

1 March 2019

Notice of Motions:

Waikanae and Otaki Community Boards

Peka Peka Connectivity

Introduction

Since the announcement that NZTA is not going to proceed with investing in connectivity at Peka Peka we have been meeting with members of the community on their reaction to it. Approximately 50 people have been involved in some form and the group is growing as Waikanae residents recognise the impacts on them.

This notice of motion arises out of those discussions and is intended to inform the Community Board and Council of progress and get their assistance for the community in its intention to take the issue forward.

Background notes to the motions are attached to this paper.

Motions

That the Waikanae/Otaki Community Board:

1. Notes the NZTA Single Stage Business Case for Peka Peka connectivity and its decision not to approve the proposed investment; and
2. Notes the community have identified inadequacies with the Business Case but notwithstanding it shows that by not proceeding:
 - a. Around 2300 vehicle movements a day between Waikanae and Peka Peka Interchanges will be prevented from using the purpose-built Expressway and transferred onto Waikanae urban roads around high growth areas, with consequent adverse impact on safety and the environment (noise, emissions);
 - b. Access times to and from south of Waikanae are increased for the Peka Peka and Te Horo communities; and
3. Notes the community considers the costs for acceptable connectivity at Peka Peka are seriously overstated in the Business Case, the costs to the ratepayers of using local roads have not been considered, and the value for money from

leaving this traffic on the Expressway is likely to significantly exceed the value gained by attempting to accommodate it on local roads;

4. Notes it understands that the District Council now considers it can mitigate any adverse impacts of development from the investment by way of the RMA; and therefore in light of 1 -4
5. Supports in principle investment in connectivity at Peka Peka to make best use of the Expressway investment and avoid the costs to the community of using local roads; and to that end:
6. Supports ongoing work by the community on a Business Case that addresses the inadequacies in the NZTA's Case;
7. Supports taking steps to have the proposed investment included as a high priority in the Regional Land Transport Plan; and supports taking steps to protect any land from premature disposal by NZTA;
8. Recommends to the District Council that it too:
 - a. Agrees to Resolutions 1 – 3;
 - b. Confirms Resolution 4;
 - c. Agrees to Resolutions 5 – 7 and directs the CE to take the necessary steps to give effect to this support.

Jocelyn Prvanov
Chair, Waikanae Community Board

Marilyn Stevens
Deputy Chair, Otaki Community Board

Background notes on Peka Peka Connectivity Motions

1. *Notes the NZTA Single Stage Business Case for Peka Peka connectivity and its decision not to approve the proposed investment;*

The Business Case (BC) and the announcement of the Decision are available at the NZTA at <https://www.nzta.govt.nz/projects/wellington-northern-corridor/connecting-peka-peka/business-case/> and <https://www.nzta.govt.nz/media-releases/peka-peka-interchange-not-proceeding/> respectively. Note Appendices to the BC were progressively released and Appendix C *Engagement and Communications Plan* is yet to be released. Appendix A is contained in the main Business Case PDF.

2. *Notes the community have identified inadequacies with the Business Case but notwithstanding it shows that by not proceeding:*
 - a. *Around 2300 vehicle movements a day between Waikanae and Peka Peka Interchanges will be prevented from using the purpose-built Expressway and transferred onto Waikanae urban roads around high growth areas, with consequent adverse impact on safety and the environment (noise, emissions);*
 - b. *Access times to and from south of Waikanae are increased for the Peka Peka and Te Horo communities; and*

Inadequacies

The BC has a number of failings, but the most fundamental identified by the community are:

- It was written under the previous government's Government Policy Statement (GPS)¹ and only marginally adjusted it to take into account the changes²;
- It only addressed the immediate presenting problem – access from Peka Peka and Te Horo, and failed to look at the overall business case for south-facing access (on and off), particularly the adverse effects of extra through traffic on Waikanae.
- It inflated the costs of providing south-facing access, particularly for south-bound traffic.

¹ <https://www.transport.govt.nz/multi-modal/keystrategiesandplans/gpsonlandtransportfunding/>

² A full draft had been completed by 5 December 2017. The GPS was released on 28 June 2018 to take effect on 1 July 2018.

