

MacKays Crossing to Peka Peka community engagement report



Table of contents

1.	Executive summary	3
2.	Expressway options	5
3.	Consultation process	6
3.1	Objectives	6
3.2	Consultation information	6
4.	Submission analysis methodology.....	9
5.	Expressway option preferences.....	11
5.1	Preferred expressway option.....	11
5.2	The Eastern Option	11
5.3	The Western Option	12
5.4	The WLR Expressway Option	13
5.5	Other options.....	14
5.6	Submitters' preference by statistical area.....	15
6.	Submission themes.....	16
6.1	Adverse effects on property	16
6.2	Affordability.....	16
6.3	Effects on the character, amenity and economies of the Paraparaumu and Waikanae Town Centres	17
6.4	Interchanges	17
6.5	Works to start as soon as possible	17
6.6	Traffic disruption caused by construction	18
6.7	Faster journey times and reduced congestion	18
6.8	Environmental effects	18
6.9	Community severance.....	18
6.10	Summary of common submission themes.....	19
7.	Key stakeholders.....	20
7.1	Darren Hughes MP – Labour Spokesperson on Transport.....	20
7.2	Department of Conservation	21
7.3	Greater Wellington Regional Council	21
7.4	Horowhenua District Council.....	22
7.5	Kapiti Coast Chamber of Commerce	22
7.6	Kapiti Coast District Council	23
7.7	Manawatu-Wanganui Regional Council	24
7.8	The Board of Muaūpoko Tribal Authority Inc.....	24
7.9	Nature Coast Enterprise	25
7.10	New Zealand Automobile Association	25
7.11	New Zealand Fire Service.....	25
7.12	New Zealand Historic Places Trust.....	26
7.13	Paekakariki Community Board.....	26
7.14	Paraparaumu-Raumati Community Board	26
7.15	Porirua City Council	27
7.16	Road Transport Forum New Zealand	27

7.17	Te Runanga o Toa Rangatira Inc.....	27
7.18	Te Runanga o Ati Awa Ki Whakarongotai Inc & the Takamore Trust	28
7.19	Waikanae Community Board.....	28
7.20	Wellington Regional Chamber of Commerce	29
7.21	Wellington Regional Transport Committee	30
8.	Petition	31
	Appendix 1 - August consultation brochure	32
	Appendix 2 - October consultation brochure.....	33
	Appendix 3 - Statistical area boundaries for Kapiti Coast	34
	Appendix 4 - Petition.....	35

1. Executive summary

In May 2009 the Government identified State Highway 1 (SH1) between Wellington International Airport and Levin as one of seven Roads of National Significance (RoNS). This section of highway is the major route in and out of the Capital and lower North Island, linking the centres of Palmerston North, Wanganui, Levin and Wellington. The Government signalled a need for further investment in SH1 to improve the movement of people and freight and to unlock economic growth potential in the Wellington region.

As part of investigations into improvements of this section of SH1, the Minister of Transport, the Hon Steven Joyce, announced on Thursday 20 August 2009 that the NZ Transport Agency (NZTA) would be consulting on four-lane expressway options from MacKays Crossing to Peka Peka and from Peka Peka to Otaki. The options were based on recommendations made in the *Kapiti Strategic SH1 Study* prepared by Opus International Consultants Ltd (Opus) for the NZTA.

This report provides a summary of the feedback received on the NZTA's expressway options for the section of SH1 from MacKays Crossing to Peka Peka. It describes the consultation process, the methodology for analysing feedback and the key themes raised in the feedback. It provides a summary of feedback from key stakeholders.

The consultation period ran for 10 weeks from 24 August to 30 October 2009. It included mail drops to over 26500 postal addresses in the Kapiti Coast District, a number of open days and face-to-face meetings with stakeholders. These included potentially affected property owners and key stakeholders such as the Kapiti Coast District Council (KCDC) and local iwi.

Feedback was provided via freepost forms attached to the consultation brochures, the project email address, the project website and the toll free 0800 project information phone number. Every endeavour was made to include late submissions in this report's analysis prior to it being finalised.

Overall, 4688 submissions were received on all of the expressway options from MacKays Crossing to Otaki. This included 4446 submissions on the expressway options from MacKays Crossing to Peka Peka and 1720 on the expressway proposal for Peka Peka to Otaki.

Of the submissions on the expressway options for MacKays Crossing to Peka Peka:

- 1041 preferred the Eastern Option
- 619 preferred the Western Option
- 1609 preferred the WLR Expressway Option

There were also a number of submissions that referred to alternative transportation options (eg preferred the two-lane Western Link Road and upgrade of SH1 or improved public transport services). In total, 1177 submissions regarding alternative transportation options were received.

In most cases, submitters provided comments in support of their preferred option or explained why they considered other options to be inappropriate. This enabled nine common submission themes to be identified:

- 1072 submissions commented on the effects of constructing a new expressway on existing houses and property. In particular, many of these submitters sought that the NZTA minimise the need to remove houses and other buildings
- 931 submissions reflected on the cost of building the expressway. This theme captured those who indicated that the potential cost of a particular expressway option was of concern and those who felt cost should not be a factor in the final decision
- 679 submissions made positive and/or negative comments on the effects of the expressway options on the character, amenity and local economies of the Paraparaumu and Waikanae Town Centres
- 665 submissions commented on the location of the proposed interchanges or the need for more or fewer interchanges to be constructed
- 603 submissions advised that they wanted roading works or other transportation solutions (eg improvements to public transport services) to start as soon as possible
- 548 submissions commented on the potential effects of traffic disruption during expressway construction. This theme mostly captured those who felt that expressway construction would cause traffic problems for the local community
- 542 submissions commented that faster journey times and reduced congestion was of interest to them or their organisation or simply agreed that congestion in Kapiti was a problem
- 537 submissions made either negative or positive comments on the environmental effects (eg noise) of one or more of the expressway options
- 531 submissions commented on the potential effects of community severance that might occur as a consequence of constructing an expressway option. This theme mostly captured those submitters who believed a particular expressway option would create community severance or was a better option compared to the other expressway options from this perspective.

The feedback received on the expressway proposal for Peka Peka to Otaki is provided separately in the *Peka Peka to Otaki community engagement report*.

2. Expressway options

The three expressway options that were consulted on for the MacKays Crossing to Peka Peka section of SH1 were:

- **Eastern Option:** SH1 Expressway following rail corridor with local supporting roads
- **Western Option:** SH1 Expressway avoiding Waikanae Town Centre with local supporting roads
- **WLR Expressway Option:** SH1 Expressway following the Western Link Road Corridor.

