



In Committee

Board Paper No.	09/12/0327
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Recommended by	Colin Crampton GM Highways and Network Operations
Subject	SH1 KAPITI EXPRESSWAY: MACKAY'S CROSSING TO PEKA PEKA – OPTION SELECTION

Purpose

- 1 To discuss the options for the State Highway 1 Expressway through Kapiti, so as to enable the Board to select its preferred option.

Recommendations

- 2 There is no recommendation.

Background

- 3 Three options were developed for the SH1 Expressway through Kapiti. As described in Workshop paper 09/12/0300, these are the Sandhills (or Western Link Road (WLR)) option, the Western option and the Eastern option.
- 4 The Board has been presented with several pieces of information relevant to selecting the option for the Expressway through Kapiti. This includes:
 - Workshop paper 09/12/0300 – SH1 Kapiti Expressway, MacKay's Crossing to Peka Peka – Workshop Briefing;
 - Workshop paper 09/12/0306 – MacKay's Crossing to Peka Peka Expressway Options – Consultation Analysis;

- Workshop paper 09/12/0310 – Peka Peka to Otaki Expressway Proposal, Consultation Analysis; and
- Workshop paper 09/12/0314 – SH1 Kapiti Expressway North of Otaki to Peka Peka.

The Board has also had workshops with NZTA staff and received the views of a panel of urban design experts.

- 5 This paper does not re-present the information that has been covered through the other workshop papers and workshops. It briefly summarises the benefits of each of the options and presents a framework for considering the relative merits and costs, in order to reach a decision.
- 6 Of the three options, the Western option has been discarded during the recent discussions of the Board as a result of offering fewer compelling benefits than either the other two options. This paper therefore focuses on the Sandhills and Eastern options.
- 7 As a general point, it is noted that there is no perfect option, and therefore no option which is clearly superior to the other. This is relatively common for major roading projects, but in this particular instance also reflects the degree of retro-fitting that is required in developing an expressway through Kapiti given that thinking and planning over the previous decade had moved away from this concept.

The Sandhills option

- 8 The Sandhills route is the practical option. Through the new Expressway and existing SH1 reconfigured as a local road, inter-regional and local traffic needs are met. Because it is based on a route that has already been designated, there is relatively little disruption of existing housing.
- 9 It is the least cost option, meaning that money saved on this project can be invested in other projects. Because the transport benefits of all the options are relatively similar, this option also has the highest BCR.
- 10 By a relatively narrow margin, it was the preferred option among the respondents to the community consultation.

The Eastern option

- 11 The Eastern option is the aspirational option. It most closely aligns with the plans developed by the Kapiti District Council and is designed to minimise the extent of severance that an Expressway will create. The urban design panel identified this option as having better attributes in terms of promoting Kapiti as a good place to live in 50 years time.

- 12 This option enables almost immediate construction of a further crossing of the Waikanae River, thereby providing quicker decongestion and resilience benefits.

Comparison of options

- 13 In deciding to fund a project, there are several factors that the Board must consider as set out in the Land Transport Management Act. These issues were set out in Board paper 09/12/0300.
- 14 All these issues are potentially relevant to choosing an option, but where the options perform similarly with respect to an issue the issue does not help discriminate between the options. Across many of the issues, the options do perform similarly (see Attachment 3 to Board paper 09/12/0300). Therefore, this section focuses on the relatively few issues where there is a material difference between the options.
- 15 The Sandhills option is significantly lower cost. The estimated construction cost for the project (including necessary local road components) is 25–30% lower for the Sandhills option¹, a saving of \$170m. After adjusting for certain quantifiable costs and benefits to provide a more helpful comparison, the Sandhills option is still at least 20% or \$100m lower than the Eastern option.
- 16 The network benefits and contribution to urban form favour the Eastern option. Running the expressway alongside the railway minimises the transport barriers within the district and therefore enables greater east–west connectivity between the town and beach areas of Paraparaumu and Waikanae.
- 17 This however is an on–balance conclusion, because the Eastern option also aggravates severance through the Paraparaumu and Waikanae townships. It is also not the case that the future is irrevocably mapped out. Though the Eastern route is more consistent with current plans, plans can change and communities will adapt to new infrastructure. Therefore it is difficult to be precise about the long term benefits of the Eastern option with respect to urban form and we have not tried to quantify these benefits.
- 18 The urban form factor is linked to the greater support for the Eastern option expressed by the Kapiti District Council. NZTA aspires to work in partnership with local government because of the need to develop transport networks in an integrated fashion. However, the NZTA also has to consider national objectives, both in terms of transport networks and value for money. It is also noted that the consultation responses from the community did not reinforce the Council's position.
- 19 Each option will, or has the potential to, cause disruption to the communities through which it passes. The nature of this disruption varies. For the Sandhills option, the risks are primarily around sites of cultural significance to Maori. For the Eastern option, the negative factor is the requirement to purchase people's homes and the disruption this will cause.

¹ The range reflects the differences between most likely and 95%ile costs

- 20 The timetable to completion for each option is similar. However, the Eastern option has the advantage of enabling the immediate construction of a Waikanae River crossing (as a local road). A second crossing brings significant decongestion and resilience benefits; the earlier release of these benefits is estimated at \$15m.
- 21 In choosing between the options, the Board must weigh up these different factors. It is suggested that the choice is between the relatively high certainty of a lower cost and lesser immediate disruption compared with potentially more intangible benefits relating to urban form and long term planning. The Board may want to consider whether the extent of added benefits of the Eastern option is sufficient to outweigh the cost advantages of the Sandhills option.

Attachments

- 22 There are no attachments to this paper.