


**In Committee**

Board Paper No.	09/10/0283
Submission Date	22 October 2009
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Recommended by	Deborah Hume, Regional Director Wellington, Tasman, Marlborough & Nelson 
Subject	KAPITI COAST DISTRICT COUNCIL'S SUBMISSION ON IMPROVEMENT OPTIONS BETWEEN MACKAYS TO OTAKI

**Purpose**

- 1 The purpose is to provide clarification on key issues raised in Kapiti Coast District Council's (KCDC) draft submission on improvement options between MacKays Crossing and Otaki.

**Recommendations**

- 2 That the NZ Transport Agency Board:
  - a. notes the report; and
  - b. agrees to take Board paper 09/10/0283 out of Committee once the NZ Transport Agency Board's final decision on the preferred option between MacKays to Otaki has been published.

**Background**

- 3 Following a request from the Mayor of Kapiti Coast District Council (KCDC), KCDC will present its submission on improvement options between MacKays Crossing and Otaki at the October Board meeting.
- 4 The Board is not expected to make a determination on the submission at this time. Rather, KCDC's submission will be included in a consultation report, which will be used to inform the route selection paper. The consultation report will be considered by the Board in November 2009, with the route selection paper presented in December 2009.

## KCDC submission

- 5 On 15 October 2009, KCDC considered the attached draft submission (including executive summary) on the proposals between MacKays and Otaki. Whilst a number of modifications were requested by Council at this meeting, it is understood the intent of the submission remained unchanged. The final submission is not due for public release until Tuesday, 27 October.
- 6 In order to inform discussions at the Hearing, the following comments have been provided by NZTA staff in response to key statements in KCDC's draft submission (noting that the final submission was not available at the time of writing this report).
- 7 Please note this information is provided for clarification only and is not intended to discourage Board members from developing their own views based on the full text of the draft submission (as attached).

	Key issues from draft KCDC submission	Page reference	NZTA Comment
1.	Council is concerned about the rigour of the option development process. Council considers that insufficient rationale was provided for discounting the 2 lane WLR option + 4 lane state highway concept	Page 1-2 (detailed submission)	<i>Traffic modelling undertaken by Opus using the Kapiti Transport Model (co-owned by NZTA and KCDC) indicates that a two-lane KWLR will only temporarily relieve congestion on SH1. Because of the substantial amount of land development planned in Kapiti, a four-lane SH1 is likely to be required in some ten years time even with the construction of the KWLR. KCDC were aware that NZTA was developing options for a four-lane SH1 even if the KWLR went ahead.</i>
2	Council considers the proposals are likely to be developed to a motorway standard, and this is considered excessive. Because of this, Council suggests NZTA has failed to consult in an open, honest and transparent manner.	Page 1 (Executive summary) Page 3-4 (Detailed submission)	<i>The proposed options relate to the development of a 4 lane expressway - it is not proposed to develop a motorway. NZTA has provided an explanation of basic design standards for expressways in the consultation document and website. Development of the expressway is consistent with the Minister's desire for lead infrastructure (instead of just-in time infrastructure) to encourage economic growth and to provide a safe, reliable SH1.</i>

	Key issues from draft KCDC submission	Page reference	NZTA Comment
3	Council does not consider that the economic growth and productivity benefits of the project are supported by impartial analysis. Council also notes several concerns relating to BCR calculations. Council considers that KWLR 2 laning option would provide greater economic benefits and seeks further assessment of this option.	Page 1 (Executive summary) Page 5–9. & 17–20 (Detailed submission)	<i>It is noted that the economic benefits for the expressway options were calculated by Opus who are independent transport planning consultants.</i>  <i>Refer above for comments regarding the KWLR 2 lane option.</i>
4	Council considers that the western options (Western and WRL Options) and the interchange locations (including Peka Peka) are inconsistent with Council's land use policies and will adversely affect economic development of the local townships. Council questions whether the Peka Peka interchange location is based on outdated population & employment information. Council suggests that no consideration was given to KCDC's Development Management Strategy or recent district plan changes in developing options.	Page 2 (Executive summary) Pages 10–16 (Detailed submission)	<i>Detailed consideration was not given to KCDC's Development Management Strategy or recent district plan changes in developing options. However this does not negate the value of the proposed options as it was always intended that these issues would be considered as part of the consultation and option evaluation process. NZTA will therefore be taking on board KCDC's views on the impact of each option on future land use patterns before making any final decisions.</i>  <i>It is noted in the consultation document that a final decision on the location and number of interchanges will be determined as the project progresses. KCDC's views will be considered as part of this process.</i>  <i>With regard to the Peka Peka interchange, KCDC are concerned that developers will be ultimately successful in gaining approval for private plan changes that would change the current rural zoning to something much more permissive. Whilst this is a possibility, KCDC does have a responsibility to enforce its own planning controls. The NZTA would support KCDC in seeking to preserve the existing rural zoning if such private plan changes were sought.</i>  <i>It is also noted that an interchange at Peka Peka has always been mooted as part of Stage 2 of KWLR (2 lane option).</i>

	Key issues from draft KCDC submission	Page reference	NZTA Comment
5	Council notes general concerns about the impacts of proposed options on areas of high natural values (including QEII areas), waahi tapu (and funeral processions), visual/amenity impacts, private property, severance and increased traffic volumes on local roads.	Page 21–27 (Detailed submission)	<i>NZTA will need to consider all of these issues in detail once a preferred route has been selected. This analysis will be undertaken as part of a scheme assessment to develop the details of the route, prior to lodging a Notice of Requirement.</i>
6	Council suggests the earliest time for a construction start would be 5 years.	Page 22 (Detailed submission)	<p><i>All of the options require substantial investigation and design work as well as new designations. However the time taken to obtain designations may be reduced as it is highly likely the Kapiti projects will be called-in by the Government.</i></p> <p><i>Also, the Govt is considering options for improving the interface between the PWA and RMA processes as part of its Phase 2 investigation into the RMA.</i></p> <p><i>In total, It is possible that the designation and consenting process could take only two to three years.</i></p>

### In Committee status

- 8 Board Paper 09/10/0283 is In Committee to allow the Board free and frank discussion of the issues. We recommend Board paper 09/10/0283 be taken out of Committee when the Board has published its final decision on the preferred option between MacKays and Otaki.

### Attachments

- 9 There are two attachments to this paper:

Attachment 1: Executive summary of the KCDC submission (draft)

Attachment 2: Detailed KCDC submission (draft)

## Draft Submission of the Kāpiti Coast District Council on the New Zealand Transport Agency Expressway Proposals

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### EXECUTIVE SUMMARY

#### *Introduction*

1. The Kāpiti Coast District Council welcomes the opportunity to submit on the New Zealand Transport Agency's (NZTA) proposed expressway options from Raumati to the north of Ōtaki.
2. The Council has commissioned considerable expert analysis and advice in the course of formulating its position on the NZTA proposals. Topics covered included traffic and transportation issues, economic impacts, urban design and land use issues, social and amenity effects and ecological effects. Additionally, consideration has been given to national, regional and local strategies and policies, as well as legislative requirements.
3. The Council has taken a strategic view in this submission. The focus has been on identifying the best long term outcome for the District that still meets the needs of the national transport corridor.

#### *Acknowledgement of NZTA Objectives*

4. The Council acknowledges and supports the Minister of Transport's desire for a Strategic Plan for the transport corridor between Wellington Airport and Levin and recognises its important national and regional function. The Council recognises the role of a Strategic Plan in identifying a programme to ensure the corridor's functionality, including safety, security of access to Wellington, and more efficient movement of freight, particularly as this affects the national economy.
5. The Council acknowledges the need to resolve peak congestion points at Ōtaki, Waikanae and Paraparaumu over time, in a manner consistent with the Strategic Plan.

#### *Road Design Standards*

6. The Council considers the proposals, while described as expressway, are in fact a motorway standard. The Council considers the motorway standard design, including the management of access, is unnecessary and inappropriate given the key issue is impediment to free traffic flow rather than fundamental State Highway capacity over the design horizon. With changes, and in conjunction with the Western Link, the existing highway alignment north of Poplar Avenue (excluding Ōtaki) will accommodate forecast traffic growth for 50 years.
7. A State Highway with no traffic lights, free flow of traffic, four lanes with allowance for some areas of lower speed and some at-grade left in/left out access, offers a more pragmatic and flexible approach. It will achieve the intent of the Roads of National Significance programme more quickly, at less cost and not impose unnecessary and detrimental effects on the Kāpiti Coast community.

#### *Economic Benefits*

8. The Government Policy Statement on Land Transport Funding (May 2009) states land transport infrastructure investment should generate growth and productivity gains and enhance the economic efficiency of individual projects. The Council is of the view the proposals fail to demonstrate these issues have been addressed and that the economic rationale for the motorway standard road and the level of investment that requires is not supported by impartial analysis.

### *Integrated land use/transport planning*

9. A significant issue for the District is the impact of the proposals on land use. The Council has a policy of limiting urban sprawl and consolidating development within clearly defined areas (Kāpiti Coast District Council Development Management Strategy 2007.) The western alignment options and the proposal for a full interchange at Peka Peka will encourage development pressure beyond the 'urban edge' north of Waikanae. The Council rejects options and intersection locations that are not consistent with land use policy.

### *South of Peka Peka*

10. The Council's analysis of the proposals for south of Peka Peka compared the three scenarios:
  - ❖ Options 1 & 3 : the motorway/expressway along the western (avoids town centres) alignment or use of the Western Link corridor, together with use of the existing SH1 as a local road; and
  - ❖ Option 2 : the motorway/expressway down the eastern alignment (following the rail corridor) and part of the two lane Western Link Road.
11. The Council is of the view that the adverse strategic impacts, immediate effects and poor connectivity of the western option (Options 1 and 3) are unacceptable. In comparison, the long term adverse effects of Option 2 are offset to some degree by the benefits of improved connectivity offered by the completion of the Western Link Road.
12. The Council identifies the Eastern Option (Option 2) including the full 2 lane Western Link Road as the least unacceptable alternative, *only if* there is significant mitigation of effects, including:
  - ❖ The proposed interchange at Peka Peka needs to be moved south (due to its impact on wider urban development and land use strategies) to Waikanae North and become the full interchange providing access at Waikanae;
  - ❖ Connectivity (intersection numbers and locations) is reviewed to provide workable arrangements which support rather than degrade town centres;
  - ❖ A significant focus on design quality, particularly for the town centres, to minimise the severance between east and west, and to assist adaptation to the new environment;
  - ❖ The alignment between Paraparaumu and Waikanae is reviewed to minimise the unacceptable impacts on this section of the community;
  - ❖ The speed limit is appropriate to the environment being passed through.

