

Before a Board of Inquiry
Transmission Gully
Notices of Requirement and Consents

under: the Resource Management Act 1991

in the matter of: Notices of requirement for designations and resource consent applications by the NZ Transport Agency, Porirua City Council and Transpower New Zealand Limited for the Transmission Gully Proposal

between: **NZ Transport Agency**
Requiring Authority and Applicant

and: **Porirua City Council**
Local Authority and Applicant

and: **Transpower New Zealand Limited**
Applicant

Statement of evidence of Moira Anne Lawler (Community development) on behalf of Porirua City Council

Dated: 17 November 2011

REFERENCE: John Hassan (john.hassan@chapmantripp.com)
Nicky McIndoe (nicky.mcindoe@chapmantripp.com)

STATEMENT OF EVIDENCE OF MOIRA ANN LAWLER ON BEHALF OF PORIRUA CITY COUNCIL

QUALIFICATIONS AND EXPERIENCE

- 1 My full name is Moira Ann Lawler.
- 2 I am the General Manager Strategy and Planning, at Porirua City Council (*PCC or the Council*), where I have worked for the last ten years. Initially I was the Community Development Manager, and Manager of Social and Economic Policy before my current role, which I started in 2009.
- 3 I have a twenty five year professional background in community development, local economic development, social and economic policy and strategic planning in New Zealand. I have a Bachelor of Arts Degree in Education and Psychology from the University of Auckland and a Masters Degree in Public Policy from Victoria University.
- 4 In my current role I am responsible for the PCC's Strategy and Planning Group, whose functions include:
 - 4.1 Preparation of Council's Long Term Planning Assumptions;
 - 4.2 The Long Term Council Community Plan (*the LTCCP*) (under the Local Government Act 2002 (*LGA*));
 - 4.3 The Council's economic and community development work in the City;
 - 4.4 The Porirua City Village Planning programme; and
 - 4.5 Environment and City Planning, which includes review of the Porirua City District Plan (*District Plan*).

SCOPE OF EVIDENCE

- 5 My evidence is given in support of Notices of Requirement (*NoRs*) and applications for resource consent lodged with the Environmental Protection Authority (*EPA*) by the Council on 15 August 2011 in relation to the Porirua Link Roads components of the Transmission Gully Project (*the Project*).
- 6 As well as supporting the PCC components, my evidence relates to those operational aspects of the Transmission Gully Project as a whole (i.e. both NZTA and PCC components) which will impact on Porirua City communities. My evidence does not make comment on the Transpower applications which are part of the Transmission Gully Proposal.

- 7 I have reviewed various documents relating to the Project including the statements of evidence of **Peter Bailey, Gary Rae** and **Michael Copeland. Mr Bailey's** evidence relates to Council's asset management role and its role as joint applicant (with the NZTA) for the designations and resource consents. My evidence relates to how the Project contributes to Council's overall strategic direction and how this direction is guided by our community development approach.
- 8 My evidence will deal with the following:
- 8.1 An introduction to Porirua City and PCC's community focus;
 - 8.2 The Project's consistency with PCC statutory and non-statutory documents;
 - 8.3 Impacts of the Project on existing local communities along the existing State Highway (SH) 1 corridor and communities directly affected by the Project route; and
 - 8.4 Response to submissions.
- 9 I am familiar with the area that the Project covers and the land and communities affected by the Project.

SUMMARY OF EVIDENCE

- 10 PCC is supportive of the Project as a whole and has long advocated for its construction. This support is reflected in PCC's statutory and non-statutory documentation. In particular, the Project's construction has been assumed in Council's identification of future urban areas in the Porirua Development Framework 2009 (PDF) and in the District Plan.
- 11 It is Council's position that the Project will provide significant social and community benefits both locally and regionally. In particular, the Project will lead to benefits for coastal communities alongside the existing SH1 route. The development of the Project will also lead to an increased revitalisation of the Waitangirua suburban centre, which is consistent with PCC and local community initiatives for this area.

AN INTRODUCTION TO PORIRUA CITY AND PCC'S COMMUNITY FOCUS

- 12 Poirura City is comprised of diverse communities. There is a high proportion of Maori and Pacific Island (Pasifika) cultures compared to the rest of the Wellington region. 21% of people in Porirua identify as Maori (13% for the Wellington region), 27% identify as Pasifika (8% for the Wellington region). The age structure of Porirua is also youthful with 34% of the population aged under 34 years.
- 13 PCC has always reflected this diversity, with Maori and Pacific councillors elected in the early 1960s and 1970s respectively. The makeup of our current Council continues to reflect the diversity of our community, with strong representation from Maori and Pacific peoples, a mix of genders and a wide age span – our youngest councillor was 19 years old on election and the eldest is in his seventies. PCC also has the youngest Mayor in the country.
- 14 The Council places a high importance on the role of tangata whenua in the community and has recognised the special role Ngati Toa has as tangata whenua who have mana whenua and kaitiaki status over Porirua. The Council has a Memorandum of Understanding with Te Runanga O Toa Rangatira outlining the working relationships between Council and Ngati Toa.
- 15 The Council is also highly aware of the significance of the Pacific cultures and the Mayor meets regularly with the Pacific Islands Ministers Group.
- 16 As a result of city demographics and a strong community focus, Porirua City provided community development services very early, relative to other cities in New Zealand. Our community development service, first established in 1977, had a strong youth focus. This concern for youth issues in the City continues to the present day and Council maintains a Youth Advisory Group to give councillors and staff advice and information on youth issues. In recent years an Older Persons Advisory Group has been established to advocate for the City's ageing population.
- 17 **Mr Rae** discusses the social composition of Porirua City further in his advice.