At the commencement of the engagement process, two options were identified for consultation, being the Western and Eastern Options, with consultation scheduled to close on 30 September 2009. However, in early September following debate on the expressway options, it was decided to formally consult on a third option, being the WLR Expressway Option, and to extend the close of consultation to 30 October.

More details on each of the expressway options can be found in the consultation brochures. The original *August* consultation brochure, which refers to the Eastern and Western Options, is attached as **Appendix 1**, and the *October* consultation brochure, which refers to all three expressway options, is attached as **Appendix 2**.

3. Consultation process

3.1 Objectives

The NZTA objectives for consulting on the expressway options were to:

- Inform affected communities, key stakeholders, iwi and other members of the general public about the expressway options
- Provide an opportunity for these parties to provide feedback to the NZTA on the expressway options
- Provide the NZTA Board with an understanding of the views of the affected community, key stakeholders, iwi and general public regarding the three expressway options
- Provide a method of community, stakeholder and general public engagement on the preferred route for a four-lane expressway between MacKays Crossing and Peka Peka, which meets the requirements of the Land Transport Management Act 2003.

3.2 Consultation information

The consultation information provided by the NZTA on the expressway options was designed to meet the objectives set out above. In particular, the NZTA sought to provide all interested parties with sufficient information to inform their submissions.

The type of consultation information provided and the ways it could be accessed are as follows:

3.2.1 Letters to potentially affected property owners

Two letters and consultation brochures were mailed to each property owner identified by the NZTA as being potentially affected by one or more of the expressway options. The first mail out was in late August and the second was at the beginning of October. The letters offered opportunities for further communication.

3.2.2 Consultation brochures

A consultation brochure was mailed to all potentially affected parties, organisations and to every postal address in the Kapiti Coast District at the commencement of consultation in late August. In total, 26500 August consultation brochures, which referred to just the Western and Eastern Options, were mailed out. A further 26500 consultation brochures were mailed out in early October following the decision to include the WLR Expressway Option in the consultation process.

The consultation brochures included information on how to make a submission and how to contact the NZTA. Copies of the brochure were available at the Paraparaumu, Waikanae and Otaki libraries, at the NZTA's open days, at the KCDC office in Paraparaumu, at the NZTA offices in Wellington and at public meetings.

A feedback form was included with each consultation brochure, which could also be downloaded from the project website (www.nzta.govt.nz/kapiticonsultation).

The feedback form attached to the August consultation brochure asked submitters:

- Which expressway option they preferred or if they had 'other views'
- Whether they believed their property would be affected by the expressway options
- Whether they believed they lived near a proposed expressway
- Whether they represented an organisation that had an interest in the expressway options and to include contact details
- If they did not live near the proposed route but were still interested in the proposals for other reasons.

Space was provided on the feedback form for the submitter to make further comments.

A feedback form was also included in the October consultation brochure. This form asked submitters to specify which of the three expressway options they preferred, the reasons for their preference and how well they thought the options met the NZTA Board's decision-making criteria.

Return of the feedback forms was via freepost or the project email address.

Copies of both feedback forms are included in **Appendices 1 and 2**.

3.2.3 Media

Double page public notices were published in the Kapiti News and Kapiti Observer in late August advising on, and seeking feedback on, the Western and Eastern Options. Further, double page public notices were placed in these newspapers in early October, following the decision to include the WLR Expressway Option and to extend the consultation period to the end of October.

3.2.4 Project website

Project information was available from the NZTA's dedicated project website. This included the consultation brochures, feedback forms, the *Kapiti SH1 Strategy Study* prepared by Opus and a project email address for enquiries and submissions.

3.2.5 0800 phone line

A toll free 0800 phone line was staffed by the NZTA during normal business hours. Staff answered questions and took notes for verbal submissions, although the public was encouraged to make written submissions. Over 300 phone calls were made to the 0800 phone line over the course of the consultation period.

3.2.6 Open days

Open days/information stands were staffed by the NZTA during the consultation period at:

- Paraparaumu Library (3 September 2009)
- Otaki Memorial Hall (4 September 2009)
- Coastlands shopping centre, Paraparaumu (5 September 2009)
- Waikanae Library (7 September 2009)
- Waikanae Library (13 October 2009)
- Valhalla Community Centre, Raumati South (14 October 2009)
- Otaki Rotary Lounge (15 October 2009)
- Coastlands Shopping Centre, Paraparaumu (17 October 2009).

Information provided at the September open days was based on the Western and Eastern Options. Information provided at the October open days included all three expressway options.

3.2.7 Public meetings

Public meetings, called by the Minister of Transport, were held on 9 September 2009 at the following locations:

- Te Horo School Hall, School Road, Te Horo
- El Rancho Christian Camp Hall, Kauri Road, Waikanae
- Southward Car Museum, Otaihanga Road, Paraparaumu.

These meetings were also attended by NZTA staff and Otaki MP Nathan Guy.

3.2.8 Individual meetings

The NZTA attended 73¹ meetings with interested parties during the consultation period, including potentially affected landowners who had requested meetings, iwi, KCDC, Greater Wellington Regional Council and various community and business groups.

¹ This was the total number of meetings attended for all of the MacKays Crossing to Otaki expressway proposals.

4. Submission analysis methodology

The submissions that informed this report's analysis were received via email, post and the 0800 phone number (provided submitters confirmed that their phone call could be taken as a formal submission).

Every submission received was recorded in a consultation database, which noted:

- Name and postal address of the submitter
- Address of the property owned in Kapiti Coast if this was different to the postal address
- The Statistics New Zealand area of Kapiti Coast where each submitter lived or owned property
- The type of submission made
- The preferred expressway option if stated
- A summary of any comments provided
- If the submission raised a common theme.

The data collected via the above methods has allowed submitter preferences and their issues to be identified. The analysis has enabled common submission themes to be identified, which are discussed in more detail in **Section 6**.

The following policies were applied to those submissions where the preference was conditional or where the submission was anonymous, pro-forma or late:

4.1.1 Expressway preference

When it was unclear whether the submitter had actually stated a preferred expressway option, the following policies were applied:

- If a submitter had stated that an expressway option was only acceptable if the option was amended (eg another interchange was added) then the submitter's expressway preference was recorded along with their requested amendment
- If a submitter did not support any of the expressway options, but preferred an alternative roading or transportation solution, then the submitter's preference was recorded in a category referred to as 'Other'.

