



SH1 ŌTAKI TO NORTH OF LEVIN HIGHWAY TOLLING PROPOSAL

Consultation summary report

1 November 2024

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Executive summary

State Highway 1 (SH1) is New Zealand's main highway, but the section between Ōtaki and north of Levin has serious safety and resilience problems. The importance of this section of SH1 is characterised by its function in connecting Wellington to the central and upper North Island, where no other resilient route exists. It also provides an essential economic connection to Palmerston North, the largest freight node in central New Zealand and supports regional growth in the Horowhenua and surrounds.

In response to these challenges, the 24km new Ōtaki to north of Levin highway is proposed to improve safety and access, support economic growth, and provide greater route resilience. Construction of the new highway is due to start in 2025 and expected to be completed in 2029.

The Land Transport Management Act 2003 (LTMA) sets out the legal framework for road tolling in New Zealand. Under the LTMA, road tolling schemes can be introduced to provide funds for 1 or more of the following activities, namely, the planning, design, supervision, construction, maintenance, or operation of a new road.

Road Controlling Authorities (RCAs) may submit tolling proposals to the Minister of Transport for consideration. The Minister of Transport has sole responsibility in recommending to the Governor-General the establishment of a road tolling scheme through an Order in Council. In making a recommendation to the Governor-General, the LTMA requires that, amongst other considerations, the Minister of Transport must be satisfied:

- that there has been adequate consultation on the proposed tolling scheme
- with the level of community support for the proposed tolling scheme in the relevant region or regions.

The purpose of this document is to assist in the consideration of the adequacy of consultation and level of support for a proposed tolling scheme for SH1 Ōtaki to north of Levin.

To be effective, public consultation on the proposal to toll SH1 Ōtaki to north of Levin ran from Monday 9 September 2024 to Monday 7 October 2024, and involved a combination of the following:

- Online consultation form
- A plain-English hard copy document explaining the tolling scheme
- An advertising strategy that ensured that communities were aware of the proposal, timing and could provide input.

We received 2,907 responses from the public and a range of key stakeholders. The feedback told us:

19% of respondents support tolling Ōtaki to north of Levin (Ō2NL) highway

- 12% (366 people) support the proposed tolling
- 7% (199 people) support the proposed tolling, but I suggest some changes.

79% of respondents think costs should be met in other ways

- 52% (1,501 people) told us they do not support tolling for this road
- 27% (793 people) do not support tolling of any roads.

2% of respondents (48 people) were unsure about the proposal.

People who support and do not support the tolling proposal shared similar suggestions in their feedback. Across the feedback we found:

203 (7%) people felt there is a lack of consistency in applying tolling nationwide, with emphasis on other sections of the wider corridor not being tolled (ie Kāpiti Expressway or Transmission Gully).

79 (3%) of people also felt that tolling should be raised earlier in the process – such as in design and consenting phases, because this could influence the feedback people gave at

	these stages and their contribution to the overall process.
<p>184 (6%) people are concerned about the condition of the alternative route (existing SH1), how maintenance will be funded and ongoing high usage as suggested by modelling further deteriorating the road.</p> <p>Some of these people felt that some of the toll revenue should be used to keep the old SH1 maintained to a safe standard and / or that NZTA should bring the road up to a proper standard before handing it over to local authorities.</p>	<p>156 (5%) people think the price is too high for commuters and regular users and that exemptions should be applied (62 people) – including for pensioners, local, beneficiaries, motorcycles - or the price should be lowered (94 people) including suggestions of a \$1.50 or \$2 flat fee.</p> <p>Some people also felt the toll rate was high when compared to other toll roads in New Zealand, especially given the short length of Ō2NL.</p>

Some suggestions were made by respondents about what kind of tolling they would support. 7% of all submissions (199 responses) expressed conditional support for tolling across a range of topics. Some of these themes were also common among feedback received from people who told us they do not support tolling.

The most mentioned conditional support themes include:

- Lowering the price to make it more affordable (1%).
- Lowering the toll to a \$2 flat fee, or \$1.50 (1%).
- Revenue gathered through the tolls should be dedicated for repairs for Ō2NL / roads in region only (1%).
- There should be concessions for locals/frequent users (1%).
- The alternative route (the current SH1) must be maintained to a safe standard and remain toll free (1%).
- Remove the toll when road building cost paid is paid off or after a set period (1%).

1. Background and purpose

State Highway 1 (SH1) is New Zealand's premier highway, but the section between Ōtaki and north of Levin has serious safety and resilience problems. The importance of this section of SH1 is characterised by its function in connecting Wellington to the central and upper North Island, where no other resilient route exists. It also provides an essential economic connection to Palmerston North, the largest freight node in central New Zealand and supports regional growth in the Horowhenua and surrounds.

In response to these challenges, the 24km new Ōtaki to north of Levin highway is proposed to improve safety and access, support economic growth, and provide greater route resilience. Construction of the new highway is due to start in 2025 and expected to be completed in 2029.

The Government Policy Statement for land transport 2024 (GPS 2024) sets an expectation that NZ Transport Agency Waka Kotahi (NZTA) should consider tolling to construct and maintain all new roads.

The Land Transport Management Act 2003 (LTMA) sets out the legal framework for road tolling in New Zealand. Under the LTMA, road tolling schemes can be introduced to provide funds for 1 or more of the following activities, namely, the planning, design, supervision, construction, maintenance, or operation of a new road.

Road Controlling Authorities (RCAs) may submit tolling proposals to the Minister of Transport for consideration. The Minister of Transport has sole responsibility in recommending to the Governor-General the establishment of a road tolling scheme through an Order in Council. Nonetheless, the Minister of Transport may wish to consult with Cabinet colleagues before making such a recommendation.