THE PROJECT'S CONSISTENCY WITH STATUTORY AND NON STATUTORY DOCUMENTS

- 18 My evidence seeks to demonstrate the Council's commitment to the Project from a social and economic planning perspective in order to illustrate how the Project contributes to the overall strategic direction of Council.
- 19 The Council has invested considerable resources in nurturing a vision for the future of its constituent communities. This is expressed in various strategies and plans that the Council has published including, the District Plan, various village plans (which reflect aspirations for social and economic well-being of localised communities within Porirua), the PDF and the Porirua Transportation Strategy 2011.
- 20 The eventual construction of the Project is a key assumption in Council core planning documents. This demonstrates Council's support for the Project overall, and the contribution of the Project to the aspirations of local communities. In this regard, the Council ensures that its planning documents are guided by the aspirations of residents through our consultation processes for documents such as draft annual plans and LTCCPs. Council services and activities are aligned with our City Vision, Community Outcomes and Strategic Focus Areas¹, reflecting the priority given to incorporating community aspirations into city planning.
- 21 I will now turn to discuss the Project's consistency with various PCC statutory and non-statutory planning documents. I have not carried out a full planning analysis. This assessment is contained in section 32 of the AEE and **Ms Rickard's** evidence.

Village Planning Programme Overview

- 22 The Village Planning Programme provides an important mechanism for communities to articulate their social, economic and environmental aspirations for the future development of their areas, as well as setting forth expectations of the Council's role in helping communities achieve their vision. The Council has recently won international awards for this programme.
- 23 The Programme was instigated in 2004 when the Council began place-based community development work. The aim of the Programme is to ensure that the unique characteristics and interests of residential communities do not get lost in the city-wide long term planning process required by the LGA.

¹ Refer to Appendix One for a description of the vision for Porirua City and its nine Community Outcomes.

- 24 The objectives of the Programme are:
- 24.1 To ensure Council's city-wide strategies and plans are informed by the visions and priorities of local communities;
 - 24.2 To assist local communities in setting a strategic direction and priorities to be implemented in partnership with Council and other agencies;
 - 24.3 To enable Council to provide services and fund projects which recognise and enhance the unique characteristics of the City's geographic communities;
 - 24.4 To foster constructive working relationships between councillors, local residents, local agencies and Council staff;
 - 24.5 To encourage and inspire community engagement - leadership, volunteer input and action in order to achieve the community's vision for their local area; and
 - 24.6 To enhance an on-going sense of community ownership of local facilities, services etc.
- 25 Village planning work is increasingly integrated into Council's local economic development work, emergency management community preparedness work, our environmental sustainability work, our public health work, and our community art projects. The higher level objective of all of these work streams is to improve community resilience over time.
- 26 While much of this work occurs with small groups of residents, businesses and others, information from village plans and Council's engagement with communities contributes to the hierarchy of Council's planning documents.
- 27 I will present an evaluation of the impact of the Project on various village plan communities in the following sections of my evidence and also discuss the Project's consistency with those village planning documents.
- Porirua City District Plan 1999**
- 28 The District Plan is a document that provides for current and future land use in Porirua and is of relevance as a significant section of the Project passes through Porirua City. The District Plan has been influenced by Council's desire to have the Project constructed. For example, the Structure Plan for the Judgeford Hills Zone was developed so that the Project would form the western boundary of the zone and visual and landscape impacts from the Project are specified as relevant matters in the zone provisions. Details of the District Plan are discussed further in **Ms Rickard's** evidence.

Wellington Regional Strategy 2007

- 29 The Wellington Regional Strategy 2007 (*WRS*) is a regional sustainable growth strategy developed by all the councils in the Wellington region and adopted in 2007. The *WRS* promotes good regional form which means ensuring that the physical arrangement of urban and rural communities are linked together by strong city and town centres. Well integrated transport systems, good quality urban design, and a network of open spaces and recreational amenities are all things that contribute to the quality of life for the region's residents.
- 30 Having regard to potential social and economic impacts on the people and communities of Porirua, it is my opinion that the Project contributes positively to the aspiration of good regional form expressed in the *WRS*. The Project increases connectivity for residents in Porirua to the region and the businesses, recreational amenities and social services within it.
- 31 The *WRS* identified two regionally significant areas in Porirua in terms of future change or development; Pauatahanui and Porirua-to-Linden. These are discussed later in relation to the PDF.

