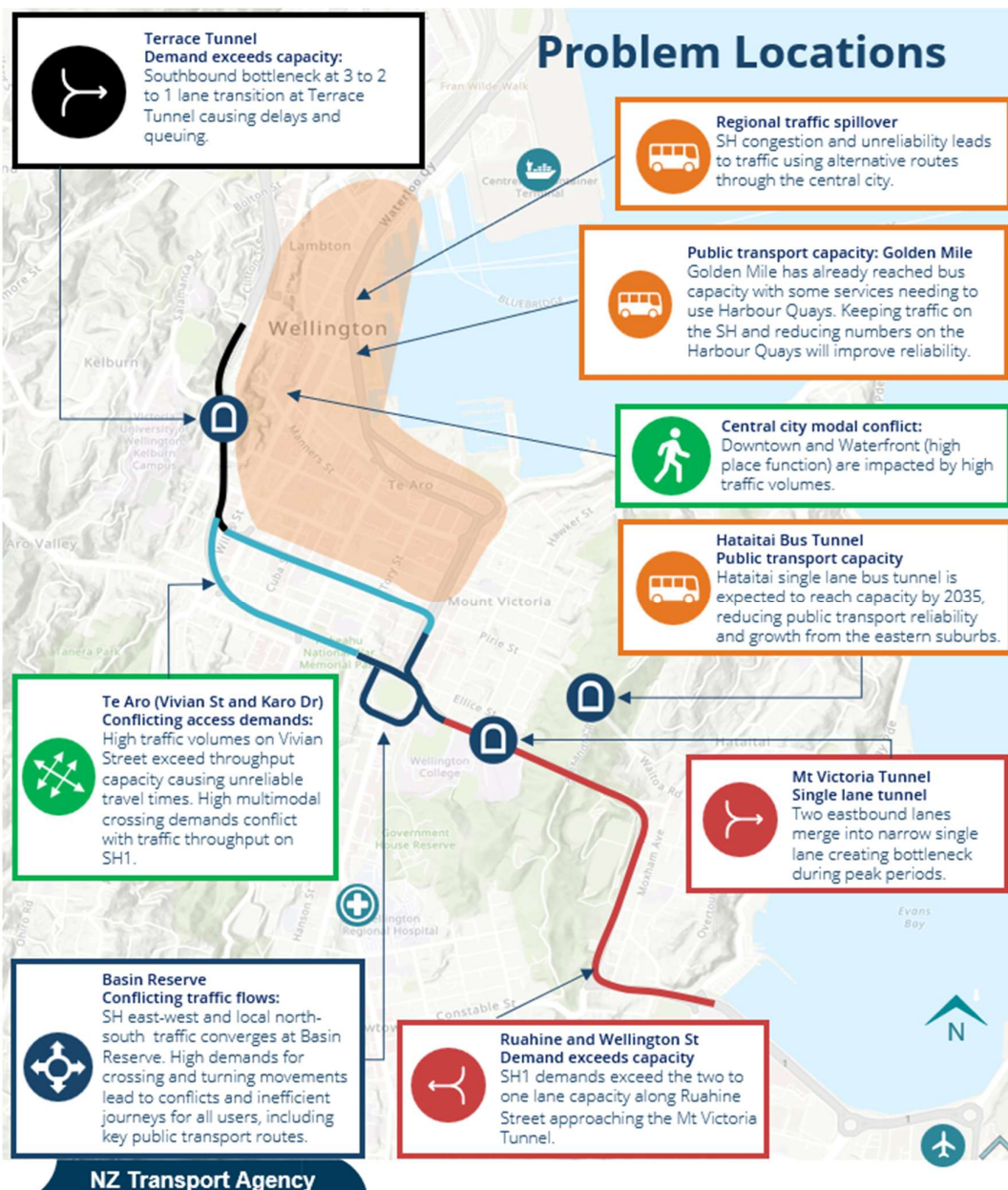


Figure 2 – Problem summary by location

Google traffic, Tom Tom and NZTA travel time monitoring data all show high rates of delay and variability for journeys on the state highway. Travel time data captured from state highway variable message signs reveals significant variability between free-flowing times of day, the peak periods, and times when journeys are significantly slower.

In terms of network resilience, Wellington's urban transport network is particularly vulnerable to disruptions from unplanned events, road closures and public transport service disruptions, which can lead to very high delays on the state highway. As both the state highway and local road network are congested (particularly during peak periods) there is limited capacity or redundancy across the transport system to accommodate diverted or additional traffic in the aftermath of transport network disruptions.

6.3 Project objective

NZTA's objective for this Project is *to provide more efficient and reliable access on SH1 from north of the Terrace Tunnel to Wellington Airport and Wellington Hospital to support regional economic growth*.

The outcome sought is to support regional economic growth and productivity by improving access through reduced travel times ("*efficient*") and improved journey time reliability ("*reliable*") for all traffic on SH1 through Wellington city centre. The investment is targeting SH1 in both directions between the north of the Terrace Tunnel and Cobham Drive, and sections thereof, as this route is part of many journeys to and from the airport, the regional hospital, and the central city³.

This objective defines the outcome that the Project aims to achieve. It is relevant to the considerations for notices of requirement (such as to alter an existing designation) under the FTAA (schedule 5, clause 12(1)(g)), which directs the Panel to consider whether the project or works and the altered designation sought are reasonably necessary for achieving the objectives of the requiring authority.

By achieving the Project objective, NZTA will improve access to major national and regional destinations.

6.4 Strategic overview

The Project has been developed in line with the requirements and stated priorities of the relevant transport strategies, policies and plans. A brief overview is below.

6.4.1 Government Policy Statement on Land Transport 2024-2034

The Government Policy Statement on Land Transport 2024-34 (GPS) sets out the Government's land transport strategy for the next 10 years. It outlines the Government's transport investment priorities and guides Government expenditure on land transport.

The four strategic priorities of the current GPS are:

- Economic growth and productivity
- Increased maintenance and resilience
- Safety, and
- Value for money⁴.

Economic growth and productivity are the overarching priority.