### *North of Peka Peka*

13. The Council supports the proposal for a bypass of Ōtaki, generally on the alignment proposed, provided that :
  - ❖ There is review of intersection arrangements to ensure there is adequate and full north/south access at the northern and southern edges of the town;
  - ❖ Review of the design speed through the central area;
  - ❖ Adequate investment in mitigation, including assistance for town centre area to adapt.
14. The Council does not consider a new expressway is necessary between Ōtaki and Peka Peka, but does not oppose the concept, subject to:
  - ❖ Review of alignment as it affects valuable horticultural soils;
  - ❖ Adequate access at Te Horo is retained between east and west and to the old highway

*KCDC's Preferred Package of Options*

15. The Council is of the view that a more appropriate package of transport investment actions is as follows:

- ❖ improvements to State Highway 1
  - generally along the current alignment, addressing safety issues and peak congestion; including four lanes, median barriers, grade-separated or left in left out intersections, slip roads to manage direct property access, and with operating speeds compatible with centres it passes through. ;
- ❖ two-lane Western Link Road (WLR)
  - to be built at the earliest possible stage to provide significant relief to State Highway 1 with maximum local connectivity (road and active transport modes), fully integrated with the surrounding centres and environment;
- ❖ rail system
  - support the efficiency of the road network through passenger and freight improvements to Ōtaki and Palmerston North.

16. Kāpiti Coast District Council requests a full and transparent consideration of its preferred package of transport investment actions.

## **Detailed Submission of the Kāpiti Coast District Council on the New Zealand Transport Agency Expressway Proposals**

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### **PART 1: ANALYSIS OF PROPOSED MOTORWAY/EXPRESSWAY CONCEPT**

1. There are four key issues the Kāpiti Coast District Council considers to be significant strategic flaws in the proposed approach and rationale presented by NZTA. These are:
  - the unexplained shift in the Technical Report<sup>1</sup> from the scenarios and the conclusions derived from them, the subsequent options selected for analysis and the final conclusions of the Technical Report;
  - the unsubstantiated view that the level of congestion and capacity need requires the motorway/expressway solution that is presented;
  - the land-use/urban planning or design framework set out in the Scoping Report<sup>2</sup> and re-used in the Technical Report.
  - the failure to provide an analysis of the wider economic and productivity costs/benefits of the proposal that are the focus of the governments thinking around RONS and infrastructure investment.

#### **From Scenarios to Options: The Missing Link.**

2. The first part of the Opus Technical Report reviews four scenarios: Do-nothing, State Highway Expressway only (Scenario 1), Western Link Expressway only no SH1 upgrade (Scenario 2), and State Highway 1 Expressway and Western Link Road (Scenario 3). The scenarios assume the Western Link is funded through to Peka Peka, rather than to Te Moana Road.
3. The analysis looked at the total benefits across the local and State Highway networks. Despite the assumptions about the proposed WLR extent, the conclusions reached were:
  - a local arterial (the Western Link) allows traffic to be widely dispersed around the road network and therefore reduces queued time;
  - the total economic benefits achieved by building the WLR and the state highway expressway is significantly greater than the sum of the benefits calculated by providing each as a stand-alone scheme. The tangible benefits for a SH1 expressway with a supporting WLR are approximately +\$470m.
  - the greatest reduction in the total hourly traffic flow on SH1 were achieved under Scenario 3 (the combined scenario).
4. The report also noted that if Paraparaumu and Waikanae were isolated from the State Highway this would give better WLR performance in terms of traffic volumes and reduce travel time further on the Highway. The argument for a local arterial (WLR), in the view of the report writers, was strengthened as the level of the isolation from the Highway at the town centres was increased.
5. It was however, argued that a local arterial giving a connection between Waikanae and Paraparaumu was desirable but not essential as the old State Highway could be used as an eastern link. This would have eliminated a bridge crossing on the WLR alignment and

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<sup>1</sup> Opus International Consultants Ltd, Kāpiti SH1 Strategy Study Technical Report, 19 August 2009

<sup>2</sup> Opus International Consultants Ltd, Transit NZ SH1 Kāpiti Strategic Study Scoping Report, 7 July 2008



forced all traffic to travel along the old Highway. This variant was subsequently eliminated.

6. The Technical Report then moved on to assess four options, none of which considered a full WLR option (Poplar Avenue to Te Moana Road) alongside the State Highway improvements. No data on final travel movements etc is provided and no explanation is given as to why these options were finally chosen, although it is possible to see an inkling of Option 2 as finally proposed.
7. The conclusion Kāpiti Coast District Council has come to is that the options chosen for analysis for the southern end of the District are arbitrary and imposed later in the process, after the RoNS concept was announced. In the Council's view, this is emphasised by the final conclusions of the report which seem to have been added despite the earlier analysis of the options. These conclusions note:
  - 'The Western Link Road ... has been shown to significantly reduce the number of vehicles using the SH and hence reduce congestion now and in future years';
  - 'Given the need to serve both inter-regional and local trips, both the SH1 expressway and parts of the Western Link Road are required to be built. Other sections of the Western Link Road are desirable.
8. This is further reinforced by the statements in the Technical Report that the Western Link Road between Te Moana Road and Otaihangā Road have the highest benefit/cost ratio (BCR) of any element considered, including any element of the expressway. (See later discussion of BCR).
9. This sense of the arbitrary nature of this analytical and consultation process has been further reinforced by the late addition of Option 3 (WLR Option/Sandhills Motorway) into the consultation process. Formally reviewed and rejected by NZTA, it has been reintroduced by the Minister of Transport in apparent response to the justifiable distress of property owners affected by the eastern option (Option 2). Ironically, in the process of doing so, the underpinning urban form rationale presented in the Opus Scoping and Technical Reports which seeks to limit the local traffic on the motorway/expressway and avoid direct access to centres is undermined. It is not clear to what extent this fundamental building block of the original strategy is still valid. As a consequence, the Council is left with the difficult task of responding to options with an uncertain base rationale and data.
10. This readiness to introduce new options so easily suggests there is a lack of confidence that due diligence has been undertaken in the initial analysis. If new information had been offered which might point to the need to re-open options, then this would be appropriate. This has not been the case. Given the need at the designation stage to have clearly shown that all options have been adequately traversed, the Kāpiti Coast District Council is of the view that, before a decision is reached, the NZTA must formally consider its package of the WLR between Poplar Avenue and Te Moana Road, alongside a four lane concept for the State Highway on the existing alignment.

## Expressway or Motorway – and Why?

11. This section considers three matters:

- what exactly is being proposed – an expressway or a motorway?
- what is the problem and what justification is there for the proposed level of service?
- what could be delivered.

### *Clarifying Definitions: Expressway or Motorway?*

12. The NZTA proposals are identified as being intended to move the State Highway level of service to an Expressway standard. It is Kāpiti Coast District Council's view that the proposals are in effect to a motorway standard and that this has not been clearly communicated to the community in the consultation process. This lack of transparency is of considerable concern and is of such seriousness in terms of outcomes for the District that it is the Council's view that the NZTA has failed to consult in an open, honest and transparent manner.

13. The NZTA defines expressways as<sup>3</sup>:

- high speed roads, [with] well spaced at-grade intersections. This means they have accesses and driveways on to them and traffic lights;
- design speeds of 80-100kph;
- cyclists are permitted but not pedestrians.

14. Motorways are defined as:

- "highly controlled, high-speed roads which normally have grade-separated intersections. In other words they have things such as flyovers so that motorists don't have to stop at traffic lights";
- design speeds of 100-110kph
- dual carriageway where opposing traffic is separated by a median strip or barrier;
- cyclists and pedestrians prohibited.

15. Flow Transportation in their report notes 'the distances required for safe merging, weaving, deceleration and signage generally dictate the minimum spacing of interchanges. Typically minimum interchange spacing is 1.5 km in urban areas and 3 km in rural areas.'<sup>4</sup>

16. The Opus Transit NZ: SH1 Kāpiti Strategic Study 2008 (Scoping Report) prepared by Opus for NZTA on the expressway design notes "it is proposed that the strategy will be developed on the assumption that a minimum spacing of about 5km is provided between interchanges."<sup>5</sup> No rationale is offered for this spacing except that it appears after the concept diagram for developing the State Highway on the Kāpiti Coast. This diagram indicates a link via the interchanges outside the urban areas with a western arterial (assumed to be the Western Link) which is to be used to then decant traffic back into the

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<sup>3</sup> <http://www.transit.govt.nz/about/faqs.jsp#6>

<sup>4</sup> Flow Transportation: Road Transport Upgrade through Kāpiti: Transportation Review for Kāpiti Coast District Council, September 2009, pp 3-5. The report references 'A Policy on Geometric Design of Highways and Streets', American Association of State Highway and Transportation Officials (AASHTO), 2004. See also Stimpson and Co., Kāpiti Coast SH1 Expressway Concepts – Economic Effects, 10 September 2009, p.5

<sup>5</sup> Opus, Transit NZ SH1 Kāpiti Strategic Study – Scoping Report , p. 99

urban areas. It can only be assumed that this is the source of the rationale for excluding interchanges from the urban areas and for the 5km distance standard between interchanges.

17. The initially proposed spacing is approximately 6.4 km between the Poplar Avenue and Otaihanga Road interchanges and 7.9 km between Otaihanga Road and Peka Peka Road. Of equal importance, the current proposals do not provide for a complete western arterial (Western Link) with the section between Kāpiti Road and Otaihanga Road removed. Therefore the rationale offered for the interchange distances collapses.
18. The proposed interchange at Ōtaki comprises four ramps separated over a distance of some 4.2 km.
19. In effect the proposals deliver:
  - a stated design speed of 100km posted limit. This is at the top end of the posted design speed for expressways;
  - excessive distances (i.e. outside accepted urban and rural motorway/expressway standards ) between interchanges;
  - full grade-separated interchanges only;
  - the possibility of pedestrian and cycling access along the route but a recommendation that this occur on arterials and other routes because of the design standards.
20. The concept of an expressway was first identified as part of the Western Corridor Study in 2006. Kāpiti Coast District Council has consistently questioned the application of rigid design speeds for an expressway as it passes along the edge of a town centre. The view taken by the Council is that the key to State Highway 1 functionality and performance is uninterrupted flow, with speeds possible down to 70kph in the town centres. The design process for the Te Moana Road Underpass during 2008 included clear signals that NZTA was moving away from the more rigid approach and was considering a lower speed limit, provided there was no impediment to the free flow of traffic.
21. Given the actual design standards and assumptions now being used, the Council has received expert advice that the proposals should more properly be described as a motorway system. The Council has been at pains to point out these discrepancies during the consultation process, so the community is not misled about what is being proposed. For the remainder of this submission the term motorway/expressway is used.
22. The revised consultation document issued on 30 September 2009, indicates a preparedness to look at interchanges at Paraparaumu and Waikanae for the eastern alignment and for Paraparaumu, Otaihanga and Te Moana Road, in addition to Poplar Avenue and Peka Peka, for Option 3. It is not made clear whether all possible interchanges would be funded but this would be highly unlikely. While the shift potentially brings the interchange distances closer to accepted urban motorway standards, it is still a motorway.
23. Finally, it should be noted that the Transit New Zealand Planning Policy Manual states that some State Highways are managed as “expressways” and that this “signals Transit New Zealand’s long term intention to seek the declaration of the road as motorway”. This appears to be the intent of the standards used and should have been made clear in the consultation process. It is a serious flaw in the discharge of the NZTA’s consultation responsibilities.