Vehicle movements

The traffic volumes on some local roads after completion of both M2PP and PP2O without and with south-facing access at Peka Peka are set out in the BC in the following table from page 72³:

Table 17 Projected change in traffic flows

TRAFFIC FLOWS (VPD)	EXISTING 2015			DO MINIMUM 2021 (M2PP AND PP2O)			PEKA PEKA OPTION 1 2021			DIFFERENCE (B) - (A)		
	AM peak hour	PM peak hour	ADT	AM peak hour	PM peak hour	ADT	AM peak hour	PM peak hour	ADT	AM peak hour	PM peak hour	ADT
Peka Peka Road	208	216	2654	164	251	2394	155	186	2221	-9	-165	-173
SH1/Old Road between Peka Peka and Te Horo	1408	1410	17215	295	304	3323	336	358	4155	41	54	832
Te Horo Beach Road	56	59	694	299	336	3569	299	336	3569	0	0	0
School Road	264	305	3178	231	267	2719	231	267	2719	0	0	0
Rutherford Drive	94	79	987	92	166	1376	40	54	609	-52	-112	-767
Main Street (Waikanae)	1839	1908	22908	824	687	9243	714	605	7727	-110	-82	1516

The last column shows that Peka Peka south-facing access (on and off) takes 767 plus 1516 i.e. 2283 Average Daily Traffic (ADT) off the Waikanae local roads. While the change in Main Street (Waikanae) is small compared to its history as SH1, the level of change is significant if this traffic heads to the Waikanae interchange as the BC assumes.

High growth areas

The BC on Page 13 also includes the KCDC long-term plan projection of Census unit occupied dwelling growth:

³ As an example of the problems with the BC the table that follows is also used in Appendix O *Assessment of Economic Benefits* but Appendix H *Peka Peka Connectivity – Impact of Options on the Waikanae Town Centre* use earlier modelling and isn't updated (including its conclusions)

Table 1: KCDC occupied dwelling projection

Projected 2006 to 2032 occupied private households by area unit under the medium projection

Census area unit	2006	2012	2016	2021	2026	2032	Change 2012-2032
Waikanae Beach	1,214	1,318	1,372	1,448	1,526	1,604	288
Waikanae East	819	926	968	1,022	1,065	1,115	189
Peka Peka	114	152	168	184	206	247	95
Waikanae Park	860	947	1,218	1,619	2,005	2,504	1,537
Waikanae West	1,677	1,758	1,824	1,843	1,882	1,916	158
Kaitiawa	179	234	254	259	263	258	24
Ōtaki Forks	555	645	696	696	691	669	23
Te Horo	289	331	322	360	352	371	40
Ōtaki	2,381	2,439	2,596	2,668	2,777	2,884	396
Paraparumu Beach North	1,264	1,372	1,469	1,513	1,542	1,567	195
Ōtaihanga	402	483	562	616	659	710	227
Paraparumu Beach South	2,048	2,211	2,284	2,380	2,462	2,537	327
Paraparumu Central	3,334	3,638	4,034	4,315	4,578	4,844	1,159
Raumati Beach	1,858	2,023	2,152	2,271	2,351	2,466	442
Raumati South	1,361	1,474	1,602	1,760	1,891	2,054	580
Paekakariki	673	659	637	639	638	615	144
Kāpiti Island	-	-	-	-	-	-	-
Maungakotukutuku	315	379	413	424	434	432	53
Kāpiti Coast district	19,363	21,110	22,583	23,996	25,321	26,798	5,688

Source: MERA February 2011

While the reproduction of the table is not perfect, it clearly shows the Waikanae Park area having the highest growth in Kapiti (last column, 2012-2032)⁴.

The traffic diverted to the east of the Expressway will be passing through this area, and if it uses Park Ave will be passing directly through an area that includes retirement villages, recreational areas (park and swimming pool), a school, and that will service new developments along Park Ave (e.g. Summerset) and north.

All traffic diverted (whether west or east of the Expressway) along with traffic from this growth in Waikanae Park and Beach areas will be using the Waikanae Interchange.

Reduced safety

Motorways are a safer way of handling traffic than any other roading. A recent study by Deloitte for the Ministry of Transport⁵ shows that Motorways have significantly lower serious and fatal crash rates than either minor or major urban roads, and that increasing the Vehicle Kilometres Travelled (VKT) will disproportionately increase accident rates.

So moving traffic off the Expressway onto the local Waikanae roads puts it (and the local community) into a more injury-prone environment, increases the traffic on the

⁴ The Community considers this projection understates likely growth, particularly in Waikanae and points north because of the underestimated impact of Expressway.

⁵ Deloitte Access Economics *Qualitative and Quantitative Analysis of the New Zealand Road Toll: Final Report* (2017), Ministry of Transport

local network, and increases the overall distances travelled, all contributing to lifting the injury rates.