The Project is consistent with the priorities of GPS as it will:

- Improve travel time reliability on SH1 through Wellington and to nearby regionally significant facilities such as the airport and hospital
- Boost productivity through generating agglomeration benefits by enhancing the efficiency and movement for goods and people within Wellington
- Improve resilience by providing second tunnels at The Terrace and Mount Victoria built to modern engineering standards

³ Further explanation of the Project objective is contained within Part F: Technical Report #1 Consideration of Alternatives (Annexure A)

⁴ GPS, page 11

- Unlock planned infill urban development for housing by providing transport infrastructure with sufficient capacity to support that development, thereby supporting economic growth through improved housing affordability, and
- Achieve value for money through the detailed design and construction procurement process, provided the mitigation and conditions applying to the approvals sought through this Application are focussed on delivering only essential highway infrastructure elements, and construction and other management requirements are *no more onerous than necessary*, in accordance with section 83 of the FTAA

The GPS proposes a significant programme of new and improved transport infrastructure. As part of this it sets out funding methods and priorities including investment expectations, tolling, debt repayment schedules and Crown funding contributions. It also addresses system reform, including fast-track consenting, as a way to build the confidence of the construction sector. At the core of the GPS lies the RoNS programme which is designed to support economic growth and productivity. RoNS are some of New Zealand's most important state highway corridors that require significant development and investment which, when complete, will reduce congestion, improve safety, support housing development and affordability, improve inter-regional freight lines, boost economic growth and provide a more resilient network.

The Project is listed as one of the RoNS in the GPS⁵ as follows – 'Second Mt Victoria Tunnel and Basin Reserve Upgrade'.

The Statement of Ministerial Expectations⁶ directs NZTA to deliver projects in accordance with the GPS at pace, with a focus on cost and value of projects. This Project has responded to this direction in determining the scope of the design and environmental mitigation measures to be included as part of the RMA related approvals sought.

6.4.2 National Land Transport Programme 2024-2027

The National Land Transport Programme (NLTP) gives effect to the strategic priorities and funding allocations in the GPS. It sets out an investment programme to deliver the government's four strategic priorities in the GPS as set out above.

The NLTP confirms the outcomes to be achieved through the RoNS including to reduce congestion, improve safety, support housing development, boost economic growth and provide a more resilient roading network within the Wellington Region. It notes that works to build the RoNS will be completed over several NLTP periods, with this Project designation and consent process to be progressed in the 2024-2027 NLTP period, with construction of the Project occurring in a later NLTP period.

6.4.3 Wellington Regional Land Transport Plan

The Wellington Regional Land Transport Plan 2021 (RLTP) is a statutory plan under the LTMA and is prepared by the Wellington Regional Transport Committee – comprising representatives from all local councils in the Wellington Region and NZTA. It provides strategic direction, objectives, policies and transport priorities with a 10–30-year outlook – and includes a 3- and 6-year programme of multi-modal transport activities, which is essentially a bid for funding from the National Land Transport Fund.

The RLTP sets the high-level direction for the development of the region's transport network, with a long-term vision seeking '*A connected region, with safe, accessible and liveable places – where people can easily, safely and sustainably access the things that matter to them – and where goods are moved efficiently, sustainably and reliably*'.

The RLTP identifies a set of 10-year transport investment priorities:

1. Public transport capacity
2. Travel choice
3. Strategic access

⁵ GPS, page 44

⁶ [Waka Kotahi NZ Transport Agency Statement of performance expectations 2025/2026](#)

4. Safety, and
5. Resilience

The RLTP also sets out five strategic objectives, as follows:

1. People in the Wellington Region have access to good, affordable travel choices
2. Transport and land use are integrated to support compact urban form, liveable places and a strong regional economy
3. The impact of transport and travel on the environment is minimised
4. People can move around the Wellington Region safely, and
5. Journeys to, from and within the Wellington Region are connected, resilient and reliable

At the time of the RLTP being first published, the LGWM programme was identified as a Priority Improvement Activity for the 2021-24 period within the RLTP's 10-year transport investment priorities of 'Public transport capacity' and 'Travel choice'.

A mid-term review of the RLTP (required to be undertaken halfway through the term of the RLTP) was completed in July 2024. The mid-term review acknowledged the dissolution of LGWM in December 2023. However, it notes that progress made under that programme would be utilised towards the delivery of the second Mount Victoria Tunnel and Basin upgrades, as listed in the GPS. The second Mount Victoria Tunnel and Basin upgrades are identified in the mid-term review as significant activities under the Wellington Region RoNS programme, which is ranked fifth in priority out of 30 significant programmes for the Wellington region. Since the RLTP mid-term review, on 14 May 2026, GWRC has resolved to include additional key elements included in the current Project within the RLTP, including the second Terrace Tunnel and state highway improvements through to Cobham Drive, Kilbirnie.

6.4.4 Wairarapa-Wellington-Horowhenua Future Development Strategy 2024-2054

The Wairarapa-Wellington-Horowhenua Future Development Strategy 2024-2054 (FDS) is a spatial plan for the wider Wellington region. The FDS fulfils a statutory requirement under the National Policy Statement on Urban Development 2020 (NPS-UD) for tier 1 councils to prepare future development strategies to inform their Long-Term Plans (LTP). It is also intended to inform the strategic and planning decision making processes of all the councils in the region, including in relation to infrastructure strategies, Land Transport Plans, Regional and District Plans, and local plans. The FDS replaced the previous Wellington Regional Growth Framework 2021.

The FDS sets out shared priorities for housing and business development and is intended to guide growth and development over a 30-year period. It responds to a forecast additional 200,000 people needing to be accommodated in the Wairarapa, Wellington and Horowhenua areas. Of this, Wellington City accounts for a forecast population increase of 57,900 people⁷. It is noted that the transport modelling for the Project has used the Stats NZ medium population growth projection which forecasts an increase of 31,426 people in Wellington City over the period 2018-2053. This is a nationally consistent approach applied to all RoNS projects though it is more conservative than the population forecasts applied to the FDS. The FDS is based on a higher growth scenario prepared by Sense Partners in 2023 and the FDS acknowledges this scenario is reliant on sustained high net migration.

The FDS anticipates this growth will be accommodated through infill/brownfield development and does not identify any greenfield housing areas within Wellington City over the next 30 years. The document is intended to help achieve regional strategic goals relating to:

- Ensuring the region has the infrastructure needed to thrive
- Providing affordable housing and compact, well-designed towns and cities
- Realising iwi and hapū values and aspirations
- Supporting low emission lifestyles
- Protecting natural environment and other valued places

⁷ Wairarapa-Wellington-Horowhenua Region – Housing and Business Development Capacity Assessment (August 2023), p.28

- Providing opportunities for productive sustainable local employment

The FDS illustrates key strategic transport projects (on page 51 of the document). '*Transport improvements including Basin Reserve upgrade and second Mt Victoria tunnel*' are included on this illustration, indicating that this aspect of the Project is particularly aligned with the FDS and the growth plans for the region.