Community Outcomes Action Plan 2009

- 32 Nine high-level Community Outcomes were developed by the Council in consultation with communities in Porirua in 2009. These Community Outcomes describe the shared priorities and issues agreed by the community covering social, cultural, economic and environmental aspects of well being. These are outlined in the *Porirua Our Place Our Future Community Outcomes Action Plan 2009-15*.
- 33 The Project (and, in particular, the Porirua Link Roads) is a priority project under the ninth Community Outcome – 'Porirua is well connected and on the move' and reflects the community's desire to have good transport routes, transport options (modes) and transport infrastructure that is safe and sustainable.
- 34 The Project also contributes to other Community Outcomes including Outcomes Six, Seven and Eight: 'A Safe City', 'Sustainably Designed and Built' and 'A Valued Natural Environment' respectively.²

² Refer to Appendix One for information on Porirua City Vision, Community Outcomes and Strategic Focus Areas.

Long Term Council Community Plan 2009-19

- 35 The Project is an important feature in the current (2009-19) and forthcoming (2012-22) Council LTCCP³. The LTCCP is a document put together by the community and Council that sets the strategic direction for the City over the next ten years.
- 36 The completion of the Project is a significant part of Porirua strategic transport planning as Council considers how to upgrade the local road network to meet the needs of a growing city and integrate the local roads (including the Link Roads) with the regional state highway network.
- 37 The Project contributes to two out of the four of Council Strategic Focus Areas identified in the current LTCCP.⁴ Firstly 'Investing in infrastructure', and secondly, 'Active and connected communities'.
- 38 The LTCCP 2009-19 makes it explicit that the Project will be built in Section 4.9 Transport – Planning Assumptions:

"Transmission Gully motorway will be built ...and the link roads will be funded as part of the overall project. Council has a working assumption that the potential cost of Transmission Gully link roads is 95% funded by the New Zealand Transport Agency."

- 39 In the Planning Assumptions for the draft LTP 2012-22 Council expects the Project to commence in the next ten years.

Porirua Development Framework 2009⁵

- 40 The PDF is the guiding document describing how and where the City will physically develop over a 30-year timeframe. It is in effect a spatial plan for development that reflects the capabilities of PCC to deliver, whilst being a realistic 'road map' for the Council to follow in order to guide future planning for development.
- 41 Planning assumptions in the PDF take account of anticipated population trends, changing housing needs, environment and infrastructure needs and constraints, and the future role of the City in the Wellington region. These factors guide how and where the City could expand. There is an accompanying PDF: Detailed Action Plan whereby a relative priority is afforded to various actions in order to give effect to the aspirations in the PDF.

³ Due to changes to the Local Government Act in 2010 the next LTCCP will be known simply as a Long Term Plan or LTP.

⁴ Refer to Appendix One for information on Porirua City Vision, Community Outcomes and Strategic Focus Areas.

⁵ The Porirua Development Framework (PDF) is made up of three documents – PDF: Background Document, PDF: 30 Years On... and the PDF: Detailed Action Plan.

- 42 Travel is identified in the PDF as one of the five key elements that make up Porirua City. It is an essential element as the travel network links and binds different spaces and places together helping the City work as a whole. 45% of workers migrate to Wellington City for work and 37% of workers in Porirua come from outside the City.⁶
- 43 The PDF recognises that as Porirua grows there will be some areas more suitable for intensification than others. The most appropriate areas will be those which are within walking distance of public transport stops or stations, suburban shopping centres, public open spaces and social infrastructure.
- 44 One of the premises of the PDF is that no area would be developed to the extent that the local character of a community would fundamentally change, rather there would be pockets of development that strengthen the existing infrastructure.
- 45 Transport is a key element in the PDF. The location and form of future development areas in the Framework reflects an assumption that the Project will be built. For example, urban expansion (and the infrastructural extensions) in the areas identified as appropriate in the PDF are "strongly influenced by the delivery of the Transmission Gully Project".⁷ PCC has specifically identified itself as an advocate alongside the NZTA for the Project in the PDF.⁸
- 46 The PDF has no statutory basis. It was prepared with regard to the special consultative procedure criteria specified in the LGA. Nevertheless I would suggest that it is an appropriate 'other matter' to be taken into account in terms of section 104 of the Resource Management Act 1991 (*RMA*); particularly in as far as it reflects the long-term aspirations of the community in regard to spatial planning.
- 47 I now turn to discuss three specific areas, which are highlighted in the PDF and relevant to the Project.

PDF – Pauatahanui and Judgeford

- 48 The area around Pauatahanui and Judgeford is identified in the PDF as an area that will be under pressure for more intensive rural living in the future because of its accessibility to the rest of the Wellington region, the quality of the local environment and the construction of the Project.

⁶ Census data 2006, Porirua City Profile July 2008.

⁷ PDF: Background Document, PCC, September 2008:4.

⁸ Page 10 of the PDF: Detailed Action Plan.

49 This area has been identified as a Strategic Study Area in the PDF because there is a need to ensure any future developments (such as the Project) are undertaken in a manner which protects local ecology and protects the character of the village. In this regard the Council is presently in the process of preparing a structure plan for the area, with a view to informing future District Plan reviews of the area. The structure plan is expected to address integration between land use and transportation, provision of essential infrastructure and community facilities, and the aspirations of the Pauatahanui Village Plan. I discuss the Pauatahanui Village Plan later in my evidence in the section entitled 'Impacts on Local Communities Adjacent to the Project Route'.

