





In Committee

Board Paper No.	<09/12/0314>
Submission Date	10 December 2009
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Recommended by	Colin Crampton , Group Manager Highways and Network Operations 
Subject	SH1 Kapiti Expressway: North of Otaki to Peka Peka

Purpose

- 1 To seek endorsement for the preferred route of the proposed SH1 expressway from north of Otaki to Peka Peka.

Recommendations

- 2 That the NZ Transport Agency Board:
 - a. Notes that the Transit Board approved an Eastern alignment for the Te Horo Expressway and an Eastern Otaki Bypass in 2003
 - b. Notes that a number of minor modifications have been made to this route and that further consultation has taken place with the community
 - c. Notes that the community consultation indicated strong support for the proposed alignment
 - d. Agrees that the Eastern alignment for the Te Horo Expressway and the Eastern Otaki Bypass form the preferred alignment for the State Highway between Peka Peka and north of Otaki
 - e. Requests that the following issues are further investigated as the project developed:
 1. The form and location of the interchanges providing access to Otaki and Te Horo are reviewed in light of submission received
 2. The requirement for signage to indicate destinations off of the State Highway is reviewed
 3. The design should allow for future double tracking of the North Island Main Trunk line through Otaki

4. The alignment is reassessed against current planning requirements prior to preparation the of Notice of Requirement applications
5. The NZTA should work with KCDC, the Otaki Community Board and the community in general with a view to integrating the Expressway with the proposals set out in the Otaki Community Vision document
- f. Notes that the construction of the Te Horo Expressway could encourage development alongside the existing State Highway 1 but that this would not be consistent with KCDC's own plans and that this should be discouraged to prevent urban sprawl
- g. Agrees to keep Board paper 09/12/0314 and the resolutions agreed at this meeting in Committee until the decision on the Kapiti Expressway alignment between Peka Peka and north of Otaki is made public.

Background

- 3 In 2002 a scheme assessment was undertaken for SH1 improvements from Peka Peka Road to north of Otaki. A number of options were considered and the conclusion of the assessment was that an Eastern alignment for the Te Horo Expressway and an eastern bypass for Otaki was the preferred option in terms of:
 - Distance from residential and commercial areas
 - Environmental effects
 - Cost
 - Cultural Impacts
- 4 Subsequent consultation with the community, resulted largely in support the conclusion of the assessment but an additional option was proposed which had not previously been considered. The route followed Te Waka Road and bypassed Otaki between Otaki Beach and the town centre. This route was subjected to further assessment as part of a Scheme Assessment Report Addendum in 2003, following which it was found that, whilst it was superior to the preferred route in terms of ecological impact and heritage, it was inferior to the preferred route in regard to noise, archaeology, landscape, social impact, land use, economics and construction staging, and to a lesser extent, business impact. Therefore, the preferred route alignment was retained.
- 5 In 2003 the (then) Transit Board considered the Scheme Assessment report, the consultation feedback and the Scheme Assessment Report Addendum and approved the preferred alignment for the Eastern alignment for the Te Horo Expressway and Eastern Otaki Bypass.
- 6 Under the RoNS initiative, the approved alignment was reviewed and was modified to include an overbridge at Te Horo and an underpass at Otaki Gorge Road. Whilst these changes did not invalidate the previously approved concept, the opportunity was taken to consult with the community to understand if these changes were considered significant or if there were any further items in the previously approved alignment that warranted further work. This consultation took place between August and October 2009.
- 7 At the November 2009 Board meeting, the Board received the consultation summary report which showed nearly 80% support for the proposed expressway alignment from Peka Peka to north of Otaki.

RoNS Context

- 8 The portfolio of Roads of National Significance (RoNS) was announced to reduce the cost of transport, to promote economic growth and productivity gains. There are seven RoNS, one of which is from Wellington Airport to north of Levin. It is proposed that the Wellington RoNS will be a high standard expressway and be the main inter-regional route.
- 9 The focus of this report is the Kapiti Coast section from North of Otaki to Peka Peka. This section is characterised by slow travel conditions due to insufficient capacity especially during holiday periods, many at-grade intersections, and significant side access resulting in safety issues.
- 10 The RoNS are promoted as an integrated solution within the wider network. This reflects the function of the highway as both an inter-regional route and a regional connector. On the Kapiti Coast this is true with the Kapiti Coast being a significant local economy in its own right.