*A Solution Which Fits the Need.*

24. The government's rationale for the investment in a motorway/expressway and the RoNS concept is economic growth and productivity improvements. Therefore it would be expected that the analysis would show a level of economic impact or problem at a scale that justifies the proposed level of investment in the motorway/expressway solution. This may be the case but there is no data provided which naturally leads to this conclusion.
25. The Opus Scoping report identifies the following traffic management problems on the Highway:
- 'peak traffic demand [which] may [KCDC emphasis] damage ... the regional economy and adversely affect the local communities living close to the road'<sup>6</sup>;
  - the high number and projected growth of local trips on the State Highway network unless an alternative local arterial is provided;
  - that investment in rail transport would be unlikely to relieve this congestion;
  - safety - crash records show around 105 crashes on the Highway a year with most occurring during peak hour commuter travel. It was noted that other than the Otaihangā to Nikau Reserve stretch of the Highway, the crash rates on the Kāpiti Coast were lower than average for rural stretches of the State Highway system.
26. Freight movements are noted as being around 5% of total traffic flows on the Highway with most trips being made before and after the AM and PM peak hours. It is not clear whether this travel outside the peak hours is because of the peak hour congestion and is a problem for the regional economy, or that this is a preferred pattern irrespective of local traffic flows. However, the most important point to note is that the 2007 Regional Freight Plan<sup>7</sup> identified the following as being of regional economic significance from a freight access point of view, none of which require action in the Kāpiti Coast area:
- flow of freight between Wellington CBD/CentrePort, Gracefield/Petone and Porirua. This is significant for both the local freight deliveries to businesses and the wider export economy.
  - North/South rail junction at Pukerua Bay;
  - Kai Iwi Rail Tunnel (outside the region) between Marton and New Plymouth
  - Wellington Airport freight servicing capacity.
27. It would appear the congestion issues on the Kāpiti Coast do not have a significant direct regional economic impact – certainly the Opus Scoping report only speculates that this may be an effect and offers no data. Rather, the current issues appear to be more about general travel times and probably can be summed up more at this time as commuter frustration. However, there are likely to be direct local economy development opportunity costs over time as congestion increases. This is an issue for building a sustainable local economy which generates local job choice.

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<sup>6</sup> Opus, Transit NZ SH1 Kāpiti Strategic Study – Scoping Report , p. 5

<sup>7</sup> Greater Wellington Regional Council, Wellington Regional Freight Transport Study: Stage 2, 2007

28. In terms of forecast traffic flow, the Scoping Report concludes that by 2026 the amount of using the highway through the whole District will be in the order of 10,000 vehicles per day. This is very small figure. Total traffic flows on the State Highway are expected to be as follows<sup>8</sup>:

	Option 1 (West)	Option 2 (East)
South of Poplar Avenue	28,000 vpd	28,000 vpd
Poplar Avenue to Otaihanga Rd	15,100 vpd	15,500 vpd
Otaihanga to Peka Peka	14,200 vpd	17,100 vpd
North of Peka Peka	24,100 vpd	24,200 vpd

29. These volumes are very low for a motorway or even an expressway. Based on the AustRoad guidelines, Flow Transportation Specialists Ltd calculate that the proposals provide for a 75 year capacity beyond 2009. This is well-beyond the Minister of Transport's target of 50 years and reinforces the question asked about overall the design standard. It also suggests capacity for a more flexible and integrated design.<sup>9</sup> Flow Transportation Specialists Ltd concludes that 'a four-lane carriageway is more than capable of carrying these volumes'.<sup>10</sup>
30. In summary, the difference between the Expressway and Motorway models being proposed by the NZTA and the Council's models are shown in the following table. The functionality achieved for the State Highway can be delivered by the Council model while ensuring other strategic costs and benefits are addressed.

	KCDC 4 lane model	NZTA Expressway Model	NZTA Motorway Model (Kāpiti Coast context)	Motorway best practice Standards
Access	Limited access, grade separated interchanges, at grade left in/left out  Off road provision for pedestrian and cycling access	Limited access at grade or separated  Provision for cycling	Grade separated intersections only  No cycling or pedestrian access	

<sup>8</sup> No data is provided at this stage for Option 3.

<sup>9</sup> Projections are based on 2% traffic growth between 2016 and 2026 and then 0.9% beyond that point. This is more conservative than the Opus Reports which assume 0.9% traffic growth from 2016. As a consequence the level of over-capacity, relative to design horizon targets for the State Highway is probably under-reported.

<sup>10</sup> Flow Transportation Specialists Ltd, Road Transport Upgrade Through Kāpiti: Transportation Review for Kāpiti Coast District Council, September 2009.

	KCDC 4 lane model	NZTA Expressway Model	NZTA Motorway Model (Kāpiti Coast context)	Motorway best practice Standards
Design Speed	Modification down to 70kph in sensitive environments (e.g. town centres)  80-100km design speeds otherwise	80-100km design speeds	100-110 km design speeds	
Interchange Distance	Variable depending on design speed – and grade separation/at grade decisions	Variable depending on design speed – and grade separation/at grade decisions	Target 5km distances outside urban area	Approx. 1.5km urban  Approx. 3km rural (peri-urban)

31. In Kāpiti Coast District Council's view, the congestion problems which do exist are not necessarily about total traffic volumes but are more to do with impediments to free flow of traffic. Congestion on the State Highway has a three-fold cause:

- the existence of traffic lights at Paraparaumu and Waikanae which require traffic to slow and stop;
- poor traffic management at Ōtaki at public holidays which reduces flow;
- two-lane down to one lane (north bound and south bound) at key points on the Highway.

32. The provision of a four-lane carriageway with grade separation at two selected intersections in the south and managed access at other points with the Western Link Road through to Te Moana Road, Waikanae, would give the Highway sufficient capacity at the southern end. The provision of a well-designed bypass at Ōtaki, a well designed full interchange at the south end of Ōtaki, and a well-designed major roundabout at the north end, plus safety improvements to the Te Horo/Hautere straight on the current alignment would deliver the desired functionality in the north.

#### *Benefit/Cost Ratio Information Identified to Date*

33. The indicative benefit/cost ratios developed to date reinforce this view that the proposed motorway/expressway standard is a large and costly solution for the problem that exists. In effect, a motorway is to be built for traffic volumes that could be catered for by an integrated and controlled access four-lane carriageway over the next 50 years.

34. To date, the only economic analysis information generated by NZTA is around the traditional BCR assessment of traffic economic efficiencies which is presented in the Technical Report. This analysis will be significantly affected by the quality of costings undertaken by the NZTA on the initial options. There are a number of concerns:

- flawed growth assumptions (see Transport and Land Use discussion below) and the impacts on BCR analysis;
- an unexplained shift in the report from the analysis of benefits of the initial scenarios to the options. It can be conjectured that the options have been imposed into the analysis at a later date;

- shifting costings within the Technical Report and between the Technical Report and the consultation material which are not explained<sup>11</sup>;
  - potentially underreported costs for the western alignment options<sup>12</sup>. These are:
    - land acquisition costs. The technical report appears to be making an assumption of rural land values at Waikanae North rather than land values based on the low-impact urban development area recently approved. Given the nature and quality of the proposed developments which are entrenched in the regulatory framework, these sections are likely to achieve a premium in the housing market;
    - potential underestimated road construction costs through Waikanae North due to large areas of peat that would need to be crossed;
    - lack of clarity about the risk assumptions and costs for the designation and resource consent processes for the western alignments. The fact that NZTA would have to begin a new designation and resource consent process and how this influences costs is not made clear;
    - the impact of the offer back process currently occurring at the southern end of the Western Link designation and the impact on timing and therefore costs
35. The reported indicative BCR for the proposed motorway/expressway southern options achieve a forecast transport economic efficiency BCR for the State Highway of between 0.4 and 1.0. Option 3 receives the highest BCR of 0.6 – 1.0 but this must remain in doubt until the costing issues raised above are addressed. KCDC would expect these issues are resolved and the information made public for further comment **before** the NZTA Board makes a final decision.
36. The Peka Peka to Ōtaki section delivers a BCR between 0.5 and 0.9.
37. These ratios are low, even when taking into account the fact that lower BCRs can be justified, relative to requirements for other roads, because of the wider State Highway function. Even if the assumption about traffic growth is revised upwards, this only shifts to 0.6 - 1.0. The Opus Technical Report notes of the Peka Peka to Ōtaki proposal that:
- ‘Although the significant benefits are forecast to result from the scheme over the 30 year benefit period they are not sufficient to cover expected costs.’<sup>13</sup>
38. These low BCRs support the Council’s position that the cost to the country and this community of a motorway/expressway through the District is not justified in terms of the traffic volumes that the road would carry.
39. It is important to note that the Western Link Stage 1 (Raumati Road to Te Moana Road) of the KCDC proposal has a BCR of 1.8.<sup>14</sup>

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<sup>11</sup> For example, the original Option 1 (upgrade of the existing alignment) costings in the Technical Report are noted on p. 40 as being \$560 expected cost and \$700m at the 95<sup>th</sup> percentile. On p. 53 of the same report the range is noted as \$560-920m. Similarly, Option 2 (eastern alignment) with the truncated WLR is noted as between \$510m and \$610m (95<sup>th</sup> percentile) (upper range \$770m if built in stages) and on p.53 is noted as the same but is reported in the consultation document as \$610 - \$930 million.

<sup>12</sup> Because the information provided to date does not provide a detailed breakdown, it is difficult to ascertain actual estimates. However, the accompanying text suggests that this has been the case. See also Stimpson and Co., Kāpiti Coast SH1 Expressway Concepts – Economic Effects, 10 September 2009.

<sup>13</sup> Opus, SH1 Kāpiti Strategic Study 2009, p. 26

<sup>14</sup> Scheme Assessment Report for the Western Link – not yet published.

40. Kāpiti Coast District Council seeks a final assessment by the NZTA of the BCR of the Council proposed full two lane Western Link to Te Moana Road plus four lane/limited interchange (grade separated) State Highway design, with flexible design speeds, generally on the current State Highway alignment and on a highly modified Option 2 alignment. This information should be made public prior to a final decision being made by the NZTA.