4.1.2 The inclusion of the WLR Expressway Option

Until the decision was made to include the WLR Expressway Option in the consultation process, submitters had been advised that they could specify alternative expressway options in their submission. Their alternative options included a preference for the two-lane Western Link Road to become a four-lane expressway (later known as the WLR Expressway Option).

The NZTA applied the following policies for those submitters who wanted to alter their original submission as a consequence of the decision to include the WLR Expressway Option:

- The public was advised that submitters could change their original submission so they could indicate their support for the WLR Expressway Option
- Submitters whose original submission preferred that the two-lane Western Link Road designation become a four-lane expressway rather than the supporting either of the Western or Eastern Options were advised that their original advice would be counted towards the WLR Expressway Option and a further submission would not be necessary.

4.1.3 Anonymous submissions

In total, 394 submissions received were anonymous (ie did not state names and/or addresses). These submissions have been included in this report's analysis.

4.1.4 Pro-forma submissions

One pro-forma submission was received from members of the Takamore Trust. The Trust provided a submission that was accompanied by 150 identical pro-forma submissions. The Takamore Trust submission and each pro-forma submission were counted as one individual submission.

4.1.5 Late submissions

The consultation period closed on Friday 30 October 2009. However, every endeavour has been made to include late submissions in this report.

5. Expressway option preferences

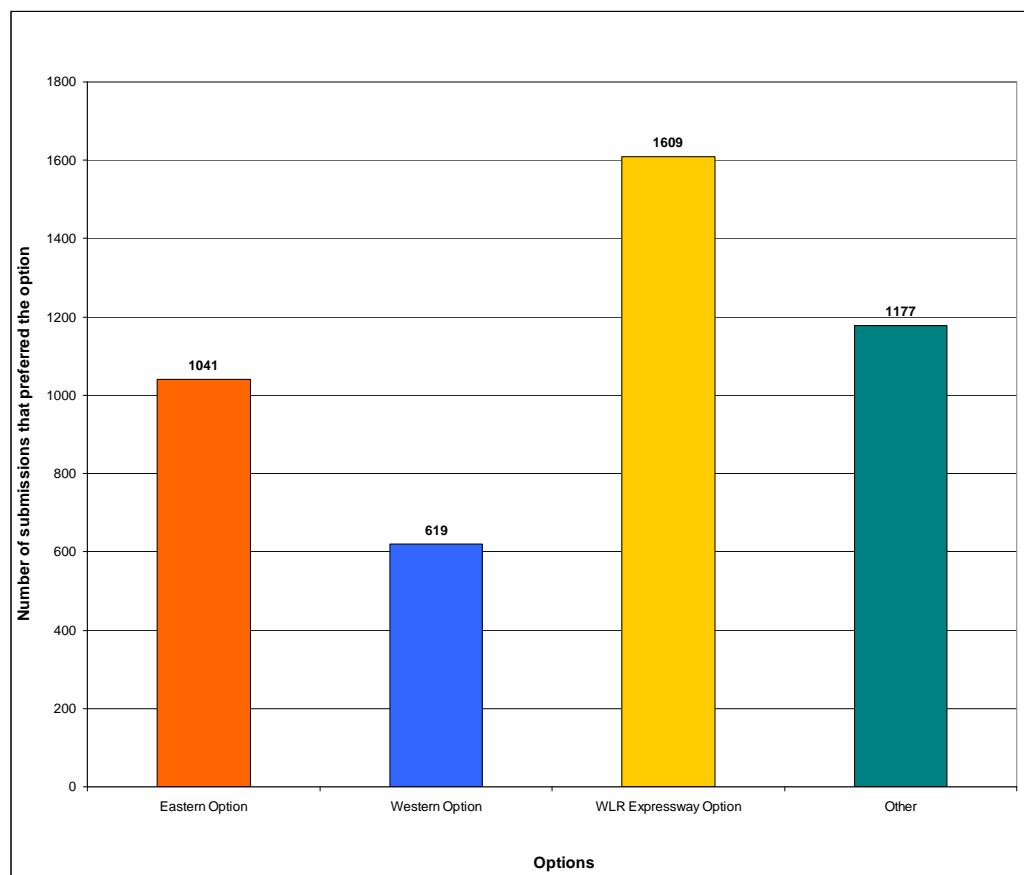
5.1 Preferred expressway option

A total of 4446 submissions were received on the expressway options proposed for the MacKays Crossing to Peka Peka section of SH1. Of these, 1041 supported the Eastern Option, 619 supported the Western Option, and 1609 supported the WLR Expressway Option.

A total of 1177 submissions referred to alternative transportation options (eg supported the two-lane Western Link Road and upgrade of SH1 or improved public transport services).

Graph 1 identifies submitters' preferred expressway options.

Graph 1 – Submitters' preferred expressway options



5.2 The Eastern Option

The Eastern Option was preferred by 1041 submissions (23.5%).

Examples of common reasons used by submitters for **supporting** the Eastern Option included:

- It would avoid community severance of Waikanae Town and Waikanae Beach (compared to the western options)

- It would make the best use of the existing highway
- It would be the best option for existing businesses while providing an alternate route for locals
- It would make sense to keep rail and road together
- It would keep traffic noise away from Waikanae Beach
- It would have less impact on the urban environment
- It would retain access to the Paraparaumu Town Centre
- It would mean that redevelopment of Waikanae Town Centre was still possible.

Examples of common reasons used by submitters for **not supporting** the Eastern Option included:

- It would be the most expensive expressway option
- It would cause the greatest level of destruction of houses and businesses
- It would adversely affect the Paraparaumu and Waikanae Town Centres
- It would sever community links between Waikanae east and Waikanae west
- It would result in more heavy vehicles on local roads
- It would create major disruption for the local community during construction
- It would adversely affect existing communities
- It would adversely affect new subdivisions and the Waikanae community
- It would adversely affect the Lindale Centre (as there would be no connectivity) and therefore deter tourists.

5.3 The Western Option

The Western Option was preferred by 619 submissions (14%).

Examples of common reasons used by submitters for **supporting** the Western Option included:

- It would meet the NZTA Board's decision-making criteria
- It would use two sections of the proposed two-lane Western Link Road and would not interfere with as many private homes (compared to the Eastern Option)
- It would take the traffic away from Waikanae Town Centre, relieve the congestion created by the closing of the Elizabeth Street rail barriers, and would provide another route if SH1 was closed
- It could be built without affecting the use of SH1
- It would be cost effective (compared to the Eastern Option)
- It would allow Waikanae to build a new shopping centre.