PDF - Porirua to Linden

50 The area which connects Porirua-to-Linden is important to the City's development planning because of its mixed land use, its proximity to the CBD, Kenepuru Hospital and surrounding grounds and because it will be impacted by the construction of the Kenepuru Interchange as part of the Project. Additionally, the area has the potential to be an important hub for economic development in the future. For these reasons, the Porirua-to-Linden area has been also been identified as a future Strategic Study Area for Council in the PDF.

PDF – Paremata through to Mana/Plimmerton/Camborne

51 The Paremata through to Mana/Plimmerton/Camborne area has been identified in the PDF as an area for future development study because "it may experience significant urban growth and intensification pressure in the future"⁹. A detailed planning exercise is therefore needed to manage this growth demand and this exercise will incorporate and respond to the decisions made in relation to the Project.

52 Thus, the development of the Project is a relevant factor in the selection of these three areas as Strategic Study Areas in the PDF.

Economic Development Strategy 2009-12

53 The Porirua Economic Development Strategy is a strategy which seeks to fulfil a vision of Porirua City as "a lifestyle city of choice, a great place for families with a dynamic and prosperous economic and business sector".

54 Sustainable economic growth for the City is seen in a regional growth context. Our close proximity to Wellington City, port and airport offers benefits to business in terms of growing markets. A sound quality transport system is integral to creating an attractive business environment.

⁹ PDF: 30 Years On, PCC, August 2009:20.

- 55 I agree with **Mr Copeland's** evidence that there is likely to be increased levels of economic activity in the region (and in Porirua City) as a consequence of the Project. This increased economic activity is likely to result in one or more 'economic welfare enhancing benefits' such as reduced unemployment and underemployment of resources.¹⁰
- 56 I also consider that the proposed Link Roads are important for improving access to the rapidly developing City centre, Kenepuru Hospital, north Tawa and industrial/commercial area off Raiha Street - an important area for potential future economic development in the Wellington region.
- 57 There will be less congestion and easier access to the Porirua CBD as a result of the Project, as the existing SH 1 will become the main arterial route for residents travelling into the City centre. This may lead to economic development benefits for Porirua City. Complementary work is underway through the Council's City Centre Revitalisation (CCR) Project. The CCR Project involves redesigning the infrastructure and public spaces in the city centre to encourage more business activity, provide a greater range of jobs, attract people to city living and generating a sense of vibrancy at the heart of the City.

Porirua Visitor Strategy 2011

- 58 The Porirua Visitor Strategy outlines development plans and actions for Council to encourage the growth of visitor activity in Porirua City, Tourism not only contributes to the City's economy, "it enhances and supports the community desire to celebrate achievement, culture, identity and lifestyle".¹¹
- 59 The Project will contribute to this vision by making travel to and from Porirua within the region quicker and easier for residents and visitors. Additionally, by easing traffic congestion along SH 1, coastal communities will be better able to enhance the special characteristics of their areas, making them more attractive destinations for tourists and local communities.

Pauatahanui Inlet Action Plan: Towards Integrated Management (2000) and the Draft Porirua Harbour and Catchment Strategy August 2011

- 60 The Pauatahanui Inlet Advisory Group (PIAG) prepared an Action Plan in 2000 that outlines the actions needed to preserve the ecological, aesthetic and recreational values of the Pauatahanui Inlet catchment. The Advisory Group acquired legal entity status as The Porirua Inlet Community Trust (PICT) in 2002 and administers the

¹⁰ Refer to the section of **Mr Copeland's** evidence titled 'Increased Economic Activity during Project Construction'.

¹¹ Porirua Visitor Strategy, PCC, October 2011:2.

Pauatahanui Inlet Action Plan. PCC is a member of PICT and was a member of its forerunner, PIAG.¹²

- 61 Council administers a number of reserves around the Inlet. Because the construction and maintenance of roads can have an impact on the Inlet, PCC is committed as a signatory to the PIAG to ensuring that adverse environmental impacts of roading on the Inlet are reduced.
- 62 PCC also actively recognises the wider concerns local people and communities have about the quality of Porirua Harbour and Catchment area. Protecting the Harbour is one of Council's four Strategic Focus Areas in the current LTCCP and much work has been done to develop a strategy and work plan towards creating "a healthy catchment, waterways and harbour, enjoyed and valued by the community".¹³
- 63 PCC is lead agency in the draft Porirua Harbour and Catchment Strategy and Action Plan. This is a multi-agency document. PCC has recently completed a public consultation process for the draft and it is likely to be finalised and approved in early 2012. The Strategy and Action Plan focus on reducing sedimentation rates, reducing pollutant inputs and ecological restoration
- 64 On the basis of **Dr De Luca's** evidence I consider that the Project is consistent with the aspirations for the Pauatahanui Inlet and Porirua Harbour, as expressed in these planning documents.