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## Transport and Land Use: Kāpiti Coast Sustainable Urban Form and Transport Framework

41. A major consideration in assessing the proposed motorway/expressway options is to assess the proposals against the Kāpiti Coast urban development management framework and sustainable transport strategy. The Council's approach is set out in two major documents: the *Development Management Strategy (2006)* and *Towards a Sustainable Transport System: A Strategy for Managing Transport on the Kāpiti Coast (2007)*. The Transport Strategy explicitly recognises the regional and national role of the State Highway and addresses the relationship between the Kāpiti Coast urban and rural areas and the functional needs of the Highway. The documents complement each other and take the clear position that transport priorities, location and design are to be driven by the wider vision for the Kāpiti Coast.
42. This understanding of the land-use/transport linkage at both a conceptual/strategic and on-the-ground level is consistent with the broad approach set out in the Land Transport Management Act 2003 where transport design and investment decisions are required to be assessed against their delivery of a range of objectives, not simply transportation (movement efficiency) outcomes.
43. The Kāpiti Coast community and the Kāpiti Coast District Council's long-term strategy for the District is to move the main urban area from being an 'edge community' of commuters to a place that has a strong local economy which can provide local jobs as well as contribute to the regional and national economies in a sustainable way. The Council is focused on achieving this in a way that reduces the social, economic and environmental costs of urban sprawl, retains and enhances natural features and reduces reliance on and costs associated with major public health (e.g. water and wastewater) and roading infrastructure.<sup>15</sup> These policies have even further urgency given the global issue of climate change and rising transportation costs over time as a result of the peak oil phenomenon.
44. The main policies relevant to the assessment of the overall expressway concept and the specific options are discussed in this section.

### Containment

45. A recently released Treasury report<sup>16</sup> makes the following point:

'Major transport projects ... have a significant impact on the location and form of economic activity – they tend to shape urban development rather than follow it.'
46. The Kāpiti Coast District Council has a policy of limiting urban sprawl north of Waikanae and consolidating development within clearly defined areas, both within the southern urban area and at Ōtaki. These policies are reinforced under the proposed Wellington Regional Policy Statement.<sup>17</sup> The objective is to minimise demand for new infrastructure and services, including the significant stormwater flooding and ponding issues that arise in peat/dune areas across the District. The intent is to also avoid incremental pressure on valuable rural productive lands further to the north.

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<sup>15</sup> The opportunity costs to the economy and to household incomes (e.g. travel costs) are well-documented in a range of studies – e.g. 1996 Report of the Greater Toronto Area Taskforce. These economic costs as well as direct social and environmental costs arising from the disconnect between transport planning, land-use planning and sustainable urban form have led to a major focus on new ways of thinking and planning e.g. 'Smart growth', New Urbanism.

<sup>16</sup> The Treasury: Infrastructure: Facts and Issues – Towards the First National Infrastructure Plan – 2009, p.10

<sup>17</sup> Greater Wellington Regional Council, Proposed Regional Policy Statement 2009

Consolidation also serves to reinforce the current centres as places for retail, employment, passenger transport and social infrastructure (such as schools), as residential densities refocus around these areas.

47. To provide regulatory weight to the community's wish for an 'urban edge' north of Waikanae, the Council developed Plan Change 79 (pre-notification consultation 2007 and notification in 2008) and approved it in early 2009. Two appeals have been received and are currently the subject of mediation between the appellants and the Council. Neither of the appeals seek removal of an Urban Edge north of Waikanae.
48. The western alignment options in particular, combined with the proposed full interchange at Peka Peka, will have the effect of driving development pressures beyond the proposed urban edge, with intensive pressure for development occurring at Peka Peka.
49. It is possible the interchange at Peka Peka is based on what appear to be incorrect, outdated population and employment growth assumptions appearing in NZTA's 2008 Scoping Report.<sup>18</sup> The study appears to be assuming urban expansion well to the north of the urban edge introduced under Plan Change 79. The information used is at least three years out of date.
50. The Scoping Study cites anticipated population growth in the Waikanae area of around 1% per year, which is less than half of what is actually expected by the Council in the Waikanae area. The future Low Impact Urban Area south of the new Urban Edge, and the private plan changes described later in this submission will add up to nearly 3000 new households over 20 years, plus other smaller subdivisions and infill potential within the existing Waikanae urban area.
51. The Scoping Study also refers to an expected 300ha of 'employment growth' at Te Horo, which it can only be assumed is related to the 'new town' concept that was abandoned by the Council through its adoption of the *Development Management Strategy* in 2006.
52. These flawed growth assumptions mean NZTA might be intending that an interchange at Peka Peka could service growth in that northern area, whereas nearly all the growth in that area is expected to be south of the Urban Edge (which is approximately 3km to the south of the proposed Peka Peka interchange). Accessibility should be provided closer to that Urban Edge (i.e. just north of Waikanae), not as far north as Peka Peka, so as not to stimulate or facilitate growth where it is not planned. It should instead give good state highway access to the Waikanae Town Centre and Waikanae North areas where growth is planned.
53. A similar issue arises with the location of a major interchange at Otaihanga, whether just west of the rail line for Option 2 (Eastern Option), or further to the west under the western alignments (Options 1 or 3). The *Development Management Strategy* is intent on avoiding further significant urban development in this area, in effect creating a green belt, partly as a way of minimising exposure to significant flooding risks from the Waikanae River. This area would come under development pressure with a full interchange, in much the same way as would occur at Peka Peka with both proposals.
54. While some form of connection is desirable at Otaihanga to serve the Southwards Car Museum (e.g. left in/left out) the Council is of the view that a full interchange is undesirable. The funding proposed for this structure would be better directed towards constructing the middle portion of the Western Link (between Kāpiti Road and Otaihanga Road) that is not included in any of the motorway/expressway options put out by NZTA for consultation.
55. In addition, the two western expressway options are not compatible with the vision for low impact urban development promoted by Public Plan Change 79 and furthered by specific plans for the Waikanae North, through private Plan Change 81. Both these plan

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<sup>18</sup> e.g. Opus, Transit NZ SH1 Kāpiti Strategic Study – Scoping Report, p. 28

changes are integral to the wider containment framework. In addition to keeping urban development south of a recognisable urban edge, the Ngarara development under Plan Change 81 proposes an arterial road that would deviate from the Western Link Road designation to carefully avoid ecologically significant wetlands and preserve dune formations as much as possible. In contrast, an motorway/expressway along the Western Link Road designation would have a severe impact on wetlands and dunes (See also Part 2: Mitigating Actions Required).

56. The Ngarara development is also designed to be an integrated, pedestrian and cyclist-friendly development, and this would be severely compromised with a four-lane motorway/expressway bisecting the area, unless large numbers of overpasses and underpasses were provided. Under both Option 1 and Option 3, the proposed development would be unlikely to proceed and a significant leading-edge low-impact urban development would be lost.
57. It is clear from the analysis undertaken in the original Scoping Report and the more recent Technical Report that neither the District's *Development Management Strategy* nor the recent district Plan Changes have been considered in the preparation of the NZTA proposals. Nor does what is being proposed along the western designation and at Peka Peka follow good urban consolidation and containment principles. There has been no direct assessment of the land-use/transport interface and urban sprawl costs. The opportunity costs associated with damage to establishment of leading edge sustainable urban developments at Waikanae North have also not been factored into the analysis.

#### *Centres*

58. A major part of the District's development management framework and its transport and local economic development strategies, is the focus on existing centres. This includes reinforcing their role in attracting investment into the District, in a form which will develop a more mature local economy and provide employment opportunities beyond the current relatively low skill, low paid retail, rest home and construction activities. Extensive work via the Wellington Regional Strategy has confirmed the role of local centres in this process.<sup>19</sup> This centres focus will also reduce pressure for commuting out of the District and the economic leakage which accompanies it.
59. In addition, the centres, particularly Paraparaumu, Waikanae and Ōtaki have a role to play as major passenger transport nodes and it is imperative that the design and development of roading and rail infrastructure enhances these existing or future transport hubs. For some time, the Council has been seeking an integrated package at Waikanae and Paraparaumu and has been grateful for NZTA support in developing these ideas and attempting to ensure Greater Wellington Regional Council's rail development plans are consistent with this wider vision.
60. Two issues arise from the NZTA proposals: the overall alignments and the location of the interchanges in relation to the District's centres.

#### *General Alignments*

61. The western expressway options are incompatible with the Council's strategy of consolidating growth in existing urban areas, particularly around town centres, as they divert through-traffic well away from the centres. Less traffic would probably lead to less

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<sup>19</sup> For example, SGS Economic and Planning, Wellington Regional Strategy: Key Policy Levers – Urban Form and Economic Development, May 2005. This report and others formed the basis for the Wellington Regional Strategy focus on urban form as a key sustainable economic development tool. Of key importance is the agglomeration effect as investment enters the CBD and then flows through to other centres.

economic support for town centres and their retail and commercial activity. Waikanae in particular would be ignored.

62. NZTA identified the original western option as a way of reducing the severance effects at Waikanae, with the current State Highway becoming a local road. However, it is important to note that the area still continues to be severed by the rail line and the arguments used further south that limiting the severance effects by placing the new motorway/expressway alignment alongside the corridor are equally valid in Waikanae. This is especially important when considering the relative social and environmental effects of severance along the western alignments. (See Part 2 for detailed discussion of these effects). Effectively, the Waikanae Town Centre can adapt, provided there is a good design process and sufficient investment in the adaptation process.
63. In terms of local urban design, the eastern expressway option reinforces the severance created within the Paraparaumu and Waikanae Town Centre areas but in doing so retains a clear opportunity for mitigation and re-development, if design assumptions are modified (see Part 2). The existing SH1 /rail barrier would have to be acknowledged and addressed but there are opportunities to do this as part of the NZTA development programme. This issue is canvassed in more detail later in the submission.

#### *Location of Interchanges.*

64. The NZTA Technical Report states the following:

‘Good expressway design limits the number of high-quality interchanges in order to minimise vehicle interaction and conflict at speed. There is a need to ensure that large grade-separated interchanges are located outside urban areas to minimise negative impacts upon amenity and urban form’.