It is noted that the number of submissions received in support of the Western Option tapered off following the decision to include the WLR Expressway Option for consultation on 1 October. By this date, 505 submissions had been received in

support of the Western Option. After this date, only a further 116 submissions were received in support of the Western Option by the close of the consultation period.

Examples of common reasons used by submitters for **not supporting** the Western Option included:

- It would split both Paraparaumu and Waikanae communities in half and have noise effects on residential areas
- Building a four-lane bridge across Waikanae River would destroy recreational areas
- It would not improve local commuting patterns
- It would be built on a poor geological foundation
- It would cut off Coastlands
- The proposed local road would not be adequate
- No underpass would be provided at Waikanae Town Centre
- It would be very expensive
- A number of properties would be adversely affected.

5.4 The WLR Expressway Option

The WLR Expressway Option was preferred by 1609 submissions (36%).

Examples of common reasons used by submitters to **support** the WLR Expressway Option included:

- It would result in less community disruption for businesses, homes and other properties (compared to the other options)
- It would allow existing traffic to flow during construction
- The local community has always known a road would be built on the existing Western Link Road designation and has planned accordingly
- It would be the fastest to construct as “you do not have to reinvent the wheel”
- It would create less community severance (compared to the other options)
- It would not damage the environment as much (compared to the other options)
- It would be the best solution for Paraparaumu Airport (including its future plans) and emergency services
- It would be the most affordable option
- It would not require other local roads to be constructed as existing SH1 could be used.

Examples of common themes used by submitters for **not supporting** the WLR Expressway Option included:

- It would split the community
- It would have adverse visual effects
- It would increase journey distances
- It would cut through the Paraparaumu and Raumati communities

- It would have noise effects on schools and homes
- It would have adverse affects on existing native vegetation, sand dunes and small coastal communities
- It would adversely affect property prices
- It would create further congestion through limited interchanges.

5.5 Other options

Alternative roading or transportation options were proposed by many submitters. In total, 1177 submitters or 26.5% of submissions stated that they preferred either different expressway alignments or that no new expressway should be built. Instead, it was commonly suggested that expressway funding should be redirected to improved public transport or to travel demand measures.

Examples of common feedback from submitters who **supported** different roading options or expressway alignments included:

- Build a two-lane Western Link Road and upgrade SH1
- Build the expressway on a different alignment than the ones proposed.

The category 'Other' also included submitters who said that they did **not support** any of the expressway options and would prefer that potential road funding be redirected to other transportation options. Examples of common themes raised in these submissions included:

- Redirect funding to provide for improved public transport services
- Redirect funding to shift freight to rail
- The expressway options demonstrate that New Zealand is not planning for climate change or peak oil.

5.6 Submitters' preference by statistical area

Submitters' preferred expressway options by statistical area (as defined by Statistics New Zealand) are set out in Table 1²:

Table 1 – Expressway preference by statistical area³

Statistical Area	Eastern Option	Western Option	WLR Expressway Option	Other	TOTAL
Waikanae Beach Pop: 2895	144	46	66	81	337
Waikanae East Pop: 1986	16	49	112	33	210
Peka Peka Pop: 252	6	3	15	5	29
Waikanae Park Pop: 1899	72	29	79	67	247
Waikanae West Pop: 3453	74	92	215	71	452
Kaitawa Pop: 477	4	8	12	11	35
Otaki Forks Pop: 1410	20	11	22	10	63
Te Horo Pop: 675	7	12	25	21	65
Otaki Pop: 5466	26	40	44	33	143
Paraparaumu Beach North Pop: 3255	53	22	51	40	166
Otaihanga Pop: 1110	27	12	67	40	146
Paraparaumu Beach South Pop: 4674	78	36	85	65	264
Paraparaumu Central Pop: 8205	133	61	310	164	668
Raumati Beach Pop: 4470	84	43	94	86	307
Raumati South Pop: 3546	61	24	59	138	282
Paekakariki Pop: 1602	10	4	10	47	71
Maungakotukutuku Pop: 816	7	15	21	8	51
Other ⁴	111	64	75	71	321

² A map of statistical areas is attached as Appendix 3.

³ It should be noted that a number of submissions did not include postal addresses. Accordingly, the number of submissions shown in Table 1 is less than the number of submissions received overall.

⁴ This category refers to submitters living outside of the Kapiti Coast District.

6. Submission themes

Analysis of the submissions received enabled nine common submission themes to be identified. This was possible as, in most instances, submitters based their support for their preferred expressway option on one or more common issues or stated a common issue when commenting on why one of the other expressway options would be an inferior choice. There were enough common issues consistently raised by submitters for these issues to then be grouped together into submission themes, these being:

- Adverse effects on property
- Affordability
- Effects on character, amenity and the economies of the Paraparaumu and Waikanae Town Centres
- Interchanges
- Works to start as soon as possible
- Traffic disruption caused by construction
- Faster journey times and reduced congestion
- Environmental effects
- Community severance

6.1 Adverse effects on property

In total, 1072 submissions commented on the effects of constructing a new expressway on existing houses and property. In particular, many of these submitters sought that the NZTA minimise the need to remove houses and other buildings.

The number of submissions that referred to this theme when indicating a preferred expressway option is as follows:

- 64 submissions preferred the Eastern Option
- 38 submissions preferred the Western Option
- 790 submissions preferred the WLR Expressway Option
- 180 submissions preferred other options.

6.2 Affordability

In total, 931 submissions reflected on the cost of building the expressway. This theme captured those who indicated that the potential cost of a particular expressway option was of concern and those who felt cost should not be a factor in the final decision.

The number of submissions that referred to this theme when indicating a preferred expressway option is as follows:

- 38 submissions preferred the Eastern Option
- 74 submissions preferred the Western Option

- 690 submissions preferred the WLR Expressway Option
- 129 submissions preferred other options.

6.3 Effects on the character, amenity and economies of the Paraparaumu and Waikanae Town Centres

In total, 679 submissions made positive and/or negative comments on the effects of the expressway options on the character, amenity and local economies of the Paraparaumu and Waikanae Town Centres.

The number of submissions that referred to this theme when indicating a preferred expressway option is as follows:

- 115 submissions preferred the Eastern Option
- 61 submissions preferred the Western Option
- 351 submissions preferred the WLR Expressway Option
- 152 submissions preferred other options.

6.4 Interchanges

In total, 665 submissions commented on the location of the proposed interchanges or the need for more or fewer interchanges to be constructed.