IMPACTS OF THE PROJECT ON LOCAL COMMUNITIES ALONG SH1

- 65 The Project has particular impacts for different communities. In this next part of my evidence I describe the positive impacts of the Project on the coastal communities along SH 1, namely Pukerua Bay, Plimmerton and Paremata/Mana. I also assess how the Project will have particular localised impacts for Pauatahanui, Waitangirua and Whitby residents and the fit between the Project and Council's work in these localities.
- 66 Firstly though, I will briefly discuss PCC's Western Corridor Plan (WCP) submission and the comments which the Council made at that time about the positive impacts of a Transmission Gully route on coastal communities.
- 67 In November 2005 the Council submission on the proposed Western Corridor Plan (WCP) strongly endorsed a route through Transmission

¹² PCC is one of three nominated Trustees on PICT and as such has a guaranteed seat on the Trust Board.

¹³ Porirua Harbour and Catchment Strategy and Action Plan August 2011:6.

Gully over a Coastal Route Upgrade. This was on the basis that the Transmission Gully route provides "a superior solution to the Coastal Route in every significant respect; transport network, economic, environmental, and social and resilience to emergencies". The Council recommended "the full Transmission Gully Motorway as an essential component to meeting the transport needs of the region for the next 50-100 years".

68 Council's position on the WCP is consistent with the Council's earlier support for the initial Transmission Gully route designation, the process for which commenced in 1998 and concluded in 2003. The Council's submission also pointed out that the potential social impacts of the proposed Coastal Route on the affected communities (Paremata, Mana-Camborne, Plimmerton, Pukerua Bay and Paekakariki) include:

68.1 community disruption;

68.2 loss of social capital;

68.3 impacts on personal health;

68.4 community severance;

68.5 loss to quality of life.

69 The Council concluded in its submission that although a route through Transmission Gully would have some adverse social impacts on communities this would not be to the same extent as the impacts caused by a Coastal Route Upgrade. This is because the Transmission Gully route "largely avoids existing settlements". This remains Council's position.

70 Turning now to the current Project, the selection of the Main Alignment as the preferred route over various coastal route upgrade proposals has positive implications for a number of coastal communities through which SH1 runs, including Pukerua Bay, Plimmerton and Mana-Paremata.

71 **Mr Bailey's** evidence discusses the direct traffic impacts of the Project on coastal communities. My evidence focuses on how the Project enhances the overall goals within village plans to foster a sense of community pride and identity, strengthen community cohesion, protect the environment and meet the safety and mobility needs of residents and visitors.

72 I refer to **Mr McCombs** evidence regarding the safety implications for coastal communities of growing traffic volumes along the existing SH 1. As **Mr McCombs** explains continuing traffic growth

along SH1 is 'increasing associated severance effects' and limiting route amenity for pedestrians and cyclists.

- 73 **Mr Kelly** explains in evidence that the Project will reduce traffic volumes along the existing SH1 by providing an alternative route and therefore the effects of severance on the coastal communities along the SH1 route will be reduced. **Mr Rae** and I are in agreement that reduced severance will lead to improved access to private residences, community facilities, churches and social services that are accessed off SH1.
- 74 **Mr Copeland's** evidence considers the potential adverse impacts of the Project on businesses along SH1. I support his conclusion that the 'business redistribution effects will not be sufficiently significant to affect the public amenity values of the centres bypassed by the Project'.
- 75 In general, I consider that the Project will be beneficial to the wellbeing of coastal communities in the following ways:
- 75.1 the Project enhances the overall goals within village plans to foster a sense of community pride and identity;
 - 75.2 it will strengthen community cohesion by reducing severance and enhancing access to residences, businesses and community facilities;
 - 75.3 it provides opportunities to increase recreational use such as those outlined in village plans. Examples include improved opportunities for walking and cycling and improvements in landscaping to make coastal areas attractive to visit;
 - 75.4 it helps to meet communities' aspirations for improved safety and mobility; and
 - 75.5 it complements village planning initiatives to protect/enhance unique characteristics of local natural environments.
- 76 The following discussion focuses on specific impacts of the Project on the coastal communities of Pukerua Bay, Plimmerton and Paremata / Mana in terms of their village plans
- Pukerua Bay**
- 77 The first Pukerua Village Plan was written by the Pukerua Bay Residents Association in 2007 after extensive community consultation. Improving road safety on and near SH1 was identified as the top issue by residents during the consultation process.¹⁴

¹⁴ Pukerua Bay Village Plan Overview 2007.