Environmental impacts

The M2PP Expressway is also purpose built to manage the environmental impacts of the traffic using it. NZTA undertook an *Assessment of Environmental Effects for the Expressway*⁶ and this describes the extent to which emissions and noise are managed, in part by the corridor through which it passes, and supplemented by purpose built noise barriers where required. The traffic being diverted off the Expressway will only make a very marginal improvement in the Expressway's environmental performance (the Waikanae to Peka Peka section is by and large through rural areas) but will have a significant adverse impact on noise and emissions on the local Waikanae roads.

Access times

The increase in access times for the two main communities are summarised in the following table from the BC at Page 71:

Table 16 Estimate travel time savings

LOCATION	EXISTING ESTIMATED TRAVEL TIME (MINUTES)	AVERAGE TRAVEL TIME SAVINGS (MINUTES) 2021	% SAVING
Peka Peka to Te Moana	7	4	57%
Te Horo to Te Moana	13	4	30%

While these are significant the Community considers them to be understated. They are based on model outputs and direct measurement is producing different results; and they don't take account of approved or planned changes to the local roading network that will impact travel times on the local roads (e.g. SH1 decommissioning, Waikanae main road and Elizabeth St intersection changes, proposed speed limit reductions).

- Notes the community considers the costs for acceptable connectivity at Peka Peka are seriously overstated in the Business Case, the costs to the ratepayers of using local roads have not been considered, and the value for money from leaving this traffic on the Expressway is likely to significantly exceed the value gained by attempting to accommodate it on local roads;*

⁶ <https://www.nzta.govt.nz/assets/projects/mackays-to-peka-peka-application/docs/non-technical-summary.pdf>

Preliminary analysis and costings of the civil works required at Peka Peka are showing that the selection of the twice as expensive Option 1 by NZTA is not necessary and even then the costs to complete Option 2 are overstated.

Further, a numbers of benefits are not included in the value for money calculations: e.g the avoidance of the additional costs of managing the adverse impacts of having increased traffic volumes on local roads; the increased economic benefits if the access benefits have been understated etc.

4. *Notes it understands that the District Council now considers it can mitigate any adverse impacts of development from the investment by way of the RMA; and therefore, in light of 1 -4*

KCDC had argued at the Board of Inquiry into the M2PP Expressway that they didn't want south-facing access at Peka Peka because of concerns about controlling development around the location and detracting from the Waikanae town centre⁷.

The BC now concludes “ ... the recommended option will contribute to economic growth in the region through improved accessibility to both the Expressway and local business areas. It is expected to have a negligible economic impact on the Waikanae Town Centre.” [Section 6.4.7, Page 76] and recent statements from the Mayor indicate that there is now support for south-facing access at Peka Peka.

5. *Supports in principle investment in connectivity at Peka Peka to make best use of the Expressway investment and avoid the costs to the community of using local roads; and to that end:*
6. *Supports ongoing work by the community on a Business Case that addresses the inadequacies in the NZTA's Case;*
7. *Supports taking steps to have the proposed investment included as a high priority in the Regional Land Transport Plan; and supports taking steps to protect any land from premature disposal by NZTA;*
8. *Recommends to the District Council that it too:*
 - a. *Agrees to Resolutions 1 – 3;*
 - b. *Confirms Resolution 4;*
 - c. *Agrees to Resolutions 5 – 7 and directs the CE to take the necessary steps to give effect to this support.*

These recommendations follow from the balance of the paper. The BC needs to be re-done and the local community is engaged on that but will need KCDC support. Recommendation 7 provides a potential funding path and makes sure that any

⁷ See <https://www.kapiticoast.govt.nz/Your-Council/Projects/Expressways/Councils-Submission/Councils-evidence-to-Board-of-Inquiry/>, particularly the Urban Design evidence.

recommended investment is not lost as an option by NZTA disposing of land that might be required.

Raumati connectivity

An issue that KCDC will need to consider is the case for similar improved access at Raumati. The majority of the demand for new north facing access would be for traffic to and from Paraparaumu, but short trips compromise the through traffic efficiency and safety on the Expressway and are therefore seen as undesirable.

For longer trips (i.e. to and from Waikanae and points north) the traffic modelling for M2PP⁸ gives an estimate of the projected daily use of the proposed Expressway as 900 trips (by 2026), but perhaps half would still use the Paraparaumu interchange, leaving 450 trips.

By way of comparison of the 2300 trips through Peka Peka (by 2012) the BC says (6.24, page 72):

The transport model has been analysed as to the origin the destinations of trips using the Peka Peka south facing ramps. The analysis indicates almost no traffic uses the expressway for short trips between Peka Peka and Te Moana interchange as a result of the connection.

So the case for north facing access at Raumati is much less compelling in its own right.

⁸ Technical Report 34 Traffic Modelling Report M2PP Expressway (2012) NZTA, Table 6.12, p52.