The interchange locations that drew the most comment were central Paraparaumu and Te Moana Road. Other submissions sought that interchanges be located at 200 Main Road South, Mazengarb Road, Otaihanga and Waikanae North.

The number of submissions that referred to this theme when indicating a preferred expressway option is as follows:

- 142 submissions preferred the Eastern Option
- 91 submissions preferred the Western Option
- 314 submissions preferred the WLR Expressway Option
- 118 submissions preferred other options.

6.5 Works to start as soon as possible

In total, 603 submissions advised that they wanted roading works or other transportation solutions (eg improvements to public transport services) to start as soon as possible.

Many of these submissions also noted that there was a need to build a second bridge across the Waikanae River as soon as possible.

The number of submissions that referred to this theme when indicating a preferred expressway option is as follows:

- 115 submissions preferred the Eastern Option
- 106 submissions preferred the Western Option
- 267 submissions preferred the WLR Expressway Option
- 115 submissions preferred other options.

6.6 Traffic disruption caused by construction

In total, 548 submissions commented on the potential effects of traffic disruption during expressway construction. This theme mostly captured those who felt that expressway construction would cause traffic problems for the local community.

The number of submissions that referred to this theme when indicating a preferred expressway option is as follows:

- 31 submissions preferred the Eastern Option
- 47 submissions preferred the Western Option
- 419 submissions preferred the WLR Expressway Option
- 51 submissions preferred other options.

6.7 Faster journey times and reduced congestion

In total, 542 submissions commented that faster journey times and reduced congestion was of interest to them or their organisation or simply agreed that congestion in Kapiti was a problem.

Many of these submissions also noted that in order to reduce journey times more interchanges would be needed, and that lengthy journey times on local roads or “back tracking” on local roads to get to the expressway was not desirable.

The number of submissions that referred to this theme when indicating a preferred expressway option is as follows:

- 106 submissions preferred the Eastern Option
- 81 submissions preferred the Western Option
- 185 submissions preferred the WLR Expressway Option
- 170 submissions preferred other options.

6.8 Environmental effects

In total, 537 submissions made either negative or positive comments on the environmental effects (eg noise) of one or more of the expressway options.

The number of submissions that referred to this theme when indicating a preferred expressway option is as follows:

- 129 submissions preferred the Eastern Option
- 25 submissions preferred the Western Option
- 176 submissions preferred the WLR Expressway Option
- 207 submissions preferred other options.

6.9 Community severance

In total, 531 submissions commented on the potential effects of community severance that might occur as a consequence of constructing an expressway. This theme mostly captured those submitters who believed a particular expressway option would create

community severance or was a better option compared to the other expressway options from this perspective.

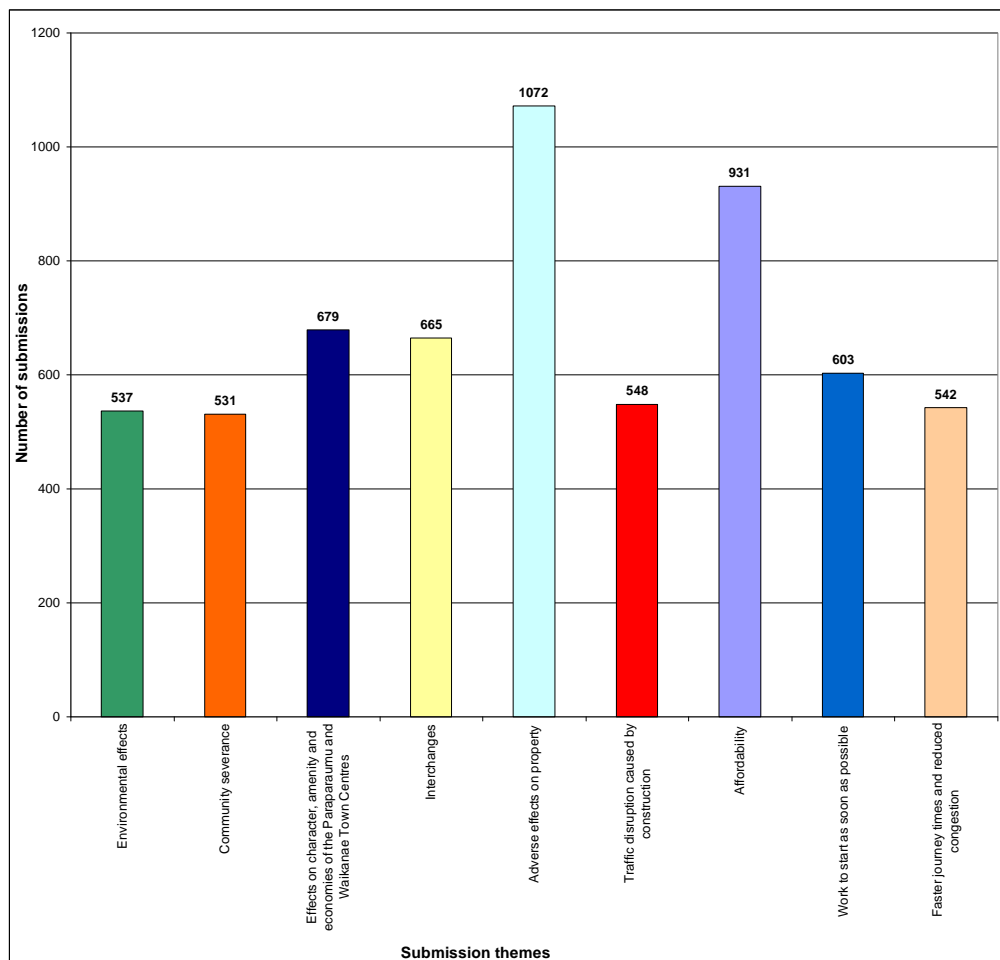
The number of submissions that referred to this theme when indicating a preferred expressway option is as follows:

- 194 submissions preferred the Eastern Option
- 26 submissions preferred the Western Option
- 148 submissions preferred the WLR Expressway Option
- 163 submissions preferred other options.

6.10 Summary of common submission themes

Graph 2 provides a summary of the common submission themes.