- 78 A second Pukerua Village Plan was finalised in October 2011. The following four priorities were identified as a result of a community survey undertaken in 2010:
- 78.1 Protecting our beach and marine environment;
 - 78.2 Making Pukerua Bay a safe place to walk and cycle;
 - 78.3 Dependable public transport; and
 - 78.4 A natural environment.
- 79 PCC has actively supported the goals outlined in the 2007 Pukerua Bay Village Plan. Actions have included developing a walkway and cycleway through the village, working towards green and gold trails marking historical and ecological highlights, fixing the pedestrian overbridge, rebuilding a skatepark and landscaping Ocean Parade. PCC will continue its constructive relationship with Pukerua Bay Village Association regarding the implementation of actions in the 2011 Pukerua Bay Village Plan.
- 80 I believe the Village Planning Programme in Pukerua Bay will be enhanced by the construction of the Project because it will ease congestion on SH1, thereby reducing local concerns regarding safety and severance issues. It complements the goals in the Pukerua Village Plan (2007) to increase safety, mobility and access through the village for local people and to make the village and coastline area an attractive place for visitors and residents alike. It will also contribute to the priority "Making Pukerua Bay a safe place to walk and cycle", which was identified in the 2011 Plan.
- Plimmerton**
- 81 The Plimmerton Residents' Association (*PRA*) presented the Plimmerton Village Strategy to Council in 2004 after extensive public consultation. Roading related issues were identified as a high priority and included concerns about increasing traffic volumes, speed, safety and congestion. It was perceived that local roads were busier because people tried to use Plimmerton as an alternative route to congestion on SH1. It was noted that busy roads cause parking issues and difficulties accessing local amenities at peak times.
- 82 Severance issues between Plimmerton and Camborne were attributed to SH1 and the NIMT railway line. Suggestions were made about how to improve road safety, enhance Plimmerton's character by upgrading the promenade and village centre, upgrading the railway station and surrounding areas and leveraging off community capacity (that is, the willingness of locals to become involved).

83 The PRA has expressed support for the Project in two submissions in 2006 and 2010 because of the decrease in traffic volume expected from the Project (and associated benefits of this for the community) and because it provides an alternative route in the case of a natural disaster.

84 As with Pukerua Bay, a large number of the projects identified in the Plimmerton Village Strategy have been completed and a new strategy is in development. I consider that the Project's development will contribute positively to the aspirations of the PRA, as expressed in the Plimmerton Village Strategy.

Paremata / Mana

85 Paremata and Mana are areas of particular interest to PCC as they have been identified in the PDF as being communities suitable for urban growth because of their proximity to community facilities and access to transport links.

86 The communities of Paremata and Mana are in the early stages of the village planning programme. The village plan boundaries span from the northern end of the Mana Esplanade through the southern end of Aotea Lagoon. Preliminary community survey results identify issues with SH1 and SH58 traffic and an interest in improving the safety and aesthetics of Mana Esplanade, once the Project is operational.

87 The Paremata Village Plan is likely to include actions to improve the Porirua Harbour and the maintenance of the Aotea Lagoon. Extensions of walkways and cycleways around the Harbour are also likely to feature in the Paremata Village Plan.

88 Such initiatives are enhanced by the Project because the predicted reductions in traffic volumes through Paremata and Mana will make recreational areas more accessible and pleasant

89 Road safety is likely to be an integral feature of any village plan in Paremata / Mana. It is not a new issue for the PRA. The PRA has taken a keen interest in the introduction of T2 Lanes along SH1 and has publicly expressed opposition to heavy traffic flows through their residential community.

90 Given the survey results and the previous history of this community regarding traffic issues along SH1, I consider that the Project's development will likely be an integral part of the Village Plan eventually developed for Paremata/Mana.

Recreation and coastal communities

- 91 I agree with **Mr McCombs** evidence that the relocation of traffic from SH 1 to the Main Alignment will provide opportunities to improve the amenity value of coastal communities for a wider range of users, including walkers and cyclists.
- 92 Local residents of the coastal communities along SH 1 place high value on recreational activities such as cycling and walking and this is reflected in the village plans for Pukerua Bay, Plimmerton and the draft plan for Paremata. Council has developed twelve top tracks including the popular Ara Harakeke Pathway which runs for nearly 9km alongside most of SH1 and connects the coastal communities of Pukerua Bay, Plimmerton, Mana and Paremata. Such initiatives add to the amenity value of the coastal environment for local people and visitors. The Project will enhance these initiatives.

IMPACTS ON LOCAL COMMUNITIES ADJACENT TO THE PROJECT ROUTE

- 93 I now turn to discuss some of the impacts for selected communities along the Project route.

Pauatahanui

- 94 Pauatahanui is an area of special interest to Council. It is identified in the WRS as a focus area because of its proximity to the existing Transmission Gully Motorway designations.
- 95 The development of the Project has the potential to intensify development pressure in the area. Any development in the area must be done in such a way that protects both the sensitive ecology of the area, as well as the community development aspirations of residents, as expressed in their village plan. Development in Pauatahanui must also take into consideration the concerns expressed in the WRS regarding appropriate regional spatial population and employment distribution.
- 96 The Council recognises that these concerns need to be proactively anticipated and responded to and it has incorporated various strategic study programmes in the Detailed Action Plan for the PDF. In this regard, as discussed above, a structure plan¹⁵ for the Pauatahanui/Judgeford area is being developed and will help PCC to identify the preferred options to meet the essential infrastructure needs of the area (such as water and sewer reticulation), whilst addressing environmental sensitivities.

¹⁵ The Pauatahanui/Judgeford Structure Plan is identified in the WRS and is one of six sub-programmes that make up PCC's Rural Area Review of the District Plan.