65. The whole statement is predicated on an extremely unsophisticated understanding of the land-use/transport interface. It is incontrovertible that expressway design will seek to limit the number of access points in order to reduce side friction. It is also appropriate to avoid having expressways travel through the middle of actual retail or town centres. However, it is highly contentious to state that interchanges should be outside the urban area and away from town centres. As stated earlier, major interchanges will drag economic development away from existing centres as businesses chase access and visibility at transport nodes. The implication for the Kāpiti Coast is loss of infrastructure (private and public) investment already sunk into an existing centre and the significant risk of failure of its town centres, while also incurring increased costs from urban sprawl.<sup>20</sup> Most bypasses have interchanges along their length, not just at either end.
66. The original eastern and western motorway/expressway options starve centres of access and traffic to the extent that they fail to provide access at Waikanae Town Centre (e.g. Te Moana Road or at Waikanae North), or Paraparaumu Town Centre (e.g. Kāpiti Road or Ihakara Street). If access is provided at either or both of those town centres, however, there is potential for the town centres to continue to benefit economically from the SH1 traffic which could access the town centres more easily and to contribute to the national economy (See below for further discussion of the latter). It is essential that the underpinning analysis in the Scoping and Technical Reports is revisited and peer reviewed by experts in integrated urban land-use/transport planning and urban geography and economics.
67. It is essential to the wider vision of sustainable economic development that there is full interchange access to the expressway adjacent to both Waikanae and Paraparaumu Town Centres. In the case of Ōtaki, given its size, this needs to be achieved by keeping access on and off the bypass close to the town edges, in a simple logical layout that is user friendly to tourists and shoppers.

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<sup>20</sup> Stimpson and Co., Kāpiti Coast SH1 Expressway Concepts – Economic Effects, 10 September 2009

68. As noted earlier, since the initial consultation document was published a variant to the original proposals has been introduced, with the potential for interchanges at Paraparaumu (Option 1 and 2) and Waikanae under the eastern option (Option 2). Option 3 also makes provision for the possibility of a connection at Paraparaumu Town Centre. This general shift is welcomed. Ironically however, in doing so the underpinning rationale for the provision of two arterials and a new eastern State Highway alignment becomes less convincing or secure.
69. In terms of detail, the Council would not support a full interchange at Te Moana Road but prefers, as stated above, to see the Peka Peka interchange removed and brought south to Waikanae North. This relieves pressure on achieving good town centre design, reduces likely impacts on residential areas and provides opportunities for a future connection to east Waikanae at a later date should that be desirable. Council does not support Option 3 and would not support an interchange at Ihakara Street given flooding issues, impacts on the dune area and the desire for an at-grade entrance point into the town centre at Kāpiti Road.

### *Connectivity*

70. Connectivity is a major issue for the District and a significant factor in any sustainable urban development framework. There is a macro-economic cost in terms of impact on job creation and GDP. Work has been undertaken on behalf of Kāpiti Coast District Council to identify the economic value of the Western Link Road as a local arterial, well connected east/west to communities and adjacent land-uses and providing excellent walking and cycling access across and along the route, and an motorway/expressway model (in terms of connections). The projected cost to the local economy of not proceeding with the integrated Western Link Road as planned, along with a modified eastern option (proposed or current alignment) and developing a western expressway option, is in the order of at least \$300m by 2026.<sup>21</sup> This is discussed later in the submission.
71. The motorway/expressway option in any form severs communities and imposes a range of social impacts – such as the isolation of communities and increased cost to household incomes as they rely on vehicle access to move across the expressway barrier. This household cost in a place which has a very large number living on fixed incomes is significant. The increased reliance on vehicles to surmount the barrier of the expressway also brings an environmental cost in terms of vehicle emissions and runs counter to wider national, regional and local climate change and transport policy.
72. As noted above, NZTA has been conscious of the severance effects and has identified the eastern alignment as a way of avoiding compounding that effect. However, this has then been significantly negated by the location and nature of interchanges and access points along the route. The impacts on centres have been discussed earlier. The only acceptable solution is an integrating arterial (the Western Link) and an eastern alignment which connects to the Paraparaumu and Waikanae centres.
73. The newly introduced Option 3 does offer the possibility of interchanges at Poplar Avenue (or 200 Main Road South), Ihakara St, Kāpiti Road, Otaihanga and Te Moana Road. While as noted above, access to the centres is desirable, the provision of access at Otaihanga Road and Te Moana Road simply do not make sense in terms of the stated intent of the motorway/expressway. The information meetings run by NZTA have been at pains to point out that the goal is to get as much local traffic off the State Highway as possible.
74. By providing an interchange at Waikanae, the NZTA appears to be accepting that a high level of local traffic will use the motorway/expressway, assuming that an interchange is

<sup>21</sup> Brent Wheeler, Kāpiti Road Upgrade Options: Economic Impacts, September 2009.

provided at Paraparaumu Town Centre. Kāpiti Coast District Council considers it unlikely, given this effect, that NZTA would provide a connection at Waikanae, or if it was provided, there would be no access of the motorway/expressway at Paraparaumu.

75. Under these scenarios local traffic would be forced to travel down Te Moana Road on to the old Highway. There would be no local bridge access for the Beach, the long travel distances would continue and travel costs would continue to be an issue. Given that social services, such as health, are likely to be focused at Paraparaumu this is a significant issue.

#### *A Comment on the Issue of Community Severance*

76. The NZTA is to be commended for its focus on mitigating severance effects inevitably created by a State Highway. The Scoping Report expends considerable time discussing potential severance effects on the town centres and the final Option 1 (town avoidance) was intended as a way of avoiding the severance effects through Waikanae Town Centre.
77. The Kāpiti Coast District Council agrees that the issue of severance is a very significant one for the community and this potential impact was reviewed in a range of reports, including a report on social and amenity impacts.<sup>22</sup> The Council is also of the view that what is a well-meaning analysis takes a nonetheless narrow view of severance and is primarily concerned about severance at town centres. Community severance can occur a way from town centres and have significant social, economic and environmental effects. A major concern for the Council is the creation of a new major severance of the communities via Option 1 and Option 3. Option 2 (eastern) reinforces and in some cases exacerbates the severance created by the existing rail corridor but creates no new severance corridor.
78. The Buchan report notes that all the proposed NZTA options for the south and at Ōtaki have severance effects but concludes that on balance Option 2 has the lesser effect in the south. She notes that the severance impacts can be mitigated or off-set at Ōtaki but that in all cases, there is a need for NZTA investment in assistance to enable the communities to adapt. The Common Ground Report<sup>23</sup> also notes the need to provide extra connectivity in Ōtaki (see Part 2).
79. In terms of social, economic and environmental impacts created by the severance effects and poor connectivity, the Council considers Option 3 (Sandhills Motorway) and the original western alignment (Option 1) are unacceptable. It considers that the eastern alignment (Option 2) must be highly modified before it could be considered acceptable. In its view, the integrating design of the proposed Western Link combined with solutions on the existing alignment have the least severance effects.

#### *Rural Productive Potential*

80. The 2006 *Development Management Strategy* emphasises the major food production potential of the Te Horo/Hautere area, both in terms of export markets and as a primary source of food supply for the Wellington region<sup>24</sup>. This will become increasingly important as transportation costs rise. This area is vulnerable to development pressures both from extension of the urban area to the south and from intensification around the Te Horo area. For this reason, the proposed approach of avoiding access to the expressway at Te Horo is supported, provided that there is full access at the south end of Ōtaki and at Waikanae North and across the motorway/expressway and rail line.

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<sup>22</sup> D. Buchan, Corydon Consulting, Kāpiti Coast SH1 Expressway, Social, Amenity and Cultural Effects

<sup>23</sup> Common Ground, State Highway Expressway Urban Design Position Statement

<sup>24</sup> See also: A Study of the Rural Productive Potential for the Northern Part of the Kāpiti Coast District, Sustainable Land Use Initiative, September 2005

The proposed alignment needs to be reviewed to ensure that the impacts on good quality highly productive land to the east of the rail line is minimised. This is discussed further in Part 3.

#### *Promoting Transport Mode Shifts*

81. The Council has a policy of using a range of tools, including improved urban form to promote travel mode shifts. The social impact analysis report concludes that:

‘whatever the route selected [of the three options], the effects on the on the public transport system through Kāpiti District are likely to be significant. ... Should the expressway proceed, NZTA should work with KCDC, GWRC and Kiwi Rail to fast track improvements to rail services and facilities and promote use of rail and car-pooling.’<sup>25</sup>

82. In addition, the loss of the Western Link design (Option 3) or part of the route (Options 2 and 3) will significantly reduce the opportunities for increased active mode activity, particularly if Option 3 is taken up and crossing the motorway/expressway can only be achieved at two or three points.
83. Emphasis on good urban form and design are major considerations for the Western Link which creates a shared space for all users, with particular provision for active transport users (walking and cycling). Maximising the potential to attract people out of their cars and onto active transport, causing a modal shift. The main objectives include:
- creating a local multi-modal corridor linking the communities of the Kāpiti Coast District;
  - creating a link which functions as open space;
  - evoking a sense of place;
  - providing an alternative to SH1 for local traffic.

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<sup>25</sup> Buchan report  
15 October 2009

## The Purpose of RoNS: Economic Growth and Productivity Improvements?

84. The NZTA, or more specifically the Minister of Transport, is of the view that an motorway/expressway design and standard will, when rolled out across the seven selected RoNS, deliver economic growth and productivity benefits. Perhaps more accurately, the Minister is seeking such improvements through roading investment and it is being assumed that the motorway/expressway model is the necessary level of service to achieve that outcome. Given the low BCR which measures traffic economic efficiencies, it could be assumed there is a wider economic analysis which offsets this initial poor BCR rating. This is reviewed below.

85. The recently released Treasury discussion document 'Infrastructure: Facts and Issues – Towards the First National Infrastructure Plan' makes the following points:

- infrastructure is one of the priorities the government has identified in its aim to lift New Zealand economic performance;
- **roads of national significance** have been identified as one of four immediate priorities (the others are: broadband, electricity transmission and the Rugby World Cup);
- roads of national significance, along with broadband and electricity transmission, have a unifying characteristic – they 'make markets';
- roads enable the transport of goods to purchasers and workers to work;
- highways provide the main links between our major business centres, facilitating the transport of goods and people. Congestion creates inefficiency and makes it more difficult for businesses to operate and grow.

86. The NZTA consultation document states:

'The Levin to Wellington Airport corridor has been identified as a road of national significance...

The existing highway through the [Kāpiti Coast] district is regularly congested and has a very poor safety record. It limits the movement of people and goods through and around the district, restricting economic growth and causing frustration for residents, commuters and travellers...

The new priority is to provide a high standard four-lane expressway through the whole corridor, to the benefit of all road users.'

By implication, expressway (motorway) design standards are seen as the transport solution to economic inefficiencies and to growing the national economy. The statements on the congestion issues are correct only in so far as they relate to peak travel congestion. The analysis offered in the two documents raises a number of key issues.