Graph 2 - Common submission themes



7. Key stakeholders

The following key stakeholder submissions have been summarised below⁵:

- Darren Hughes MP – Labour Spokesperson on Transport
- Department of Conservation
- Greater Wellington Regional Council
- Horowhenua District Council
- Kapiti Coast Chamber of Commerce
- Kapiti Coast District Council
- Manawatu-Wanganui Regional Council
- The Board of Muaūpoko Tribal Authority Inc
- Nature Coast Enterprise
- New Zealand Automobile Association
- NZ Fire Service
- New Zealand Historic Places Trust
- Paekakariki Community Board
- Paraparaumu-Raumati Community Board
- Porirua City Council
- Road Transport Forum New Zealand
- Te Runanga o Toa Rangatira Inc
- Te Runanga o Ati Awa Ki Whakarongotai Inc and the Takamore Trust
- Waikanae Community Board
- Wellington Regional Chamber of Commerce
- Wellington Regional Transport Committee.

7.1 Darren Hughes MP – Labour Spokesperson on Transport

Preference: Other

The Hon Darren Hughes, Labour Party’s Spokesperson for Transport, agrees that action is needed to resolve the transport issues in Kapiti, but states that none of the expressway options would meet the needs of either the local community or the travelling public. His submission supports the two-lane Western Link Road as a local road (with the ability for it to become a four-lane road in the future if required) and improvements to SH1.

⁵ The above stakeholder list has been arranged in alphabetical order.

7.2 Department of Conservation

Preference: Eastern Option

The Department of Conservation (DoC) submission advises that it is interested in the potential effects of the expressway options on ecology and heritage values.

7.2.1 Ecological effects

The DoC submission comments:

The Western and WLR Expressway Options will result in a four-lane expressway crossing the lower Waikanae River and running through the relatively unmodified area north west of the Waikanae township that contains Nga Manu Wildlife Reserve, the Ngarara and Waimeha Streams complex and a large wetland area running parallel to the coast. This option would undoubtedly impact on the nationally significant, and in some cases threatened, plant communities that occur through this corridor, including the Te Harakeke Wetland.

The Eastern Option will be done in an area that is already similarly disturbed by previous highway and rail corridor construction.

The submission also comments on the potential adverse effects of new local roads on watercourses and waterbodies.

7.2.2 Heritage values

The DoC submission comments:

Recorded archaeological sites increase significantly in occurrence from the east towards the west (and the coast). It is considered that the Western and WLR [Expressway] Option will have a significantly greater impact on both recorded and unrecorded archaeological sites than the Eastern option.

7.3 Greater Wellington Regional Council

Preference: Not stated

The Greater Wellington Regional Council (GWRC) submission expresses interest in how the potential expressway would support and/or contribute to the environmental outcomes of the region's Operative and Proposed Regional Policy Statements.

7.3.1 Flood protection and river management

The GWRC submission notes that the expressway options would affect local rivers/streams, access to rivers, floodplains, flood flow paths and land that it manages.

7.3.2 Regional park management

The submission notes that the Eastern and Western Options could impact on the north-eastern corner of Queen Elizabeth II Park (QE Park). With regard to the WLR Expressway Option the GWRC advises:

... the proposal would dissect a considerable parcel of land within the north eastern part of the park. This would potentially undermine the integrated management and use of QE park...

7.3.3 Hazard risk and climate change

GWRC advises that, of the expressway options, the Eastern Option is the one at least risk from natural hazards and climate change. It notes that the Western and WLR Expressway Options pass over unconsolidated dune and swamp deposits whereas the Eastern Option site is predominately located on a mixture of older dune deposits and alluvial gravel, which is more stable. The submission also advises that the Peka Peka interchange is close to the Ohariu Fault.

The GWRC submission comments:

Large scale highways such as proposed four-lane expressway should be built in a location that is resilient to natural hazards. This is even more critical for Wellington because State Highway 1 is one of only two major routes in and out of the Capital for the lower North Island. It is vital that this link remains open or is able to be quickly re-opened during a civil defence emergency.

7.3.4 Historic heritage

GWRC recommends a survey of archaeological sites be undertaken for the preferred expressway option.

7.3.5 Ecological impacts

GWRC recommends that the impacts on ecological areas of the preferred expressway option be considered, in particular consideration needs to be given to the potential effects of altering hydrology, the loss of threatened species, the fragmentation of native bush, potential changes to watercourses and modification to land forms.

7.4 Horowhenua District Council

Preference: Not stated

Horowhenua District Council submission advises:

Our concern is the efficient movement of freight vehicles and other traffic from Horowhenua to the ports and other destinations in Wellington. Accordingly we express no preference to any specific option, but we do support whichever of these options will be completed soonest, or if there is little difference in the completion date, we support the lowest cost option.

7.5 Kapiti Coast Chamber of Commerce

Preference: Other

The Kapiti Coast Chamber of Commerce submission focuses on how the preferred expressway could assist regional and local economic development. Its submission states that the preferred expressway option must provide:

- Local connectivity between residential and commercial areas
- Good access between SH1, Paraparaumu Airport and Coastlands
- Fair and prompt compensation and environmental mitigation for those adversely affected

- Provision of a central Paraparaumu interchange
- Planning certainty
- Rapid completion timeframes

The chamber considers that a 70km/h two-lane Western Link Road is the most likely option to deliver long-term economic growth and health, but it should be future-proofed so that four lanes could be built one day. The submission notes that if Kapiti retail businesses suffer due to poor local road connectivity or access to SH1, then businesses will close forcing even more local shoppers and employees/commuters onto SH1 to go elsewhere.

The chamber seeks reconsideration of the need for an expressway and also states:

The Chamber notes that, as with the rest of the community, the opinion of its members is split as to which option is best. Some prefer the [WLR Expressway] option as they see it removes uncertainty and risk during construction, others still remain undecided. The Chamber's ultimate objective is to ensure that the implications of the final road design and its placement are clearly understood.

On balance, given the choices on offer, the Chamber sees an Eastern route complemented by a 2-lane, 70km/h WLR which has the capacity to be widened to 4-lanes in the future, should this be required, as offering the best long-term economic health and growth benefits to the region.

7.6 Kapiti Coast District Council

Preference: Other

The Executive Summary of the KCDC submission states:

The Kapiti Coast District Council is committed to working constructively with the NZ Transport Agency to support the Minister of Transport's goal of better road transport options between Wellington Airport and Levin with a design horizon of 50 years. Further, the Council will work with NZTA to meet its strategy and priorities set out in its Statement of Intent 2009-2012.

The KCDC believes the most appropriate package of transport options is:

1. 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;
2. rail system
 - Support the efficiency of the road network through passenger and freight rail improvements to Otaki and Palmerston North;
3. improvements to State Highway 1
 - Generally along the current alignment, addressing safety issues and peak congestion including four lanes as and when necessary, median barriers, grade-separated or left in left out intersections, slip roads to manage direct property access, removal of traffic lights, and with operating speeds compatible with centres it passes through.