- 97 The Project has implications for Pauatahanui in terms of reducing traffic flows around the north side of the Inlet. I agree with **Mr McCombs'** evidence that current access between SH 1 and the north Hutt Valley is poor, subject to congestion, and there is significant reliance of the use of Grays Road. Resultant reductions in traffic volumes from the Project will complement community aspirations to protect the environment and village atmosphere.
- 98 At Lanes Flat the proposed SH58 Interchange will be built over a portion of this site. It is anticipated that the balance of this site will then be retained as open space. It will have some aesthetic value as a boundary between the communities, however, its primary value will be as a remnant flood plain and for riparian and ecological enhancement and integration with the wildlife reserve area. The retention and restoration of this balance area as a flood plain will be used to assist with offsetting and mitigating ecological impacts of the Project elsewhere in the catchment.
- 99 A Pauatahanui Village Plan has also been developed and articulates the priorities of residents for the development of the village. The four focus areas are; village centre enhancement, environmental protection, enhanced recreational opportunities and heritage protection and enhancement.
- 100 The land use options in the structure plan will be guided by the vision and framework for future development provided in the Pauatahanui Village Plan.
- 101 PCC is one of a number of agencies that is working with the Pauatahanui Residents' Association to support their Village Plan. Council is also an active partner in PIAG and is spearheading a Porirua Harbour and Catchment Strategy, both of which have been discussed earlier in this evidence.
- Whitby**
- 102 The Porirua Link Roads will connect the Main Alignment to the eastern Porirua suburbs of Whitby and Waitangirua. Whitby is a relatively new and growing suburb.
- 103 Residents of Whitby have recognised this growth potential and incorporated housing and infrastructure developments in their *Whitby Village Plan – A Sustainable Future to 2030*. The Plan reflects the high value local people place on "making Whitby the most desirable place to live in the Wellington region".¹⁶ During public consultation on the plan 250 submissions were received.

¹⁶ Vision statement in 2009 Whitby Village Plan: A Sustainable Future for 2030, Whitby Residents Association:8

- 104 Local residents have identified the characteristics that make Whitby attractive as: the extensive network of interconnecting walkways, good access to services and bus service, the large number of reserve areas, the opportunities for major developments (e.g. town centre refurbishment and residential development) and celebrating the theme of James Cook and his explorations through road names, new signage and art works.
- 105 During the village planning consultation some Whitby residents expressed concern about the growing density of traffic on SH58, should the Project not proceed. **Mr Kelly's** evidence shows an anticipated reduction in daily traffic volumes along SH58 between SH1 and the new SH58 Interchange as a result of the Project, therefore helping to address this local concern.

Waitangirua

- 106 The Waitangirua Link Road will run from the James Cook Interchange into the existing intersection of Niagara Street and Warspite Avenue. Adjacent to this area is the Waitangirua Mall, the main shopping centre for the area, and an area of particular interest to PCC.
- 107 The community of Waitangirua faces a number of socio-economic challenges. It is an area with a high density of state housing (69%), the average income in Waitangirua is \$18,000, less than two thirds of the regional average, single parents make up 40% of the families (more than twice the regional average); and the unemployment rate is significantly higher at 14% (regional average 5.2%). Youth unemployment is particularly high reflecting the youthful demographics of the area.¹⁷
- 108 Recently a new community park was opened on Council owned land directly in front of the Waitangirua Mall. Council and local community members worked together to design the Waitangirua Community Park. PCC's Waitangirua Park project has been internationally recognised for its public participation process¹⁸.
- 109 By working in partnership with the community, Council has established on-going relationships enabling more community development initiatives in the area to commence. For example, shop-keepers and residents have signed a Memorandum of Understanding with the owners of the Mall paving the way for their involvement in the upkeep of the new community park. The Community Park Design Group has evolved into a working group

¹⁷ 2006 Census and **Mr Rae's** evidence.

¹⁸ It was the NZ Regional winner for Australasia in the International Association for Public Participation IAP2 Project of the Year 2011 Award. The Waitangirua Community Park project also contributed to the Porirua Gold Award for Community Engagement at the International Liveable Communities Award 2010.

that is currently carrying out a community visioning exercise with a view to developing a village plan for Waitangirua.

- 110 I believe that the Project offers positive opportunities for economic development in Waitangirua during its construction and operational phases due to the close proximity of the roads to underutilised commercial space. The potential revitalisation of Waitangirua is likely to result from a combination of economic benefits from the Project and on-going community development activity efforts between Council and the local residents.
- 111 I support **Mr Rae's** evidence regarding the potential for revitalisation in Waitangirua as a focus for activity. Any revitalisation will complement the existing PCC and community development initiatives in Waitangirua.