87. The 2009 Government Policy Statement notes the importance of links between economic efficiency and productivity and integrated land-use and transport planning while the 2009 National Land Transport Programme notes that the NZTA is 'also working closely with local government to ensure the full benefits of the RoNS are realised'.<sup>26</sup> However, there is no analysis of the net economic benefit derived from investment in the RoNS concept, the expressway model as a whole, or from the three options proposed.<sup>27</sup> Nor is there a clear analysis of a different combination of State Highway design and use of other modes to

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<sup>26</sup> Government Policy Statement on Land Transport Funding 2009/10- 2018/19, p.16; National Land Transport Programme 2009-2012, p.12

<sup>27</sup> It is understood that the Treasury is embarking on an economic analysis of the RONS concept but it is not clear whether this will be completed before the decision on the Kāpiti Coast proposals. .



resolve congestion costs and deliver economic efficiencies, and deliver wider economic benefits.

88. Given the national economy is the sum of its parts, including the economic activity occurring in all of the communities through which the State Highway, including the RoNS, passes then the focus should be on the net economic benefit of the investment decision. This should include the positive and negative impacts of the road design standard and alignment on the local/regional economies it passes through.
89. The government has long acknowledged the importance of regional economies. New Zealand Trade and Enterprise through its Regional Strategy Fund helps pay for the development and implementation of regional economic development strategies.
90. Kāpiti Coast District is part of the Wellington regional economy. It is not a large contributor but over the last few years it has performed better than the national average across the main KPIs, even allowing for a small base. For example, in the 2008/09 year Kāpiti Coast's GDP performance was up 5.8%. This is higher than the 2.6% for the Wellington region and the 3.2% for the country. Notably, this growth has been less in retail activity and more in social and business services.<sup>28</sup>
91. The Kāpiti Coast District Council has a specific focus on growing value added businesses (with a local, regional and export focus) built around food production and clean technologies. Given that the NZTA proposed RoNS concept is apparently focused on the main centres, there is no assessment of the net impacts on the Wellington regional economy, or the opportunities for future sustainable economic benefit.
92. The Treasury report does identify that transport investment decisions are also a major consideration in its specific concerns about productivity. It makes the following point:

‘the government is focused on the need to ensure that the right strategic or ‘shaping’ infrastructure [e.g. roads] is delivered at the right time and in the right place, to ensure maximum productivity gains over the longer term.’<sup>29</sup>
93. In the case of national infrastructure (roading) investment, the rationale appears to be focused on increasing productivity via reducing the travel (time) costs. However, productivity can also be affected by cumulative costs arising from such things as urban sprawl and green house gas emissions created by poor roading investment decisions. This should be seen as an opportunity cost to the local, regional and national economies. Equally, good transport/land-use design and location decisions can deliver direct economic and social benefit, as well as reducing the costs of emissions.
94. Ideally, given the significant direct impacts that transport decisions can have on a national economy and an urban economy, the components of any economic analysis should include the following inputs – to be assessed as a net economic benefit;
  - long term assessment of relative benefit of travel modes;
  - benefit/cost in terms of investment over traffic efficiencies (traditional benefit /cost ratio);
  - economic benefits and costs of options to the national (export) economy;
  - direct economic benefit/cost to the local/regional economy – includes consideration of different design options;
  - costs of urban form outcomes driven by a roading investment decision:
    - local travel times – household and business income and time costs

<sup>28</sup> BERL Economics, Economic Profile of the Nature Coast: Kāpiti and Horowhenua in 2008, p.5

<sup>29</sup> The Treasury: Infrastructure: Facts and Issues – Towards the First National Infrastructure Plan – 2009, p.10

- public and social infrastructure investment costs – e.g. stormwater, local roads upgrades as a result of consequent urban sprawl
  - centres adaptation and mitigation costs
  - health benefits/costs – in relation to mode choices
  - green-house gas emissions costs.
95. The absence of this kind of analysis for such a large investment programme suggests that the RoNS concept is simply a paradigm that has not been tested, which has then been combined with an ‘off-the-shelf’ adoption of a roading design standard, equally untested in either the context of the government’s objectives or the Kāpiti Coast. It is understood that the Opus report has been largely reliant on the earlier Maunsell report for the Western Corridor Study with no subsequent re-analysis of assumptions around the type of State Highway design solution and economic impacts.

#### *Wider Economic Impacts*

96. In the absence of a wider economic analysis being undertaken as part of the general RoNS concept roll-out, or the NZTA proposals for the Kāpiti Coast, Kāpiti Coast District Council commissioned work assessing the net economic benefit of the proposed options. This study built on work which assessed the wider economic benefits of the integrated Western Link Road design versus a bare arterial. In undertaking this work, it remains the Council’s view that Option 2 does not deliver the full integration capable of being provided by the Kāpiti Coast District Council Western Link proposal. Nonetheless, the comparison of the NZTA options provides useful information.
97. These two broad options for implementation of town avoidance (western alignments) and integrated corridor (eastern alignment) were tested.<sup>30</sup> The options were distinguished as follows:

##### *Town Avoidance (Option 1 and 3)*

- Expressway built in sections to be opened as completed;
- SH1 Expressway would avoid both Waikanae and Paraparaumu;
- Current SH1 would become a local arterial serving the major towns;
- Interchanges to provide access on and off the Expressway; and,
- Service roads to access properties adjacent to the new Expressway.

There would then, be a significant separation of the Expressway as a corridor and the local towns and the roading network connecting them.

##### *Integrated Corridor Option (Option 2)*

- Expressway and supporting roads to be built simultaneously;
- Local connections in the South (Poplar Avenue) and north (Otaihanga to Te Moana Roads);
- Current SH1 used as a local road from Paraparaumu to Waikanae;
- Expressway to follow rail through the district; and,
- Service roads to access properties adjacent to the new Expressway.

<sup>30</sup> Brent Wheeler, Kāpiti Road Upgrade Options: Economic Impacts, 2009  
15 October 2009

98. At present, the difference between the construction costs for the town avoidance and the integrated corridor option are estimated to be in the order of \$200m - \$250m with the integrated option involving more cost. (The review did not attempt to rectify assumptions about property and other costs under Options 1 and 3 as noted earlier). GDP and employment growth associated with an integrated corridor option are identified in the report on a conservative basis, to be worth \$300m more than under the town avoidance options in 2026. The conclusion of the report is that the value of the integrated corridor option (eastern alignment) significantly exceeds that of the town avoidance option (western alignments).

99. The table below sets out the position in 2026.<sup>31</sup>

Scenario	2026
Employment town avoidance	13,728
Employment integrated corridor	17,732
GAIN	4,004
Regional GDP estimate town avoidance	\$ 1,031
Regional GDP estimate Integrated corridor	\$ 1,332
GAIN	\$ 301

100. The report concludes care is needed not to attribute too great a level of precision to estimates, that the sequence and timing for the economic development discussed is not clear in any absolute sense and that caution should be exercised so as not to exaggerate the benefits of the integrated corridor option. It also concludes, given these caveats, there is a substantial difference in the level of [economic] benefits which the integrated (eastern) corridor has to offer over and above those offered by the town avoidance (western) options.

101. It is important to note this economic analysis does not include the potential impacts from urban sprawl of the western options or the unmodified eastern options. Similarly it does not factor in the adaptation costs from the impacts of the Ōtaki bypass or the redesign and investment in the southern centres.

102. In conclusion, even with a full economic analysis that includes social and environmental costs, the Kāpiti Coast District Council can see no obvious simple traffic economic efficiency or wider net economic benefit in moving to a motorway service standard level. The Council believes the proposals as they stand build unnecessary capacity into the State Highway system through the Kāpiti Coast which could be better invested in other transport outcomes. If the full economic and consequent social benefits are to be realised, and unnecessary environmental and social costs and over-investment in capacity are to be avoided, the model of the two-lane Western Link to Te Moana Road needs to be followed alongside an up-graded four lane State Highway model along the existing alignment, or a significantly modified eastern (Option 2) alignment.

<sup>31</sup> Kāpiti Road Upgrade Options: Economic Impacts, Brent Wheeler, 2009

## PART 2: MITIGATING ACTIONS REQUIRED

103. The previous discussion has focused on major strategic considerations for the Kāpiti Coast District Council in arriving at its strong preference for an eastern alignment for the State Highway upgrade. These can be summarised as:

- significant concerns about the impacts of the western options (and the proposed Peka Peka interchange) on managing the economic, social and environmental costs of urban sprawl and the loss of innovative urban development solutions at Waikanae North;
- the introduction of major new severance impacts for local communities;
- a view that the western alignments are inconsistent with the government's own focus on achieving an increase in net economic benefit and productivity;
- the major duplication of severance effects with the western alignment options has a significant economic and social cost to the wider community.

104. Additional comments on options are provided below. These comments are summaries derived from the detailed assessment by independent consultants on the proposed options. This detailed analysis and commentary is also part of this formal submission.

105. The previous sections also identified a range of concerns about the proposed eastern option and indicated that significant changes were needed before it could be considered acceptable. The Council also made clear that it rejected the proposed motorway levels of service and clearly stated that the overall assumptions design needed to be revisited. These concerns apply along the full corridor, including at Ōtaki.

### Response to the Proposed Expressway Alignment Options: Poplar Avenue to Peka Peka

#### *Option 1: (Western Option/Avoiding Waikanae town centre)*

106. The town avoidance option, in addition to the earlier strategic analysis presents the following further issues :

- impacts on the remnant dune landscapes from Otaihanga through to Peka Peka. These are significant in the context of the wider urban area and have a significant value placed on them by the wider community;
- the motorway/expressway will pass through or will be immediately adjacent to areas of high natural values.<sup>32</sup> These include significant effects on the following ecological sites:
  - Te Harakeke/Smith's Farm (regional significance/QE II covenants). This is an extensive wetland habitat for threatened native bird and plant species. The motorway option through this area is very unlikely to be able to avoid severe effects because of the scale and the need to pass along the designation. In contrast, the proposed re-alignment via the Ngarara development avoids these impacts.

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<sup>32</sup> Wildland Consultants: Ecological Assessment of State Highway One Realignment Options  
15 October 2009

- El Rancho/Takamore Trust (regional significance/QE II covenants). This is an area of large manuka wetland with plant associations and good regeneration. The impacts would be severe as the motorway scale and alignment would limit the flexibility to avoid impacts. In contrast, the Western Link design as two lanes minimises impacts.
- Osbourne's Swamp/Te Moana Road (regional significance/QE II covenants). The impacts would be severe and unavoidable.
- will have a major impact on the waahi tapu area in the vicinity of the Takamore Trust urupa. This has been a highly contentious issue for the Takamore Trust and for wider Te Atiawa in relation to the current designation and previous Western Link Road design proposals. The concerns relate to the proximity and direct impacts on an area identified as waahi tapu. This includes the impacts on the vegetation and habitat of that area. The Takamore Trust arrived at a position of reluctant accommodation of a much modified two lane proposal for the Western Link, such that resource and Historical Places Trust consents have been issued for the proposed for the two-lane Western Link. There are still members of the Trust who oppose even this level of impact.