6.4.5 Our City Tomorrow: A Spatial Plan for Wellington City 2021

The 'Spatial Plan' for Wellington was approved in 2021. It is a growth strategy that sets out a plan of action for where and how the city should grow and develop over the next 30 years. The Spatial Plan sought to shape Wellington City by considering a range of elements relating to the city's growth including land use, transport, three waters infrastructure, natural hazards, heritage, and natural environment values. The Spatial Plan has been an input to other WCC policy decisions, including shaping the regulatory framework for land use in the District Plan.

The Spatial Plan is currently under review following the District Plan becoming operative in part and the need to align the Spatial Plan with the growth enabled by the District Plan (such as prioritising investment in transport and other infrastructure upgrades). The recent adoption of the FDS and the 2024 Long Term Plan and forthcoming planning legislation changes are also a driver for the review. An updated Spatial Plan is expected to inform the 2027 Long Term Plan.

The Spatial Plan anticipates growth to occur predominantly within the existing urban area, with a range of housing typologies, and distributed across the City.

The Spatial Plan also identifies three future greenfield sites at the northern extent of the City as 'opportunity sites' where further planning is required:

- Upper Stebbings/Glenside West, residential development for over 600 dwellings
- Lincolnshire Farm, comprising residential and business areas
- Hyde Farm, comprising business/industrial uses

These areas are not yet fully zoned for development in the District Plan. However, Upper Stebbings/Glenside West and Lincolnshire Farm are identified as Development Areas with structure plans to guide future subdivision and development.

7 APPROVALS SOUGHT

NZTA is applying for all necessary FTAA approvals to authorise the Project as described in Section 3 of Part B of the Application and Parts C-E of the Application. The required approvals are:

- Resource consents that would otherwise be applied for under the RMA, as provided for under section 42(4)(a) of the FTAA (the full list of RMA approvals is set out in Section 5 of Part B of the Application)
- A notice of requirement for an alteration to an existing designation that would otherwise be sought under section 168 of the RMA, as provided for under section 42(4)(d) of the FTAA
- Two wildlife approvals that would otherwise be sought under the Wildlife Act 1953 where the Project affects protected species, provided for under section 42(4)(h) of the FTAA
- Archaeological authorities that would otherwise be applied for under the HNZPTA, provided for under section 42(4)(i) of the FTAA

8 ELIGIBILITY

Section 13(4)(c) of the FTAA requires NZTA to provide information to demonstrate that the Project does not involve any ineligible activities (other than activities that may be the subject of a determination under section 23 or 24).

NZTA has undertaken a comprehensive review of all land within the Project area, which has confirmed that the Project does not involve any ineligible activities.

For completeness, Mātai Moana is a recreation reserve vested in the Crown, and the Mātai Moana Charitable Trust has been appointed to control and manage the reserve. NZTA proposes to carry out compensation activities on a small site on the reserve. An ineligible activity includes an activity that would occur on a reserve, that is managed by someone other than the Department of Conservation or a local authority, and which has not been agreed to in writing by the person responsible for managing it (FTAA, section 5(1)(k)). While NZTA does not seek approvals in relation to those activities, as they are expected to be permitted activities under the RMA, to avoid doubt the trustees of the Mātai Moana Charitable Trust have provided their written approval to the compensation works. A copy of this approval is included in Part B, Appendix F of the application.

9 FTAA DECISION MAKING CRITERIA

The FTAA sets out criteria the Panel must take into account in respect of each type of approval sought through the Application. The Panel must give greatest weight to the purpose of the FTAA in all cases. The key decision making criteria that are relevant to this Application are set out in Table 2. The criteria are assessed in the specific approval documents contained in Parts B-E of the Application and discussed in the Legal Submissions document.

Table 2: Relevant FTAA decision making criteria

Approval type	FTAA text	Key decision making criteria relevant to the Project
Resource consents Schedule 5, Clause 17(1)	- The provisions of Parts 2, 3, 6, and 8 to 10 of the Resource Management Act 1991 that direct decision making on an application for a resource consent (but excluding section 104D of that Act); and - The relevant provisions of any other legislation that directs decision making under the Resource Management Act 1991	Take into account: - Section 5 (purpose) of the RMA - Sustainable management⁸ of natural and physical resources - The following matters of national importance from section 6 of the RMA: - The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development⁹ - The relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga¹⁰ - The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna¹¹ - The protection of historic heritage from inappropriate subdivision, use, and development¹² - The management of significant risks from natural hazards¹³ - The following 'other matters' from section 7 of the RMA: - Kaitiakitanga - The ethic of stewardship - The efficient use and development of natural and physical resources - The maintenance and enhancement of amenity values - Intrinsic values of ecosystems

⁸ As defined in section 5(1) of the RMA 1991

⁹ Section 6(a)

¹⁰ Section 6(e)

¹¹ Section 6(c)

¹² Section 6(f)

¹³ Section 6(h)

Approval type	FTAA text	Key decision making criteria relevant to the Project
		○ Maintenance and enhancement of the quality of the environment ○ The effects of climate change • The requirements of the following sections in Part 3 of the RMA relating to the approvals sought under the RMA: ○ Section 9 land use consents ○ Section 12 coastal permits ○ Section 14 water permits ○ Section 15 discharge permits • Any actual or potential effects on the environment of allowing the activity¹⁴ • Any measure proposed or agreed to by the applicant for the purpose of ensuring positive effects on the environment to offset or compensate for any adverse effects on the environment that will or may result from allowing the activity¹⁵ • The relevant provisions of the national direction¹⁶ set out in Chapter 8 of the Part B document • The requirements of sections 104B (determination of applications), 105 (matters relevant to certain applications) and 107 (restriction on grant of certain discharge permits) of the RMA.¹⁷
Notice of Requirement Schedule 5, Clause 24(1)	• The provisions of Part 8 of the Resource Management Act 1991 that direct decision making on an application for a designation (except section 170); and	Take into account: • Part 2 of the RMA (refer above) • The effects on the environment of allowing the requirement, which may include any positive effects on the environment to offset or compensate for any adverse effects on the environment that will or may result from the activities

¹⁴ Section 104(1)(a), although the Panel may disregard an adverse effect of the activity on the environment if a national environmental standard or the plan permits an activity with that effect (section 104(2))

¹⁵ Section 104(1)(ab)

¹⁶ Section 104(1)(b)

¹⁷ Sections 104(2E) and (2EAAA) are not currently relevant in relation to the Project.