Land Use Planning Context

- 11 The Kapiti district has one of the fastest growing populations in NZ, and in the past this has led to urban sprawl problems for the district. These problems have been recognised in the Wellington Regional Strategy, which identified that development in Kapiti should be consolidated in existing urban areas as well as in two new growth areas (i.e. central Paraparaumu and Waikanae North).
- 12 KCDC has for some time been working to remedy the district's urban sprawl problems. In 2006, it adopted an Urban Management Strategy after extensive consultation with the community. This strategy seeks to consolidate future development of the district within existing urban areas, including Otaki, Te Horo and Peka Peka.
- 13 No new significant greenfields development is envisaged in the strategy for Otaki although expansion of the industrial land located to the south of the Otaki Retail Village, and to the immediate west of the existing SH1, is anticipated. The strategy also seeks to retain the township's low density residential character. The land located to the immediate east of the Otaki Retail Village, which the expressway proposal will traverse, is currently zoned rural in the district plan. Existing land use activities in this area consist mostly of agriculture/horticulture activities although there is a quarry located on the northern embankment of the Otaki River to the south of the Village.
- 14 Between Peka Peka and the Otaki River Bridge, the expressway proposal will pass through an area of the district that contains some of its most versatile soils. As a consequence of this versatility, a number of horticulture and intensive agriculture activities currently make use of the area. This area is predominately zoned rural in the district plan, but it is subject to a special subdivision and development policy overlay that seeks to ensure its open space and rural character is retained and not further compromised by intensive and/or sprawling development.
- 15 The existing SH1 alignment will become a local road once the expressway is completed. As such, it can be anticipated that the land to the west of the existing highway may be subject to

intensive land use development pressures in the future. However, as set out above, the district plan already anticipates and provides adequate provisions for dealing with such pressures. Adherence to these existing land use policies for the area through resource consent and private plan change processes, or the retention of them through the pending district plan review process, will be primarily KCDC's responsibility. However, the NZTA can support the adherence, protection and/or the retention of these existing provisions through the submission processes under the Resource Management Act 1991.

Options for Peka Peka to North of Otaki

16 The 2002 Scheme Assessment Report divided the route between north of Otaki and Peka Peka into two sections, as follows:

- northern section between Taylors Road north of Otaki and south of the Otaki River; and
- southern section between south of the Otaki River and Peka Peka.

The Northern Section

17 The five options (Attachment A) considered for the northern section were:

- *Western Route:* The western route would largely follow a straight line between the existing SH 1 alignments to the north and south of the town of Otaki. It would extend the existing SH 1 alignment at Taylors Road in a straight line, curve slightly westwards after crossing the Waitohu Stream over a new bridge, and continue in a straight line parallel to Dunstan Street across the market garden area east of the Otaki College. It would then curve slightly east, south of Waerenga Road, and join the existing highway alignment at the Otaki River Bridge.
- *Central Route:* would involve improving the State Highway through Otaki along the existing alignment.
- *Railway Route:* The railway route would extend the SH 1 alignment at Taylors Road in a straight line towards Otaki and then curve southwards towards the existing railway overbridge. It would cross the railway line north of but close to the existing overbridge. The alignment would then cross the open area between the highway and County Road, curve around the back of the businesses that front the highway on the eastern side, and then join the existing alignment at Waerenga Road. From there it would continue towards Otaki River. A new four-lane bridge would cross the Otaki River. The existing bridge would become a local road linking Otaki Main Street with Addington Road. A total of six traffic lanes would cross the river.
- *Eastern Routes* – This route is generally to the west of the existing highway north of the existing rail overbridge and then to the east of the existing highway further south. A number of suboptions around Otaki (Eastern Outer, Eastern Inner and Eastern Improved) exist. The *Eastern Improved Route* was developed on the basis of significant reduced adverse effects on the community and would extend the existing SH 1 alignment at Taylors Road in a straight line towards Otaki, then curve southwards towards the existing railway overbridge. The railway line would be relocated to keep

the expressway on the eastern side of the rail corridor. The route would curve westward and cross Rahui Road to the west of County Road. It would then curve southwards towards the Otaki River where the alignment would remain on the eastern side of the rail corridor, and cross the river with a new four-lane bridge located east of the existing rail bridge. Rahui Road would no longer cross the railway line. Road users would follow County Road and the old highway to access the commercial area.

The Southern Section

18 South of Mary Crest, the proposal is to keep to the existing alignment while north of Mary Crest, the options considered for the southern section (Attachment B) are:

- *West of Rail:* The western route would develop the existing state highway corridor between the Otaki River and Peka Peka Road to a four-lane expressway.
- *East of Rail:* A new four-lane expressway would be located to the east of the existing highway and railway. To align with options in the northern section that are to the West of the railway, a crossing of the North Island main trunk line in the vicinity of Otaki Gorge Road would be required. The route stays parallel with the railway until south of Gear Road. It would cross the railway line in the vicinity of Mary Crest and follow the western route to Peka Peka Road.

The Te Waka Route

19 The Scheme Assessment Report Addendum of 2003 considered the alternative Te Waka route following public feedback in 2002.

20 The Te Waka Route (attached) leaves the existing SH1 just north of Taylors Road and curves west around between the Otaki township and the beach passing close to but avoiding the Maori university, historic church and urupa.

21 It crosses the Otaki River about a kilometre downstream of the present SH1 crossing and runs along the sea cliffs parallel to Te Waka Road before joining the existing SH1 at Marycrest. A number of sub-options exist that would place the expressway either at the top or the bottom of the sea cliffs.

Option Evaluation

Common Aspects of the Routes

22 All of the options achieve the national objectives for the RoNS. The extent to which they achieve the Regional objectives varies according to the option.