RESPONSE TO SUBMISSIONS

- 112 **Submission Number 15** raises a number of concerns regarding the potential impacts of the Link Road in Waitangirua on the community of Cannon's Creek. The relevant expert witnesses will address the specific concerns raised with respect to noise, exhaust fumes, pedestrian safety and environmental effects. I confirm that Council will continue to engage with the local Residents Association regarding local concerns of relevance to Council through our village planning programme.
- 113 **Submission Number 22** discusses the current adverse effects of heavy traffic alongside the existing SH1 on the coastal communities of Paremata/Mana, Plimmerton, Pukerua Bay and Paekakariki¹⁹. I agree with the submitter that traffic reductions associated with the Project's development will improve the quality of life for residents of these coastal communities by facilitating easier access to local businesses, community facilities and the natural environment.
- 114 **Submission Number 25** raises the following two concerns:
- 114.1 Pedestrian crossing safety on Warspite Avenue between Maraeroa Marae and Waitangirua Community Park; and
- 114.2 Safety concerns for Waitangirua Community Park users from the misuse of broken branches from Project tree plantings (planting illustrated in photomontage plans LA15 and LA74).

¹⁹ My evidence does not include a discussion of Paekakariki as this community is outside of PCC's boundaries.

- 115 With respect to the first issue, specific pedestrian safety concerns near the Waitangirua Community Park are addressed in **Mr Bailey's** evidence.
- 116 In terms of the second issue, PCC has worked closely with residents from Waitangirua on the design, construction and maintenance of the Park to ensure it meets the recreational needs of residents and provides a safe environment for children and adults of all ages. Dialogue with the community has proven to be an effective way to respond to local concerns. PCC will continue to have discussions with the community regarding Project landscaping in the area. It is intended that landscaping of the intersection will include features that provide an appropriate entrance to Waitangirua. Discussions to that effect have been had with Maraeroa Marae Executive and with representatives of the Tokelauan Christian Church.
- 117 Further discussions will take place during the Project's detail design and construction phases (see condition PCC.30 which provides for ongoing consultation in the preparation of Landscape and Urban Design Management Plans). I understand that **Mr Lister** has recommended that the Waitangirua Community Park Design Team be added to the list of stakeholders to be consulted in the detailed design phase, with a view to agreeing a design that enhances streetscape, while maintaining passive surveillance and minimising vandalism concerns. I support **Mr Lister's** recommendation.
- 118 Concerns regarding heavy traffic flows in Pukerua Bay and subsequent community severance and safety issues have been raised in **Submission Number 46**. The submitter considers that traffic flows will remain high even when the Project is operational. Accordingly, the submitter advocates for the implementation of actions outlined in the 2008 "Uniting the Bay Neighbourhood Accessibility Plan".
- 119 Daily traffic volumes in Pukerua Bay are expected to be substantially lower than those cited by the submitter, thereby reducing the need for responses to community severance and safety issues. **Mr Kelly's** evidence covers this in greater detail. PCC will continue to use the village planning programme as our primary mechanism to engage with the Pukerua community and assist in meeting their aspirations.

120 **Submission Number 58** states that the roading changes from the Project "will not in themselves remove the community severance issues created by the current SH 1". While the Project will not remove community severance completely, significant traffic reductions (including heavy vehicle reductions) are anticipated along the coastal route, as outlined in **Mr Kelly's** evidence. These reductions will enhance community access to local businesses, residences and facilities. Walkers and cyclists already have access to the existing Ara Harekeke Pathway which runs from Pukerua Bay to Plimmerton. Traffic reductions on the existing SH1 will serve to make this pathway more pleasant for users.



Moira Ann Lawler
17 November 2011



APPENDIX ONE: PORIRUA CITY VISION, COMMUNITY OUTCOMES, STRATEGIC FOCUS AREAS

City Vision

The City Vision was set in 2000 with the Porirua City Strategic Plan 2000 – 2010. The City Vision is a high level 'word picture' of the City:

"Porirua is a vibrant and diverse city with pride in its people and cultures, its clean environment and community facilities. It is a city of opportunity where freedom and fairness is expanded. People enjoy life in harmony and understanding. The city is a strong, dynamic, regional centre, built on sound infrastructure and with a vigorous and sustainable economy."

Community Outcomes (contained in the *Porirua Our Place Our Future Community Outcomes Action Plan 2009-2015*)

At the next level, shared Community Outcomes provide more detail by the describing the shared priorities and issues agreed by the community covering social, cultural, economic and physical aspects of well-being. The aspirations of the community are expressed across nine Community Outcomes.

The most relevant Community Outcome for Transmission Gully is "Porirua – well connected and on the move". Being 'well connected' means having good transport options and routes, and safe and sustainable transport. Specific mention is made of Transmission Gully as a priority project in the Community Outcomes Action Plan 2009-15.

The nine Community Outcomes are:

1. Porirua is multicultural and creative
2. Porirua is strong families and people, young and old
3. Porirua is active and healthy
4. Porirua is learning for life
5. Porirua is prosperous
6. Porirua is a safe city
7. Porirua is sustainably designed and built
8. Porirua is a valued natural environment
9. Porirua is well connected and on the move

Strategic Focus Areas

The four Strategic Focus Areas in the Long Term Plan 2009-19 are:

- Investing in infrastructure
- Protecting our landscapes and harbour
- A vibrant city centre for residents, businesses and visitors
- Active and connected communities