Approval type	FTAA text	Key decision making criteria relevant to the Project
	- The relevant provisions of any other legislation that directs decision making under the Resource Management Act 1991; and - Consider any Mana Whakahono ā Rohe or joint management agreement that is relevant to the approval	- enabled by the designation as long as those effects result from measures proposed or agreed to by NZTA¹⁸ - The national direction instruments listed above for the consideration of resource consent applications¹⁹ - For sites directly affected by the Project that NZTA does not currently have an interest in²⁰: - Whether adequate consideration has been given to any alternative sites, routes, or methods of undertaking the work; and - Whether the work and designation are reasonably necessary for achieving the objectives of the Project
Approvals relating to Wildlife Act 1953 Schedule 7, clause 5	(b) The purpose of the Wildlife Act 1953 and the effects of the project on the protected wildlife that is to be covered by the approval; and (c) Information and requirements relating to the protected wildlife that is to be covered by the approval (including, as the case may be, in the New Zealand Threat Classification System or any relevant international conservation agreement).	- The purpose of the Wildlife Act 1953 and the effects of the Project on the protected wildlife that is to be covered by the approval, in this case penguins and lizards - Information and requirements relating to the protected wildlife that is to be covered by the approval (including, as the case may be, in the New Zealand Threat Classification System or any relevant international conservation agreement), including the measures proposed for managing impacts on the protected wildlife (penguins and lizards)
Approvals relating to Heritage New Zealand Pouhere Taonga Act 2014 Schedule 8, clause 4	(b) The matters set out in section 59(1)(a) of the HNZPTA; and (c) The matters set out in section 47(1)(a)(ii) and (5) of the HNZPTA; and (d) A relevant statement of general policy confirmed or adopted under the HNZPTA	- The historical and cultural heritage value of the archaeological site and any other factors justifying the protection of the site²¹ - The purpose and principles of the HNZPTA²² - The extent to which protection of the archaeological site prevents or restricts the existing or reasonable future use of the site for any lawful purpose²³

¹⁸ Section 171(1) and (1B) of the RMA

¹⁹ Section 171(1)(a) of the RMA

²⁰ Section 171(1)(b) of the RMA

²¹ Section 59(1)(a)(i) of the Heritage New Zealand Pouhere Taonga Act 2014

²² Section 59(1)(a)(ii) of the Heritage New Zealand Pouhere Taonga Act 2014

²³ Section 59(1)(a)(iii) of the Heritage New Zealand Pouhere Taonga Act 2014

Approval type	FTAA text	Key decision making criteria relevant to the Project
		• The interests of any person directly affected by the decision of the Panel²⁴ • A statutory acknowledgement that relates to the archaeological site or sites concerned²⁵ • The relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tūpuna, wāhi tapu, and other taonga²⁶ • Whether the effects of the proposed activity are, or are likely to be, no more than minor, having regard to²⁷ ○ The significance of a site or sites in relation to evidence of the historical and cultural heritage of New Zealand²⁸; and ○ The extent to which the proposed activity will modify or destroy the site or sites²⁹ • A relevant statement of general policy confirmed or adopted under the HNZPTA

²⁴ Section 59(1)(a)(iv) of the Heritage New Zealand Pouhere Taonga Act 2014

²⁵ Section 59(1)(a)(v) of the Heritage New Zealand Pouhere Taonga Act 2014

²⁶ Section 59(1)(a)(vi) of the Heritage New Zealand Pouhere Taonga Act 2014

²⁷ Section 47(1)(a)(ii) of the Heritage New Zealand Pouhere Taonga Act 2014

²⁸ Section 47(5)(a) of the Heritage New Zealand Pouhere Taonga Act 2014

²⁹ Section 47(5)(b) of the Heritage New Zealand Pouhere Taonga Act 2014

10 BENEFITS OF THE PROJECT

10.1 Context

The Project's listing in the FTAA supports it being considered as having significant regional or national benefits, and it does not have to be considered under section 22 of the FTAA for referral to use this approvals process.

Notwithstanding this, section 81(4) of the FTAA requires a Panel to *consider the extent of the Project's regional or national benefits*, and section 85 (when Panel must or may decline approvals in considering substantive applications) provides a Panel with the discretion to decline an approval if the Panel forms the view that the adverse impacts of a project *are sufficiently significant to be out of proportion to the project's regional or national benefits (...)*.

10.2 Benefits under the FTAA

The list of benefits in section 22(2) of the FTAA, which a Minister may consider in deciding whether to accept an application for a project to be referred into the FTAA process, provides a useful indication of the types of benefits that are relevant under the FTAA. While alignment with section 22(2) does not demonstrate the entire breadth of the Project's benefits, it does provide a good starting point. Alignment with section 22(2) is summarised in Table 3.

Table 3: Potential benefits under section 22 of the FTAA

Section 22, FTAA	SH1 Project
(a) whether the project - (i) has been identified as a priority project in a central government, local government, or sector plan or strategy (for example, in a general policy statement or spatial strategy), or a central government infrastructure priority list	The Project has been identified by central government as a RoNS, reflecting the Government's determination to deliver national-level benefits critical to economic growth, resilience, and safety. The Project is identified in the GPS and the RLTP. The State Highway 1 improvements (as a component of the 'transformational programme' then being developed by the former LGWM partnership) is referenced in Policy 57(e) of the RPS. The Project is also recognised in the regional growth strategy for Wellington, the FDS, as outlined in section 6.4.4 above. The Project is therefore a priority project at both regional and national levels.
(ii) will deliver new regionally or nationally significant infrastructure or enable the continued functioning of existing regionally or nationally significant infrastructure	The Project will enable the continued and improved functioning of existing SH1, a regionally and nationally significant road identified in the GPS as requiring significant development and investment. As discussed in the quantitative analysis that follows, the Project will play a vital role in significantly improving the functioning of one of New Zealand's busiest existing transport corridors. SH1 is currently underperforming due to congestion, and it is anticipated that this will be exacerbated further by expected growth within the Wellington Region.
(iii) will increase the supply of housing, address housing needs, or contribute to a well-functioning urban	The Project is necessary to support growth in the Wellington Region and will contribute to a well-functioning urban environment. Policy 1(c) is of the NPS-UD is particularly relevant as this Project will