23 The security and flexibility of the transport system would be enhanced by an additional bridge being provided over the Otaki River.

- 24 All of the options significantly improve through traffic mobility but the impact on local traffic varies significantly. All options present an opportunity for improved walking and cycling routes.
- 25 There will be significant safety improvements on SH1 in all options due to the elimination of the risk of head-on and right turn against accidents.

Northern Section Options

- 26 The Central Route option of upgrading the existing highway through Otaki to four lanes was eliminated because of the social and environmental effects on the township of widening the existing highway, including the requirement to completely dismantle and relocate the Otaki business area.
- 27 The Eastern Improved option is the least costly and has the least impacts on existing residential development.
- 28 In comparing the Eastern and Western Options, there was no significant difference in road user benefits.
- 29 The major disadvantages of the Western Option is that it divides the township and has major environmental impacts on Otaki College.
- 30 The eastern route was preferred for the northern section.

Southern Section Options

- 31 On the southern section, costs for both the Eastern and Western Options are comparable, with no discernible difference between the options. Construction costs on the eastern route are more but land costs are less than for the Western Option.
- 32 A cultural impact assessment for the Te Waka Road route was carried out by Ngati Raukawa who liased with Ngati Toa and Atiawa under a project specific memorandum of understanding. This identified a number of significant cultural and heritage areas that would be affected by the proposal. There is a high risk that the Historic Places Trust would not grant an Authority due to the importance of these sites.
- 33 The BCR for the Te Waka Road option is approximately half of the preferred route due to it being 1.8km longer and the fact that any staged opening would release limited benefits until the whole route is completed.
- 34 The Te Waka Route passes through pastoral and horticultural farming units, as opposed to the primarily residential and lifestyle blocks of the Eastern route, and creates an entirely new 'noise' corridor in an otherwise quiet and undeveloped rural environment. It does however have reduced ecological effects.
- 35 The social severance created by the Te Waka road option is greater than the Eastern route, creating a new split between Otaki township and the beach.
- 36 The pattern of traffic flows within the region indicates that the use of the Te Waka Road option could be as low as 50–70% of the Eastern route.

- 37 The Te Waka Road option was found to be inferior to the preferred route for economic, noise, social severance and heritage and cultural reasons.
- 38 The major advantages of the eastern route are that it affects fewer properties with fewer effects on business along the existing highway. The eastern route is also more compatible with the eastern route on the northern section.
- 39 The previously identified preferred route remains the most favourable route for constructing a four-lane expressway between Peka Peka Road and north of Otaki.

Property Impacts

- 40 An estimated total of 160 land parcels will be affected by the preferred route alignment for Peka Peka to North of Otaki. It is estimated that the effect on 26 of these properties would be the removal of a building. It is unknown how many of the 26 buildings affected are dwelling places. The remaining 134 land parcels would be affected in terms of land required, but it is anticipated that the road proposals would not necessitate the removal of a building.
- 41 There are four groups of affected buildings, which are located between north of Otaki and the Otaki River (10), near to Otaki Gorge Road (3), between Old Hautere Road and Gear Road (10), and around Mary Crest (3).

Areas for Further Development

- 42 The proposed access and egress arrangements for the expressway in Otaki town are unconventional in that a single interchange is not proposed. There has been feedback from both the public and KCDC that an improved interchange facility could be provided. Otaki retailers in particular are concerned that the expressway should provide good, legible access to Otaki. KCDC are also concerned that appropriate access to Te Horo is retained though do not support a Te Horo interchange.
- 43 The preferred route for the Otaki bypass and Te Horo Expressway should be retained for the reasons outlined as part of the 2002 SAR, which are still relevant, however, the arrangements for accessing Otaki and Te Horo should be reviewed as part of the detailed design process for the expressway between north of Otaki and Peka Peka.
- 44 Through Otaki town centre, rail realignment is required to accommodate the proposed expressway. In further developing the expressway, consideration needs to be given to ensuring that potential double-tracking of the rail line through and north of Otaki remains possible.
- 45 Legislation and planning criteria have changed since the alignment was first developed in 2002. The expressway proposal will need to be assessed against the recent planning criteria prior to the preparation of Notices of Requirement for the route.
- 46 In recent years the KCDC has developed and adopted the *Otaki Community Vision*. As part of the further development of the alignment, NZTA will work with the Otaki Community Board to integrate the proposed expressway with the *Otaki Community Vision*. There will also be ongoing discussions with the Community Board and the wider community on mitigation proposals.

In Committee Status

47 Board Paper 09/12/0314 is in Committee to allow the Board free and frank discussion of the issues. We recommend Board paper 09/12/0314 remains in committee until such time as the public has been informed about the decision regarding SH1 Kapiti Coast Expressway Alignment.

Attachments

48 There are four attachments to this paper:

- 1) Attachment A: Broad options North of Otaki River
- 2) Attachment B: Broad options South of Otaki River
- 3) Attachment C: Te Waka Route options
- 4) Attachment D: Preferred Alignment for North Otaki to Peka Peka