KCDC advises that it does not support the Western and WLR Expressway Options as it considers they would both adversely affect the community and environment and its established long-term urban growth plans.

The submission considers that the Eastern Option is the least undesirable, as it would offer some improved connectivity through the construction of a local road more or less along the existing two-lane Western Link Road alignment. However, it notes that there could be long-term adverse effects associated with this option such as property removal. The submission also states that extensive design modifications to the Eastern Option would be necessary, including new interchanges at Paraparaumu central and at Waikanae North.

KCDC does not consider that an expressway is necessary in order for the NZTA Board criteria to be met nor will an expressway as proposed achieve more economic growth than the transport package it has proposed (as set out above).

7.7 Manawatu-Wanganui Regional Council

Preference: Not stated

The Manawatu-Wanganui Regional Council (Horizons) and the Manawatu-Wanganui Regional Transport Committee made a joint submission. Their submission advises:

The Horizons Regional Land Transport Strategy 2006-2015 identifies the standard and capacity of State Highway 1 between Levin and Otaki as one of the key transport issues for the Region... Improving the safety, capacity and reliability of State Highway 1 has a significant role in supporting the economies of both the Horizons and Greater Wellington regions... Otaki in particular is a major congestion point with frequent delays at peak times. From the region's perspective, creation of a bypass of Otaki is critical to improve highway efficiency and allow the effective movement of people and freight.

Horizons notes that several of the options proposed have at least a ten year completion timeframe and would support an option that can be completed more quickly. Horizons also supports a solution that limits the access from local roads and interchanges to reduce the risk of crashes and allow more consistent travel times for people and freight.

The submission advises that the rail system needs to be improved in order to support the efficiency of the road network. The submission also notes that the expressway options do not provide for cyclists or pedestrians.

7.8 The Board of Muaūpoko Tribal Authority Inc

Preference: Eastern Option

The Board of Muaūpoko Tribal Authority Inc submission advises:

We support the Eastern Option... We consider this option as the best option for iwi and mana whenua. The Kapiti and Horowhenua area contains a large proportion of the history of Muaūpoko and more recently Te Ati Awa ki Whararongotai and Ngāti Raukawa. The Kapiti/Horowhenua coastline contains a high proportion of significant sites and culturally important resources. Options along the coastline or western route will be strongly opposed by Muaūpoko.

7.9 Nature Coast Enterprise

Preference: Other

The Nature Coast Enterprise (NCE) submission is supportive of SH1 being identified as a RoNS. NCE supports the need to improve roading infrastructure for long-term economic benefits to be realised.

NCE takes a 30 to 50 year view. Its submission advises that NCE does not endorse any of the three expressway options. Its preferred solution is an expressway that follows the rail alignment that is supported by a 50-70km/h Western Link Road and improved electric rail links between Waikanae and Palmerston North. The submission also notes that interchanges are required at central Paraparaumu and Te Moana Road to ensure that businesses have efficient and effective access to the expressway.

NCE notes that an expressway that adversely affects tourist operators, such as the Southwards Car Museum, would not be supported.

7.10 New Zealand Automobile Association

Preference: WLR Expressway Option

The Wellington office of the New Zealand Automobile Association (NZAA) considers that an expressway through the Kapiti Coast District is overdue and urgent.

The NZAA submission makes the following specific points:

- Selection of the best route for Kapiti is crucial for the smooth and efficient operation of SH1
- Busy highways with 10% heavy vehicle traffic are incompatible with residential low speed environments with older drivers, pedestrians, cyclists and horse riders
- Any attempt to widen the existing SH1 through Kapiti would be problematic, and would be exacerbated by the long construction time frames.

The NZAA supports the WLR Expressway Option as it would be less costly compared to the other expressway options, would affect fewer properties, is more likely to be consented within reasonable timeframes and would remove heavy vehicles from residential areas.

7.11 New Zealand Fire Service

Preference: Not stated

The New Zealand Fire Service (NZFS) submission is supportive of providing a quality expressway, but is concerned about its effects. The submission notes that it is critical that access, both on and off the preferred expressway, be considered.

The NZFS submission advises:

- The Paraparaumu Fire Station was relocated to Te Roto Drive in early 2009 to be in close proximity to the two-lane Western Link Road
- The expressway would need to improve response times and ensure safe and efficient access is available to the proposed local roads and to the expressway
- If the Eastern Option is to be constructed, it needs to include:

- A slip road at Te Moana Road and at Kapiti Road
- A speed limit of 70km/h on the local access roads
- Construction of the central section of the two-lane Western Link Road.
- If the Western Option is to be constructed it needs to include:
 - A slip lane at Kapiti Road
 - A speed limit of 70km/h on the local access roads
 - Construction of the central section of the two-lane Western Link Road.
- If the WLR Expressway Option is to be constructed, it should be designed as a local road with local access points provided at Raumati Road, Kapiti Road or Ihakara Street, Otaihanga Road and Te Moana Road.

7.12 New Zealand Historic Places Trust

Preference: Eastern Option

The New Zealand Historic Places Trust (NZHPT) submission advises it is interested in the potential effects that the expressway options might have on heritage values.

The submission supports the Eastern Option and opposes the Western and WLR Expressway Options based on the information provided. It recommends that a heritage survey be undertaken and once this is complete, it would be in a better position to determine if one of the options involves less risk to heritage. Accordingly, the NZHPT advises that it has reserved the right to change its opinion once more heritage information becomes available.

The submission notes that the Eastern Option would have less impact on the Takamore wahi tapu area, and advises that both the Western and WLR Expressway options traverse a high concentration of archaeological sites.

7.13 Paekakariki Community Board

Preference: Other

The Paekakariki Community Board submission considers that the expressway proposals could have serious impacts on the Paekakariki community as the designation and resource consent processes would be lengthy and difficult, which would adversely affect local planning and development.

The board considers that the existing weekend and peak hour congestion on SH1 does not warrant its relocation from its existing alignment. Rather it supports building the two-lane Western Link Road and upgrading SH1 in line with the KCDC submission.

7.14 Paraparaumu-Raumati Community Board

Preference: Other

The Paraparaumu-Raumati Community Board submission focuses on strategic issues relating to the Paraparaumu/Otaihanga/Raumati communities and area. The board supports the KCDC submission and questions why an expressway needs to be built at

all. It advises that the two-lane Western Link Road is the only option as it provides east-west and north-south connectivity.