Section 22, FTAA	SH1 Project
<i>environment (within the meaning of policy 1 of the National Policy Statement on Urban Development 2020)</i>	directly and indirectly contribute to <i>good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport.</i> The Project is also expected to help unlock more housing delivery particularly in the east, where growth has been stunted relative to other parts of the City's growth, in part because of poor transport access.
<i>(iv) will deliver significant economic benefits</i>	Consistent with the GPS priority of economic growth and productivity, the Project delivers significant economic benefits as confirmed by Technical Report #3 (Economic Assessment). These include: i. Improved functioning of the busiest highway corridor in New Zealand outside of Auckland, the most regionally important transport corridor in Wellington, and the trunk route between the airport and the city centre, which includes the seat of government ii. A well-functioning urban environment by improving efficiency of travel by \$2.0 billion (through travel time savings and travel reliability benefits) iii. Significant economic benefits by boosting labour productivity and regional GDP by an estimated \$1.5 billion within a corridor that accounts for 4.6% of New Zealand's total GDP iv. Faster recovery from natural hazard events by providing a more resilient spine through central Wellington that will reduce downtime in the Terrace Tunnel and Mt Victoria Tunnel corridors after a major earthquake by up to 90% v. Unlocking more housing development by improving access along the corridor and into the eastern suburbs.
<i>(v) will support primary industries, including aquaculture:</i>	Improved access to Wellington's international airport will assist with supporting primary industry connections and airfreight, supporting primary industries within the Wellington Region and further north.
<i>(viii) will support climate change adaptation, reduce risks arising from natural hazards, or support recovery from events caused by natural hazards:</i>	The Project will provide a more resilient highway route, in particular through the second tunnels, significantly reducing downtime of this critical route after a major earthquake
<i>(x) is consistent with local or regional planning documents, including spatial strategies:</i>	As noted above, the Project is specifically recognised in the spatial strategy for the region (FDS) and recognised through the identification of its predecessor project LGWM, which recognised that the SH1 improvements were the first works that needed to occur to get Wellington moving. These regional planning documents align with and give effect to the GPS by recognising the need for early investment in nationally significant state highway infrastructure to support growth, accessibility, and network resilience.

10.3 Transport and associated benefits arising from the Project

The following section summarises the key regional and national benefits of the Project in terms of improved transport outcomes and their flow-on impact to the economy. The Project benefits are informed by the economics assessment undertaken for the Project in Technical Report #3 (which in turn was informed by other technical assessments).

Some benefits can be expressed in dollar terms (i.e. can be monetised), while others can be expressed in terms of non-monetised numbers or descriptions. Some benefits can be expressed in both dollars and non-monetary numbers. Monetised benefits are calculated in accordance with the Monetised Benefits and Costs Manual (MBCM). The economic benefits shown are in present value terms over a 60-year analysis period for a scenario with no tolling. The different types of benefits are explained below and Table 4 and Table 5 that follow present the quantified transport and stimulatory benefits for the Project.

10.3.1 Travel time savings

The transport benefits of the Project are highlighted in Technical Assessment #5 (Integrated Transport Assessment) and they informed the economic assessment also. The transport benefits are summarised below, drawing on the Integrated Transport Assessment. They include:

- **Journey time savings:** The Project will deliver future travel time savings of 4 to 7 minutes on average across the two 3-hour peak periods each day, and up to 10 minutes during the busiest part of the peak period for some key journeys. It will also see an approximately 40% improvement in travel time reliability. These savings reduce travel costs for individuals
- **Future congestion relief:** These benefits grow over time as congestion would otherwise worsen with the current network already at capacity. The added capacity supports city growth and enables new development through intensification that would otherwise be constrained
- **Local road decongestion:** By providing a faster SH1 route with additional capacity, more drivers will choose SH1 over alternatives such as Oriental Parade, Harbour Quays, or Constable Street. This reduces delays on local roads, benefiting residents and businesses and creating opportunities for future projects, including improved public transport
- **Traffic flow improvements:** Modelling shows SH1 traffic volumes increase along the corridor between Aotea Quay and Calabar Road with the Project, with up to 40% higher flows through central Wellington compared to the reference case, confirming the Project attracts traffic from local routes (as well as some additional and/or longer trips)
- **Efficiency gains:** Reduced journey times combined with higher traffic volumes demonstrate a substantial improvement in network efficiency

10.3.2 Travel time reliability

When a journey is unreliable there are fluctuations in the amount of time a trip may take due to congestion from non-constant day-to-day traffic flows. Improving reliability creates a productivity time-saving benefit as people have greater confidence about the length of trip and can therefore use their time more efficiently.

By increasing capacity and reducing the number of conflict points, the Project improves the reliability and predictability of travel through the corridor. Reduced variability in journey times provides productivity benefits for commuters, business trips, freight, social and recreational journeys, and airport and hospital related, time-sensitive travel. It also reduces the need for users to allow excessive contingency time.

10.3.3 Safety benefits

Road-related deaths and serious injuries carry immense costs; not only can a person lose their life or sustain debilitating injuries, but it also negatively affects the people around them and society as a whole. Safety improvement benefits represent the reduced social cost of these incidents for drivers, walkers and cyclists.

10.3.4 Resilience benefits

Improved resilience ensures the network can recover quickly from disruptions caused by crashes or natural disasters, minimising economic and social impacts. These benefits support a safer, more dependable transport system that keeps people and goods moving under both normal and emergency conditions. Benefits relating to resilience include:

- **Improved network resilience:** The Project introduces features that strengthen the resilience of SH1 and overall access across Wellington by increasing capacity, providing redundancy through additional tunnels, and reducing the network's vulnerability to incidents and natural hazard events. These improvements reduce the frequency and duration of closures and enable faster recovery following disruptions, helping to maintain reliable access through the city
- **Tunnel capacity and incident absorption:** The two new tunnels increase capacity, reducing the impact of incidents such as lane closures from crashes or maintenance. The added capacity allows the networks to absorb disruptions and maintain route choice when the preferred route is compromised
- **Future flexibility:** Additional lanes create opportunities for future road space management, such as introducing managed lanes or bus lanes. This flexibility supports adaptation to changing transport needs and policies without compromising core network functionality
- **Grade separation benefits:** New grade separations help isolate delays on one route, preventing them from spreading to other parts of the network

Only the resilience benefits of double-tunnelling have been included in the dollar estimates of these benefits. Double-tunnelling reduces the risk of head-on collisions and consequent tunnel closures, and with the new tunnels built to modern seismic standards, reduces the expected downtime in the event of a major earthquake closing tunnels. True resilience benefits are likely to be greater as they would include the flow-on benefits to businesses of less business interruption due to tunnel closures.