It is notable that the consultation maps provided by NZTA show the route avoiding the urupa. However, the issues that the Council has had to address in its own designation and consenting processes relate to the wider waahi tapu. Extensive conditions to minimise impacts on the waahi tapu had to be complied with and these considerations and issues would apply to a new proposal.

Takamore Trustees have already stated their opposition to a return to what is a motorway option through this area. The Kāpiti Coast District Council, in keeping with its good faith commitments to the Trust and the wider relationship with tangata whenua, will continue to support the Takamore Trust's position that any increased level of effect is unacceptable, irrespective of the outcomes of decisions on the Western Link.

- visual and amenity impacts from the overbridges which will require approximately 200m rising to a height of about 7m. A grade separated interchange was previously proposed at Otaihanga and an overbridge at Te Moana Road. The new consultation material raises the possibility of a grade-separated interchange at Te Moana Road as well as Otaihanga. While it is considered unlikely an interchange will be provided at Te Moana Road (see part 1), it is important to note how out of character it or an overbridge would be for the area. By contrast, the Western Link provides for significantly smaller at grade intersections.
- the need to apply for a new designation, resource and Historic Places Trust consents approval and land acquisition. The designation and consents currently held by the Kāpiti Coast District Council cannot be transferred to the new proposal. None of the land north of Te Moana Road is in public ownership and land acquisition would have to follow the designation process.
- consequent significant lead in times before construction could commence. The earliest time for construction to be able to start is estimated at five years if everything proceeds without major objections. Full completion is estimated to be ten years from time of decision to proceed with this route.<sup>33</sup>

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<sup>33</sup> S. Kinnear Consulting, Proposed Kāpiti Expressway, Overview of Process  
15 October 2009

- in terms of social impacts<sup>34</sup>, it was concluded that there will be:
  - some 'low positive' impacts, such as reducing the current effects of severance for the communities east of the rail line at Paraparaumu and Waikanae and current highway and improved amenity for those living along the highway north of Paraparaumu;
  - negative impacts arising from:
    - impacts on private property owners at Raumati/Paraparaumu on the Highway although these would have expected some impacts over time;
    - severance and reduced amenity for those living in an area where a new high design motorway/expressway corridor is introduced through the Waterstone area
    - planning blight for properties not immediately affected by (as in requiring purchase) but adjacent to the proposed corridor. All properties north of Paraparaumu will experience effects generated by motorway/expressway standard design, rather than the 2-lane Western Link proposal;
    - an increase of traffic volumes on Ratanui, Mazengarb and Arawhata Roads which will become extensions to the part formed Western Link;
    - loss of 200-300 existing properties. (See also discussion of effects at Waikanae)
  - on balance in the terms of social impacts Option 1 (town avoidance/western) presents the greater disadvantages over Option 2 (eastern) given that it 'severs a large area high in environmental and social values with a four-lane expressway'.<sup>35</sup>

#### *Option 2 (Eastern Option)*

107. Option 2, in addition to the earlier strategic comments, presents the following further issues:

- the motorway/expressway will pass through or will be immediately adjacent to areas of high natural values.<sup>36</sup> These include significant effects on the following ecological sites:
  - Muaupoko Swamp Forest/SH 1 North of Lindale. (regional, DOC reserve and QE II covenants). This has rare wetland/forest associations, important habitat for birds with good linkages. There would be possible hydrology effects from earthworks but these would be expected to be relatively minor.
  - south of Greendale Reserve. This has mature tawa, puketea and kohekohe forest which would be severely affected by the proposal;
  - Greendale Reserve. (Council reserve, high community significance) The reserve has one small grove of natural occurring kahikatea

<sup>34</sup> D. Buchan (Corydon Consultants Ltd), Kāpiti Coast Expressway, Social, Amenity and Cultural Effects, September 2009.

<sup>35</sup> Buchan, p.9

<sup>36</sup> Wildland Consultants: Ecological Assessment of State Highway One Realignment Options

otherwise it is planted. The proposed alignment would have a severe effect.

- the need to apply for a new designation, resource and Historic Places Trust consents approval and land acquisition between Paraparaumu and Waikanae.
- the expressway concept would also potentially affect the right for funeral processions at Whakarongotai marae in Waikanae to cross the Highway on foot to the urupa and church on Elisabeth St.
- consequent significant lead in times before construction could commence. The earliest time for construction to be able to start is estimated at five years if every thing proceeds without major objections. Full completion is estimated to be ten years from time of decision to proceed with this route.<sup>37</sup>
- in terms of social impacts<sup>38</sup>, it was concluded that there will be:
  - the some 'low positive' impacts, such as reducing the current effects of severance for the communities east of the rail line at Paraparaumu and west of the rail line in the Lindale/Waterstone area through the construction of pedestrian underpasses. There would also be improved amenity for those living along the current highway north of Paraparaumu;
  - negative impacts arising from:
    - severance and reduced amenity for those living an area where a new high design motorway/expressway corridor is introduced.
    - planning blight for properties not immediately affected by (as in requiring purchase) but adjacent to the proposed corridor. All properties north of Paraparaumu will experience effects generated by motorway/expressway standard design, rather than the 2-lane Western Link;
    - an increase of traffic volumes on Ratanui, Mazengarb and Arawhata Roads which will become extensions to the partly formed Western Link;
    - loss of 300-400 existing properties and the loss of an area at Waterstone which was intended as a passenger transport node with rail station and medium density housing to support it;
    - increased road and traffic speeds on the motorway/expressway will exacerbate severance through the Waikanae Town Centre.
  - on balance from a social impact perspective Option 2 (eastern) presents social effects which are less in number than for the other route...
  - in comparison to the other routes, the eastern option was recommended subject to a range of changes including:
    - reduction of road speeds and dimensions;
    - provision of the full WLR to enhance connectivity and avoid traffic impacts on local roads;
    - investment in mitigation;
    - provision of adequate park and ride facilities so the Waikanae Station was not compromised.

108. The urban design review also raised similar concerns. The Council concluded that if the Minister was to insist on a motorway/expressway option at the current design standards

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<sup>37</sup> S. Kinnear Consulting, Proposed Kāpiti Expressway, Overview of Process

<sup>38</sup> D. Buchan (Corydon Consultants Ltd), Kāpiti Coast Expressway, Social, Amenity and Cultural Effects, September 2009

and the proposed eastern alignment was chosen, then major modification needed to be made to the proposal.<sup>39</sup> The key features required are:

- retention of the proposed alignment on the eastern side of the rail line until after the Greendale/Camelot area. This would involve crossing the rail line somewhere in the area between Ihakara Street and the Paraparaumu Overbridge. This would avoid impacts on large residential areas and make the development of a rail station at Lindale servicing the Water stone area achievable. There are consequent impacts which are covered further below.
- an interchange at the Paraparaumu Town Centre, probably near Ihakara Street, to ensure connectivity to the Highway. It should be noted NZTA's initial proposal as publicised had no interchange and that this has now changed to become a possibility. It is Council's view that this is a minimum requirement for the eastern option.
- significant investment at Paraparaumu to upgrade the transport hub and the links with the town centre;
- lowering of road speed to 70kph as it passes through the Paraparaumu and Waikanae Town Centres;
- retention of the right of Te Atiawa to have funeral processions at Whakarongotai Marae cross the Highway at grade to the urupa and church on Elisabeth St;
- significant investment in design and works to provide a high quality of connectivity between the western and eastern Waikanae parts of the town centre. This includes a plaza area to the quality and size of the Wellington City to Sea bridge across the highway<sup>40</sup>;
- provision of an interchange at Waikanae North (and the removal of the interchange at Peka Peka. The Council does not support an interchange at Te Moana Road, given the increased impact on properties and the pressures and the impacts this would have on the potential design for the town centre itself. The more northern location would offer opportunities for improved eastern access at some time in the future.

109. There are impacts from following this modified alignment and NZTA would need to explore these further. The impacts are:

- for Southwards Car Museum – loss of land and the need to re-orient the building. This could be offset to some extent by pushing the rail line to the west on to edge of the landfill site (non-fill area);
- effects on the Muaupoko Swamp Forest site and Tini Bush which contains remnant-bush. The road would pass along the edge of the former and would also be likely to have some effect on hydrology. The road would also pass along the edge of Tini Bush and there could be limited to moderate effects depending on design solutions.

### *Option 3: (WLR Option /Sandhills Motorway)*

110. Option 3, in addition to the earlier strategic analysis, presents the following further issues:

- impacts on the remnant dune landscapes from Raumati South to Peka Peka. These are significant in the context of the wider urban area and have a high value placed on them by the wider community. This dune landscape, which provides much of

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<sup>39</sup> Common Ground, Kāpiti Coast – State Highway Expressway Urban Design Position Statement, and, Beca, Physical Construction Options and Costs Poplar Avenue to Peka Peka

<sup>40</sup> Common Ground, Kāpiti Coast – State Highway Expressway Urban Design Position Statement



the character and amenity of the urban area would be lost. This is both a social and an economic effect;

- the motorway/expressway will pass through or will be immediately adjacent to areas of high natural values.<sup>41</sup> These include significant effects on the following ecological sites:
  - Queen Elizabeth Park, Poplar Avenue, Raumati South (regional significance, regional park). The site consists of wetland – manuka, harakeke and raupo.
  - Raumati South peatlands (local) It consists of damp sand plain and dune, kanuka and scrub). This area has a high amenity value for the surrounding area and would be severely affected.
  - Te Harakeke/Smith's Farm (regional significance/QE II covenants). This is an extensive wetland habitat for threatened native bird and plant species. The motorway option through this area is very unlikely to be able to avoid severe effects because of the scale and the need to pass along the designation. In contrast, the proposed re-alignment via the Ngarara development avoids these impacts.
  - El Rancho/Takamore Trust (regional significance/QE II covenants). This is an area of large manuka wetland with plant associations and good regeneration. The impacts would be severe as the motorway scale and alignment would limit the flexibility to avoid impacts. In contrast, the Western Link design as two lanes minimises impacts.
  - Osbourne's Swamp/Te Moana Road (regional significance/QE II covenants). The impacts would be severe and unavoidable.
- will have a major impact on the waahi tapu area in the vicinity of the Takamore Trust urupa. This has been a highly contentious issue for the Takamore Trust and for wider Te Atiawa in relation to the current designation and previous Western Link Road design proposals. The concerns relate to the proximity and direct impacts on an area identified as waahi tapu. This includes the impacts on the vegetation and habitat of that area. The Takamore Trust have arrived at a position of reluctant accommodation of a much modified two-lane proposal for the Western Link, such that resource and Historical Places Trust consents for the proposed two-lane Western Link. There are still members of the Trust who oppose even this level of impact.