The board advises that:

- Access to railway stations needs to be convenient and efficient
- The Raumati South railway station needs to be provided at an early date
- Consideration should be given to the location of interchanges with regard to local connectivity, safety, network efficiency, social, environmental and economic objectives and the ability to create transit-orientated development close to railway stations
- Planning for buses and emergency services is needed
- Local shopping areas including Raumati South and Paraparaumu Beach need to have good road connections
- Another bridge is needed across the Waikanae River.

7.15 Porirua City Council

Preference: Other

The Porirua City Council submission supports the KCDC submission. It considers that implementation of KCDC's transport proposal could possibly enable transport funding expenditure on the expressway to be deferred until later in the Wellington RoNS programme. This would allow other RoNS roading projects, such as the Transmission Gully project, to proceed in the interim.

7.16 Road Transport Forum New Zealand

Preference: Not stated

The Road Transport Forum New Zealand submission states that it does not have enough information on costs, road user benefits, and social/environmental effects to form a preference. The submission notes that there are substantial differences between the costs of the various expressway options and so any improvements in social and environmental benefits would need to be substantial.

The forum advises that community concerns need to be offset against road user requirements and economics, and notes in particular that the expressway options presented seem to focus on through traffic rather than on local traffic (eg lack of an interchanges for Coastlands).

As an interim measure the forum submission advocates for a second bridge to be built across the Waikanae River as soon as possible.

7.17 Te Runanga o Toa Rangatira Inc

Preference: Not stated

The interests of Te Runanga o Toa Rangatira Inc extend from southern Wanganui to the South Island, however its main area is Paraparaumu. Consultation with the iwi has highlighted two concerns:

- It is undesirable for the expressway to go through QE2 Park

- The historic importance of Whareroa Farm near MacKays Crossing should be taken into account.

7.18 Te Runanga o Ati Awa Ki Whakarongotai Inc & the Takamore Trust

Preference: Eastern Option

The Takamore Trust submission notes:

7.18.1 Western and WLR Expressway Options

The trust is concerned with the effects of the Western and WLR Expressway Options on the Takamore wahi tapu and Takamore urupa located near Otaihanga and Te Moana Road. It is also concerned with the potential effects on the punawai (spring) that is located close to the urupa, and on the burial grounds located outside of the Takamore reserve. To avoid adverse effects on the wahi tapu and surrounds, the trust suggests the only roading project that would potentially be acceptable to build in this area would be:

- A two-lane local road and bridge across the Waikanae River to connect with local roads, pedestrian walkways and bicycle lanes that link either of the following:
 - King Arthur Drive, Otaihanga to Greenaway Road, Waikanae or
 - Makora Road, Otaihanga to Weggery Drive, Waikanae.

7.18.2 Eastern Option

The trust advises that, as tangata whenua, access across the Waikanae railway line is required. It suggests providing access to the Ruakohatu urupa by:

- Providing an underpass at Te Moana Road for vehicle and pedestrian access to Elizabeth Street
- Enabling expressway traffic to be stopped so that tangi processions can walk from the Whakarongotai marae to Ruakohatu urupa.

The trust submission suggests other mitigation measures for issues, such as congestion, and sets out matters that need to be resolved if the Eastern Option is to be chosen. These matters include impacts on Marae Lane, increase in traffic on local roads and parking during tangi.

The submission was signed by 10 parties and was accompanied by 150 pro-forma submissions.

7.19 Waikanae Community Board

Preference: Western and/or WLR Expressway Options

The Waikanae Community Board submission focuses on the area from Waikanae River to Peka Peka.

The board notes:

- Whatever expressway option is chosen would have substantial detrimental effects on the Waikanae residents and the business community

- It queries if there is a need for four-lanes through Waikanae and surrounding areas
- Local access to the expressway is critical if the community is to realise any benefits
- That it considers that the congestion issues in Waikanae Town Centre are caused mainly by the traffic signals at Elizabeth Street and Te Moana Road which could be removed by constructing an underpass at Te Moana Road, which is required regardless of which option is preferred
- The Eastern Option threatens both businesses and the vitality of the Waikanae Town Centre. The business district would need to be entirely rebuilt
- If the Eastern Option is preferred, it would need an interchange north of Waikanae, a slip road with parking in front of existing shops, a 70km/h speed limit through the town rather than 100km/h to mitigate noise and safety effects and access between the local marae and the cemetery
- The Western and WLR Expressway Options would not disrupt traffic flows on SH1 during construction
- The Western and WLR Expressway Options would be easier to construct rather than to retrofit existing SH1
- It would be easier to mitigate the effects of a western alignment with bunds, walls, and plants to provide visual and sound screening
- The Western and WLR Expressway Options remove fewer houses compared to the Eastern Option
- The Western and WLR Expressway Options provide an alternate route in case of emergency. However, they could create additional severance and split Waikanae into three. The board is concerned that there will be major impacts on the social structure and character of Waikanae, particularly at Waikanae Beach. Travel times will be increased for residents who will have to loop around to access the expressway.

7.20 Wellington Regional Chamber of Commerce

Preference: WLR Expressway Option

The Wellington Regional Chamber of Commerce submission is supportive of the status of SH1 as being a RoNS.

The chamber notes that a detailed cost benefit analysis was not provided in the consultation information. It comments that it is important that over-capitalisation does not occur on the preferred expressway option to avoid compromising the development of the rest of the Wellington RoNS.

It notes that improving transport links would assist the economic growth of Kapiti and future-proof roads in Kapiti against its fast-growing population.

The submission supports the WLR Expressway Option as it appears to be the most cost effective, avoids Waikanae Town Centre, reduces journey times and affects less land, but notes that the alignment does not support local connectivity. It also notes

that the Eastern Option provides the greatest travel time saving and is good for local connectivity, but is the most expensive option.

7.21 Wellington Regional Transport Committee

Preference: Not stated

The Wellington Regional Transport Committee submission advises:

The Wellington Regional Land Transport Strategy (July 2007) recognises the need to provide for the efficient and safe movement of people and goods throughout the region. Over the years, previous Regional Transport Committees have given much consideration to solutions to the transport issues in the Western Corridor (Otaki to Ngauranga)...

Identifying and developing of a long-term plan for State Highway One to give effect to the Minister of Transport's direction to develop the Wellington Roads of National Significance is consistent with the Wellington RLTS.

8. Petition

One formal petition was received in support of the WLR Expressway Option. The petition signed by 2141 people and organisations.

As set out on the front page of the petition (see **Appendix 4**), people and organisations who signed the petition were also advised to make a submission.

Accordingly, it is likely that many of those who signed the petition also made a submission.