10.3.5 Walking and cycling benefits

Upon completion, the Project will deliver benefits for active transport users, including the 3.6 metre wide shared path through the new Mt Victoria tunnel, replacement of the timber bridge connecting Hataitai with Hataitai Park, and new/upgraded shared paths linking the tunnel to Miramar / the airport.

10.3.6 Agglomeration benefits

Agglomeration occurs when the productivity of workers and the number of workers within a geographic area increases. This increase is the result of businesses, their suppliers and customers tending to co-locate because of the benefits of close proximity and as access between workers and jobs improves, allowing greater specialisation. For the Project, these benefits include the higher labour productivity expected as the transport intervention improves the efficiency of interaction between businesses in the corridor, but also total production as the number of workers in the area rises faster than it would in the absence of a transport intervention.

10.3.7 Imperfect competition benefits

The economic gains to businesses (of which there are around 11,400 along the corridor) from the Project are likely greater than simply savings from reduced travel times, but also result in greater profitability of businesses along the route. These higher profits that accrue to businesses are a further contribution to higher production (higher GDP generated) supported by the Project.

10.3.8 Public transport benefits

Once operational, the Project is expected to deliver benefits for public transport amenity:

- By improving traffic flow along SH1, particularly through the Terrace Tunnel, Te Aro, and Basin Reserve sections, the Project will attract traffic away from local roads, reducing congestion and enabling faster and more reliable bus journeys

- The increased capacity provided by the new Mount Victoria Tunnel and reduced congestion expected through Hataitai village will allow bus services using the Hataitai bus tunnel route to achieve shorter travel times, further enhancing network efficiency

10.3.9 Construction stimulus

The Project is expected to result in around \$2.6 billion in direct spending in the Wellington region. This money is expected to mostly come from taxpayers, some of whom live in Wellington, meaning around \$2.3 billion of the total Project cost will be a net contribution into the region. This is by far the largest proposed central government investment in Wellington today and is likely to be particularly welcomed by the local construction sector.

Construction spending not only supports jobs at the companies undertaking the construction work. It also supports jobs upstream, at suppliers to the construction firms delivering the Project. It further supports jobs downstream, when workers employed in the construction of the Project spend their incomes purchasing local goods and services.

10.3.10 Additional housing

Housing development relies on the housing constructed being attractive to the market that will purchase and occupy them. The value of a property is directly related to its proximity to transport connections to amenities that have value. The Project will significantly improve access to and along the corridor, making locations along and at each end of the corridor more attractive to new residents.

The Project is expected to particularly help with unlocking housing development to the east, where development is constrained in part by poor access to the city centre.

10.3.11 Additional consumer access to goods and services

As the attractiveness of locating along or at the ends of the corridor rises with improved travel times and reliability, more businesses are likely to locate along the corridor. These businesses provide greater access to a range of goods and services to residents, workers and visitors along the corridor.

10.3.12 Business resilience

By supporting faster growth in employment and housing along the corridor, the Project supports business resilience. There will be a bigger market of residents and workers than in the absence of a transport solution along the corridor, boosting the market size for businesses in the corridor area.

Further, the improved resilience of the corridor via additional tunnels is expected to provide a faster return to access along the corridor in the event of a major earthquake. The business resilience benefits from restoring some access along the corridor in six weeks rather than 12 months in the case of a 1/500 year earthquake event, for example, will translate to significant benefits to businesses along the corridor by allowing customers and staff to access their sites more easily. These benefits have not been quantified and are additional to the travel resilience benefits discussed above.

Table 4 and Table 5 present the quantified transport and stimulatory benefits for the Project.

Table 4: Economic Benefits that can be expressed in monetised and non-monetised terms over 60 years (in present day 2024 \$)

Benefit	Description	Monetised measure	Non-monetised measure
MONETISED BENEFITS AFTER COMPLETION		\$3.46 billion	
Consisting of:			
Travel time savings	Reduces travel times by reducing congestion for private and commercial vehicles across the Wellington network	\$1.58 billion	• By 2040: Total vehicle-hours travelled (VHT) reduce by approximately 476 hours per day for light vehicles and 103 hours per day for heavy vehicles • By 2053: Total vehicle-hours travelled (VHT) reduce by approximately 770 hours per day for light vehicles and 134 vehicle hours per day for heavy vehicles
Travel time reliability	Reduces variability in travel time by increasing reliability of travel times across the network	\$386 million	• By 2040: In addition to travel time savings, travellers are expected to experience more predictable travel conditions. This improvement in reliability is valued at the equivalent to a reduction of 363 vehicle-hours per day in travel time variability • By 2053: Travellers using both sets of tunnels to travel from north of the Terrace Tunnel to the Airport are expected to see reliability benefits valued at the equivalent of 465 hours per day of travel time savings
Safety benefits	Improves safety for vehicle users and for walkers and cyclists	\$27 million	Estimated reduction of the equivalent of 28 serious-injury crashes over the analysis period
Low Probability High Impact resilience benefits	Reduces disruption times from major earthquakes as new tunnels will be built to a higher standard allowing tunnels to re-open much earlier. The figure here is a risk-adjusted estimate of benefit	\$20 million	A 1/500 year event is likely to close existing tunnels for a year, but new tunnels are likely to be closed for 6 just weeks, allowing for more rapid re-routing of bi-directional traffic through the new tunnels
High Probability Low Impact resilience benefits	Reduces closure times in tunnels by removing head-on collisions through second tunnels and by reducing the impact of single-	\$5.4 million	Second tunnels are estimated to reduce risk of full-tunnel closure per million vehicles passing