It is notable that the consultation maps provided by NZTA show the route avoiding the urupa. However, the issues that the Council has had to address in its own designation and consenting processes relate to the wider waahi tapu. Extensive conditions to minimise impacts on the waahi tapu had to be complied with and these considerations and issues would apply to a new proposal.

Takamore Trustees have already stated their opposition to a return to what is a motorway option through this area. The Kāpiti Coast District Council, in keeping with its good faith commitments to the Trust and the wider relationship with tangata whenua, will continue to support the Takamore Trust's position that any increased level of effect is unacceptable, irrespective of the outcomes of decisions on the Western Link.

- visual and amenity impacts from the interchanges or overbridges which will require approximately 200-300 metre approaches at each end rising to a height of about 7m. Grade separated interchanges are identified as possible at the southern entrance, or at 200 Main Road south depending on the entrance chosen, at Ihakara

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<sup>41</sup> Wildland Consultants: Ecological Assessment of State Highway One Realignment Options  
15 October 2009

Street, Kāpiti Road, Otaihangā Road, Te Moana Road and Peka Peka. Those that do not become full interchanges will require overbridges. Irrespective of the final layout, there will need to be significant structures rising to 7m along the route or at right angles to it. Given that few buildings in the landscape are above 1-2 storeys and many are surrounded by vegetation, this will be a major impact.

- the need to apply for a new designation, resource and Historic Places Trust consents approval and land acquisition. The designation and consents currently held by the Kāpiti Coast District Council cannot be transferred to the new proposal. None of the land north of Te Moana Road is in public ownership and land acquisition would have to follow the designation process.
- consequent significant lead in times before construction could commence. The earliest time for construction to be able to start is estimated at five years if every thing proceeds without major objections. Full completion is estimated to be ten years from time of decision to proceed with this route.<sup>42</sup>
- in terms of social impacts<sup>43</sup>, it was concluded that there will be:
  - the some 'low positive' impacts, such as reducing the current effects of severance for the communities east of the rail line at Paraparaumu and Waikanae and current highway and improved amenity for those living along the highway north of Paraparaumu;
  - limited impacts on private property owners. Given that it is proposed that the motorway/expressway should follow the current designation allocated to the Western Link, there will approximately 20-50 parcels of land affected.
  - negative impacts arising from:
    - severance and reduced amenity for those living in an area where a new high design motorway/expressway corridor is introduced. It is some fourteen years since the old designation for the Sandhills Motorway was let lapse and all property owners could have expected to be living in an environment which would have significantly lower impacts from the Western Link. This is exacerbated through the Raumati/Paraparaumu areas. The social impact report notes these impacts as severe.
    - planning blight for properties not immediately affected by (as in requiring purchase) but adjacent to the proposed corridor. All properties from Raumati to Waikanae will experience effects generated by motorway/expressway standard design, rather than the 2-lane Western Link proposal. XXX to XX properties will be affected;
  - on balance in the terms of social impacts Option 3 is seen as presenting greater disadvantages over Option 2 (eastern) given that it 'severs a large area high in environmental and social values with a four-lane expressway'.<sup>44</sup>

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<sup>42</sup> S. Kinnear,

<sup>43</sup> D. Buchan (Corydon Consultants Ltd), Social Effects of Proposed KāpitiKāpitiKāpitiKāpiti Expressway Options: Technical Report, September 2009.

<sup>44</sup> Buchan, p.9

## Response to the Proposed Expressway Alignment Options: Peka Peka to Ōtaki

111. In addition to the earlier strategic analysis which is also relevant to the area, this commentary extends discussion of selected issues. This section is divided in to two parts: Ōtaki town and the Te Horo/Hautere area. The two areas are intimately linked through the role of the town in its rural hinterland but it is easier to address matters in two stages.

### *Ōtaki Town*

112. The proposal for a bypass is generally supported by the community given the current congestion on the existing Highway and the importance of the Railway area to the town and District economy. Residents and business have limited confidence that NZTA will address the current congestion problems in a timely way and expect problems to worsen. While the weekend congestion further south has limited impact on the Waikanae and Paraparaumu town centre economies, it is of major significance to Ōtaki as a destination centre. As the town continues to build its economy around its current retail, historic, beach and recreation strengths this will become more of an issue.

113. Ideally a bypass would be located near the edge of a rural town with strong linkages to the local centre. This is theoretically possible to the east for Ōtaki around the edge of the Waitohu Plateau residential area but there are issues and impacts which make such an approach unlikely. The main effects of a bypass through the town are as follows:

- major severance of the Waitohu Plateau area from the main town through the potential loss of access at Rahui Road. The map in the consultation material shows closure but enquiries to NZTA suggest this is less than clear. The severance is particularly significant for children attending the primary and secondary schools but also affects businesses, particularly the horse trainers clustered around the race course. Easy access to the racecourse (the only Maori owned racecourse in the country) becomes impossible on closure;
- some small improvements in current severance effects associated with the current highway;
- potential to improve the appearance of the rail retail area with the removal of State Highway through traffic;
- potential to support the expansion of the industrial area on Riverbank Road, provided that are improvements to access design;
- loss of retail trade in the 3-5 year period at an estimated annual average of 2.7% over the period. The extent to which this might occur will be directly affected by the quality of access into the town and the extent to which there is support for marketing of Ōtaki as a destination over the adjustment period.

114. However, this view does not signal unqualified support for the motorway/expressway design standards and the same challenge to these underpinning assumptions apply in this area as further south. This support is also contingent on resolution of the following issues:

- a commitment to reducing travel speeds on the route to 70 kph as it passes through the rail area. This will allow for much better design, amenity and economic outcomes for the surrounding area and still provides for the desired Highway functionality sought by NZTA.

- the very poor access design north and south to the town that accompanies the bypass proposal. This is discussed in more detail below.
- delivery of support to the town to enable it to adapt to the very real economic impacts that have been identified will occur over the first 3-5 years. This support is not simply about providing assistance to a retailers to adapt to the change – its is about supporting a town with a large number of low income households which is actively focused on growing its community socially and developing a viable economy. The latter ranges from the early stages of an innovative clean technology cluster through to Te Wānanga O Raukawa;
- concrete evidence of a firm investment programme to support regular passenger train services to Ōtaki (servicing the local population, staff and customers of destination retail outlets and the 2,000 – 3,000 staff and students at Te Wānanga O Raukawa), to be achieved within the time period for the construction of the bypass. This includes ensuring potential for Ōtaki to be once again used as a local freight railhead is retained. This requires the new route to be designed in a way that retains the station (even if it moves slightly) and does not compromise the shunting capability that already exists;
- investment in signage (more than just basic NZTA directional signs) at the southern and northern ends of Ōtaki.

#### *Access and Interchanges*

115. The review work done to date identifies major problems with the proposed access points to Ōtaki which require review.
116. At the northern end, the Council queries the need for grade-separated interchange and argues for a large roundabout that would push Ōtaki bound traffic on to the old State Highway alignment. This would also help lower speeds coming into the 70kph expressway section through Ōtaki. A roundabout is consistent with 4-lane or expressway design standards.
117. The access from County Road to the old State Highway and the need to go north on the old Highway and down County Road to get on to the motorway/expressway to go south is unworkable – and undesirable in terms of amenity impacts. It is very tight access and confusing for both older drivers and visitors to the town and will compound any adverse economic effects of the bypass itself. This southern access route proposal needs to be abandoned and full southern access on to the Highway provided at the south end of the town. Similarly northern access off the overbridge (as proposed) and at the Council proposed roundabout should be provided.
118. At a minimum a well-designed pedestrian bridge needs to be provided at Rahui Road, if the road is closed. It should be of the quality and design intent of the Wellington 'City to Sea' structures and have strong design links to the town's history and culture. Given the economic importance of this link and the residential use, the potential for road access over the motorway/expressway should still be explored. This process should include providing the community with the opportunity to understand the likely significant visual and wider property effects of an overbridge before a firm commitment is made. If cross-access is not provided at Rahui Road, then a local road access from Rahui Road behind the racecourse and across the motorway/expressway route to join the old Highway should be provided. This should be done in a way that provides racehorse trainers with exercise space on the route and is compatible with surrounding character.
119. Full south/north access at the southern end of the town needs to be provided. Exits and entries to the town need to be made as easy to understand as possible. The rationale for this southern access from the town onto the Highway is the un-workability of the

currently proposed route and the need to provide full access on to the motorway/expressway at some point for the Te Horo/Hautere area. At the same time provision must be made for grade separated access across the Highway from Ōtaki Gorge Road and safe access from Old Hautere Road.

#### *Te Horo/Hautere*

120. The Council questions the need for an motorway/expressway through this area and suggests the need to shift to a four-lane road is some time away, provided direct access on to the Highway is managed through slip roads, an overbridge at Te Horo and an interchange at the south end of Ōtaki to push traffic on to the bypass or into the town. The key issue along this route is safety rather than congestion, at least in the short or medium term and investment actions should be prioritised to reflect this.

121. If the Minister insists on an motorway/expressway model for the Te Horo/Hautere area, the key issues are:

- safe access across and onto the current State Highway;
- severance effects created by the new motorway/expressway at the Te Horo settlement;
- the impacts of the current alignment on good quality soils between Gear Road and the railway line and the impacts on properties along that edge;
- the likely more severe economic impacts on businesses along the current Highway;
- the need to ensure access for transport of products from the rural area;
- impacts on Hautere Bush and Cottle's Bush. The former has titoki-totara forest which is under represented in the area and rare plants. The latter has totara matai forest. Impacts on both are likely to be severe.

122. The Council supports restricted access at Te Horo between School Road and the old Highway route (i.e. no direct access on to the motorway/expressway.) It has significant concerns that any access onto or off the Highway at this point will create major development pressures both at Te Horo itself and on to the more valuable soils of the Hautere Plain. However, it is essential that there is access on to the motorway/expressway at some point. This would be available either at Waikanae North or just south of Ōtaki. There would be adequate access along the old Highway and local roads at that point. The travel distances to such access would be about eight kilometres to the south and about four kilometres to the north.

123. The Council seeks the further review of the point at which the proposed route would 'jump' the rail line, given the good quality soils to the south end of the Hautere Plain and the relatively poor soils to the west of the State Highway. It is envisaged that this western alignment could skirt the Te Horo settlement and cross to the east just north of it. This needs to be tested in terms of impacts on ecological sites on the western side. The Council does not support a further option which has been previously suggested of a western option that passes between Ōtaki Town and Ōtaki Beach. This would create unacceptable severance effects and would cross extremely flood prone land gifted by Te Rauparaha to generate educational grants for descendants of all three local iwi.

124. As with Ōtaki, any proposal needs to place considerable emphasis on marketing the old Highway as a quiet tourist route. This adaptation process requires direct funding as part of the development costs.