Benefit	Description	Monetised measure	Non-monetised measure
	lane closure events because tunnels will each have two lanes in the same direction		through by 62% for Terrace Tunnel and 75% for the Mt Victoria Tunnel
Walking and cycling benefits	Health and environmental benefits arising from increased levels of walking and cycling, including improved physical activity outcomes	\$12 million	• By 2040: Mt Victoria Tunnel sees 170 additional pedestrians per day and 93 additional cyclists per day • By 2053: Mt Victoria Tunnel sees 187 additional pedestrians per day and 101 additional cyclists per day
Agglomeration benefits	Reduces travel to work time, improving job access and stimulating more job creation, resulting in more productive workers and more production through a larger workforce	\$1.51 billion	• By 2040: Modestly estimated at approximately 143 more full-time workers along the corridor than without the Project • By 2053: Modestly estimated at approximately 297 more full-time workers along the corridor than without the Project by 2053
Imperfect competition benefits	Increases profits for businesses over and above cost-savings from shorter travel times passed on to consumers	\$7.9 million	N/A
Public transport benefits	Reduces travel times by reducing congestion for public transport (bus) users across the Wellington network	\$11 million	• By 2040: An average of 6 fewer passenger-hours per day across all trip types • By 2053: An average of 54 fewer passenger-hours per day across all trip types

Table 5: Additional Non-monetised Economic Benefits over 60 years

Benefit	Description	Non-monetised measure
NON-MONETISED IMPACTS OF CONSTRUCTION PHASE AND AFTER COMPLETION		
Construction stimulus	Stimulates economic activity in Wellington that is otherwise unlikely to occur, the vast majority funded by taxes from outside Wellington	Up to 1,820 full-time equivalent workers (FTEs) employed on-site and in support industries at the peak, and the equivalent of 1,295 FTEs employed a year every year across the regional economy for the seven-year assumed construction period. These figures include: - Up to 730 FTEs employed in construction at the peak, and the equivalent of 525 FTEs employed a year every year for the seven-year assumed construction period - Up to 1,085 full-time equivalent workers employed by supply industries and where construction workers spend their incomes at the peak, and the equivalent of 775 FTEs employed in these up- and down-stream industries a year every year for the seven-year assumed construction period
Additional houses	Increases housing delivery by improving transport access along the corridor, making the area more attractive to redevelopment	Modestly estimated at 180 new dwellings directly attributable to improved access to and along the corridor
Additional consumer access to goods and services	Improves consumer choice of goods and services by stimulating more jobs and businesses being set up in the corridor than would otherwise be the case	Approximately 40 additional businesses expected to be generated than without the Project
Business resilience	Supports business resilience in two ways – by increasing the number of people living and working along the corridor, meaning a larger market for businesses to access, and by reducing disruption impacts to businesses in the event of a major earthquake as the corridor link will re-open much earlier	Over 11,400 businesses located along the corridor will benefit from a greater number of workers and residents along the corridor and shorter downtime in the event of an earthquake reducing access to businesses along the corridor

The economic assessment confirms that the Project is expected to deliver gross benefits of approximately \$3.46 billion in present value terms. These represent very significant regional and national level economic benefits arising from undertaking the Project.

10.3.13 Assumptions and estimations

The economic assessment prepared for the Project adopted conservative assumptions to provide confidence that projected benefits are achievable. Likely areas of understatement include:

- Attributing only 1.4% of projected job growth within the corridor to the Project, despite the corridor generating 40% of regional GDP
- Assuming no additional jobs across the wider region as a result of the improvements
- Capturing only travel-related impacts from an earthquake, excluding broader economic losses from disruption to a major lifeline without second tunnels
- Applying modest assumptions for resilience and construction disruption
- Assuming that beyond the 2053 modelled year, benefits streams flat line rather than continuing to grow and generate higher benefits

10.4 Social, cultural and environmental benefits of the Project

While not necessarily national-level benefits, it is helpful to include a summary of the positive social, cultural and environmental benefits (or positive effects) of the Project for Wellington that have been identified through the specialist technical assessment reports completed for the Application, beyond those captured in section 10.3 above. The benefits or positive effects identified through the specialist work are summarised below in Table 6.

Table 6: Social, cultural and environmental benefits

Impact	Description	Report
Improved access to Hataitai	Providing safe, grade-separated access for motor vehicles, cyclists, and pedestrians to and from the recreational facilities of Hataitai Park (and the suburb of Hataitai more generally).	Social and recreation
Lowering flood hazard risk	In the Hataitai area and Eastern Connections, significant flood hazard improvements are anticipated due to the upgrading of existing stormwater infrastructure.	Stormwater Marine ecology
Improved stormwater quality	New stormwater treatment systems aim to reduce contaminant loads (e.g., heavy metals, hydrocarbons, and sediments) entering Evans Bay and Lambton Harbour from SH1 within the Project area. An overall improvement in total suspended solids and total copper is predicted from this section of the state highway. This improvement will help to reduce existing ecological stress on benthic habitats and marine fauna.	Stormwater Freshwater Marine ecology
Long-term marine habitat enhancement	Cleaner stormwater discharges are likely to lead to localised improvements in marine habitats, including better conditions for benthic invertebrates, algae, and fish species. Over time, this may also contribute to improve sediment quality and ecological resilience in these areas. Materials (e.g. rock armour) associated with new Evans Bay pipeline could provide substrate and new habitats for marine species. Kororā will also benefit from replacement burrows provided in more suitable locations than at present, above Mean High-Water Springs. Enhanced water quality is likely to improve feeding habitats for coastal birds and marine fauna in the long term.	Marine ecology
Improved active transport and connectivity	The Project's economic benefits in terms of enhanced active transport are set out above. Other specialists have also noted the improved connectivity through: • Wider, safer walking and cycling connections through the new Mount Victoria Tunnel and enhanced links to Basin Reserve, Hataitai, and the eastern suburbs • Replacement of the narrow existing overbridge with a new active mode bridge to Hataitai Park (at Goa Street), enlarged pedestrian areas at Vivian / Cuba Street, and changes to Wellington Road intersection will improve comfort and safety for pedestrians and cyclists	Landscape, visual and urban form Social and recreation
Enhanced urban form and streetscape amenity	Creation of new public spaces and improved street layouts around the Basin Reserve, including an enlarged entrance plaza at the North Gate. Reconfigured intersections (e.g., Dufferin and Paterson Streets) improving spatial definition and pedestrian comfort.	Landscape, visual and urban form Heritage Social and recreation

Impact	Description	Report
	Removal of state highway traffic from Dufferin Street, enhancing amenity for access to St Mark's Church School and Wellington College. Enhanced amenity planting at Government House as well as opportunities for further planting and street furniture along Moxham Avenue and Evans Bay Parade due to widened footpaths and the creation of a local access lane. Removal of properties along Wellington Road will allow for vegetation behind them to be integrated into the road corridor, creating a green connection between Kilbirnie Park and Town Belt / Mount Victoria.	
Green space and landscape improvements	Extension of Pukeahu National War Memorial Park green space through to Cambridge Terrace, creating a stronger visual and physical connection between the park, Basin Reserve, and Kent/Cambridge Terraces. Increased landscape amenity zones along Cambridge Terrace and Kent Terrace, improving the boulevard character and public realm. Creation of open space corridor linking the Town Belt to the Evans Bay foreshore over residual Wellington Road land. Local access lane along Wellington Road improving residential amenity and buffering properties from traffic on the state highway.	Social and recreation Heritage Landscape, visual and urban form
Improved safety and CPTED outcomes	Formalisation and upgrade of existing informal pathways (e.g., near Terrace Tunnel) to remove ambiguity and improve natural surveillance.	Social and recreation
Support for future urban regeneration	Reduction of uncertainty and urban blight around the Basin Reserve by establishing a clearer spatial framework for redevelopment. Improved connectivity between Te Aro and the eastern suburbs, which is well aligned with the District Plan objectives for intensification, supporting regeneration investment.	Landscape, urban form and visual amenity report
A more connected and outward facing Basin Reserve in keeping with its history	The Project materially changes the Basin Reserve area's baseline conditions to achieve a "more connected and outward facing Basin Reserve" in keeping with its history through the following design elements: - The Project's extension of the public open space of Pukeahu down to the Basin Reserve reconnects significant civic places that have important historical and cultural relationships that have effectively been severed since 1969 - The Project creates an improved link between the historically connected Basin Reserve / Canal Reserve for active modes and public amenity, and more land is given for public open space at this intersection	Heritage Landscape, visual and urban form

Impact	Description	Report
	- The improvement to historical connection between the two reserves opens opportunities for the Waitangi awa to be better known - The Basin / Canal Reserve interface will also enable the sporting and events purpose of the Basin Reserve to function more efficiently and attractively through the larger pedestrian gathering area at the north gate that will benefit the ground's ongoing use, understanding and appreciation	
Reducing contaminated land risk and effects	The Project will involve investigations of potentially contaminated land, increasing the body of knowledge about the location and nature of contaminated land within the project area. Earthworks undertaken for the Project within contaminated land will require the management of contaminants in soil and groundwater, so provides the opportunity to lower the current risk to human health and the environment through the removal, encapsulation or other forms of remediation of the contaminated land as part of the Project works.	Contaminated land
Improved archaeological knowledge and understanding	The Project will enable the investigation of known and potential archaeological sites along the Project corridor. It will also improve understanding regarding the survival rate of subsurface sites beneath the city surface, precontact Māori sites, changing value of artefacts, and 19 th century lifestyle/infrastructure.	Archaeology
Reduction in traffic noise along local roads	Providing an efficient means of transit through Central Wellington may reduce traffic volumes on other roads, particularly in local areas where alignments have moved further from PPFs or where traffic volumes reduce because of different uses of existing roads.	Noise and vibration
Potential improvement in air quality	The Project may result in a reduction in concentrations from Mount Victoria Tunnel at some sensitive receptors as a result of the decommissioning of the tunnel stacks (which currently discharge vehicle exhaust to the outside air).	Air quality

It is considered that the social, cultural and environmental benefits identified above in Table 6 are important, individually and collectively, for people living in and travelling through Wellington.

10.5 Benefits conclusion

Overall, the Project delivers a substantial and enduring package of regional and national benefits arising from improvements to the efficiency, safety, resilience, and accessibility of State Highway 1, which is nationally and regionally significant infrastructure and a critical transport lifeline through central Wellington.

The benefits are demonstrated through both monetised and non-monetised transport outcomes, including reduced journey times and congestion, improved reliability, enhanced safety, greater resilience to incidents and natural hazard events, and improved access for people using public transport, walking, and cycling.

These outcomes support a more effective, efficient, and safe land transport system in the public interest, enable a well-functioning urban environment, and support Wellington's growth and connectivity as the capital city. Taken together, and having regard to their scale, longevity, and strategic importance, the Project's benefits are clearly significant at both the regional and national level.

11 PRINCIPAL AUTHOR'S QUALIFICATIONS

My name is Mary Elizabeth O'Callahan. I am the principal author of the overall SH1 Wellington Improvements Fast-track Approvals Act Application.

I hold a Bachelor of Science degree from Victoria University and a Bachelor of Planning degree from Auckland University. I am a full member of the New Zealand Planning Institute and am an accredited RMA hearing commissioner, with chairs endorsement, and regularly act as a hearing commissioner on council level hearings.

I hold the position of Technical Director Planning at GHD Ltd, a global professional services consultancy. I am based in Wellington.

I have 30 years of experience in planning, covering planning policy, designation, resource consent and outline plan processes under the RMA, as well as broader project roles including business cases and stakeholder engagement. Over the last 20 years I have worked as a planner and planning team manager for GHD in Christchurch and Wellington. Prior to GHD I held local government planning and team leadership roles, including at Wellington City Council and Marlborough District Council.

I have provided planning advice and expert evidence on numerous infrastructure projects throughout New Zealand, including major wind farm developments, ports and roading projects. I have also presented expert evidence at council and Environment Court hearings on plan change proposals.

My involvement in the current project commenced in 2022-23, providing planning input to the Detailed Business Case for the Let's Get Wellington Moving project, which was a partnership between the two councils and NZTA. In 2024 I was engaged to provide planning advice to the SH1 Wellington tunnel scoping project before being engaged to lead the consenting for the current SH1 Wellington Improvements project in mid-2025.

I have prepared the Application documents with the grateful assistance of Alisha Robinson, Alex Jepsen, Caroline Cech, Danielle Vollebregt, Amy Callaghan and Selena Guo (all GHD planners) and specialist Michala Lander. The Wildlife Approvals and Archaeological Authority applications have been prepared with input from specialists Josh Markham, Marcus Cameron, Joshua Forrest and Mary O'Keeffe.

Although this Application is not before the Environment Court, I confirm that I have read the Code of Conduct for expert witnesses as contained in section 9 of the Environment Court Practice Note 2023. I agree to comply with that Code. My qualifications as an expert are set out above. I am satisfied that the matters which I address in this Assessment of Effects on the Environment are within my area of expertise, except where I state that I am relying on information provided by another person or expert. I have not omitted to consider material facts known to me that might alter or detract from the opinions I express.