In making a recommendation to the Governor-General, the LTMA requires that the Minister of Transport must be satisfied:

- that there has been adequate consultation on the proposed tolling scheme,
- with the level of community support for the proposed tolling scheme in the relevant region or regions,
- that a feasible, untolled, alternative route is available to road users, and
- that the proposed tolling scheme is efficient and effective.

The Minister has discretion to determine whether the proposal meets legislative requirements and also to decide whether to recommend, modify or decline a road tolling scheme.

The purpose of this document is to assist in the consideration of the adequacy of consultation and level of support for a proposed tolling scheme for SH1 Ōtaki to north of Levin.

2. Feedback sought

From Monday 9 September 2024 to Monday 7 October 2024, NZTA sought public feedback on the proposal to toll Ōtaki to north of Levin.

The proposal in this consultation included the proposed toll rates of \$2.70 for light vehicles and \$5.40 for heavy vehicles (2024 dollars subject to factors including CPI increases). The rates were proposed to remain the same both on and off peak times.

The public could give feedback on the proposal via our online survey, using our freepost hard copy feedback form, or requesting a form by emailing the project team at O2NL@nzta.govt.nz

The Ōtaki to north of Levin tolling webpage and consultation brochure can be found [here](#).

2.1 Activities to raise awareness

To be effective, public consultation ran for 4 weeks, and involved a combination of the following:

- Online consultation form
- A plain-English hard copy document explaining the tolling scheme
- An advertising strategy that ensured that communities were aware of the proposal, timing and could provide input.

The following consultation activities were carried out to raise awareness and seek feedback on the tolling proposal:

- NZTA media release.
- Tolling consultation webpage on the NZTA website – including documents relevant to this consultation.
- Delivered 15,160 consultation postcards to households from Te Horo to Waitarere.
- Printed 2,000 consultation brochures with submission form and made copies available from council offices and libraries from Paekākāriki to Shannon.
- Promoted consultation in Ō2NL project email newsletter, to 2,500+ subscribers.
- Emailed Ō2NL Project Community Group members, approx. 100 locals.
- Emailed Ō2NL Commercial Road Users and Emergency Services Group.
- Promoted social media posts across on NZTA Manawatu-Whanganui page (total reach 25k) and Wellington Facebook page (reach 75k).
- 4 weeks of digital advertising targeting Levin, Ōtaki, Wellington, Palmerston North, Foxton (923,494 impressions, 1,135 clicks).
- 4 weeks of radio advertising targeting Levin, Ōtaki, Wellington, Palmerston North, Foxton.
- Print advertising in Kāpiti News and Horowhenua Chronicle.

3. Summary of feedback

3.1 Number of submissions

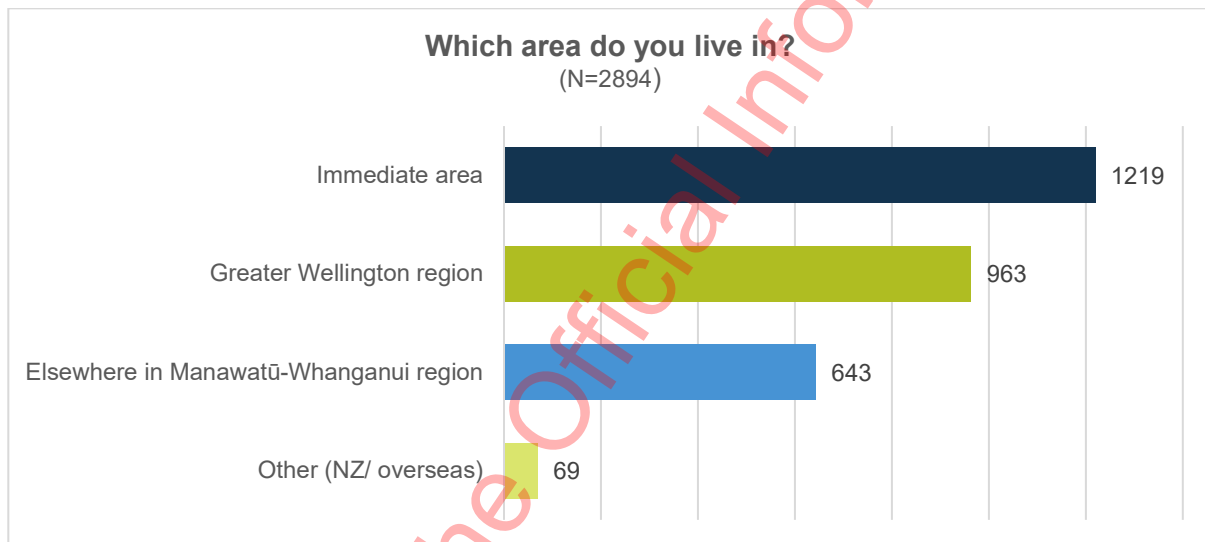
We received a total of 2,907 submissions on this proposal consisting of 2,889 submissions from the public and 18 submissions from key stakeholder groups.

Of the submissions received, 2,854 were completed using the online feedback form and 10 were emailed to us, and 43 hard copy forms were received.

Feedback received from key stakeholder groups including Local Authorities, land transport user organisations and iwi / hapū is included on the overall analysis and is summarised [here](#).

3.2 Who we heard from

Most people we heard from live in the area in the immediate community (1,219 respondents, 42%). A further 33% live in the Greater Wellington region or elsewhere in Manawatū-Whanganui (22%, 643 respondents). The remainder (3%) live elsewhere in New Zealand or overseas and have other interests in the proposed Ōtaki to north of Levin highway tolling, such as travelling to the area for work, recreation or to visit family.



2894 submitters told us where they live

Figure 1 – Areas where submitters live

3.3 Overall sentiment for Ōtaki to north of Levin highway tolling

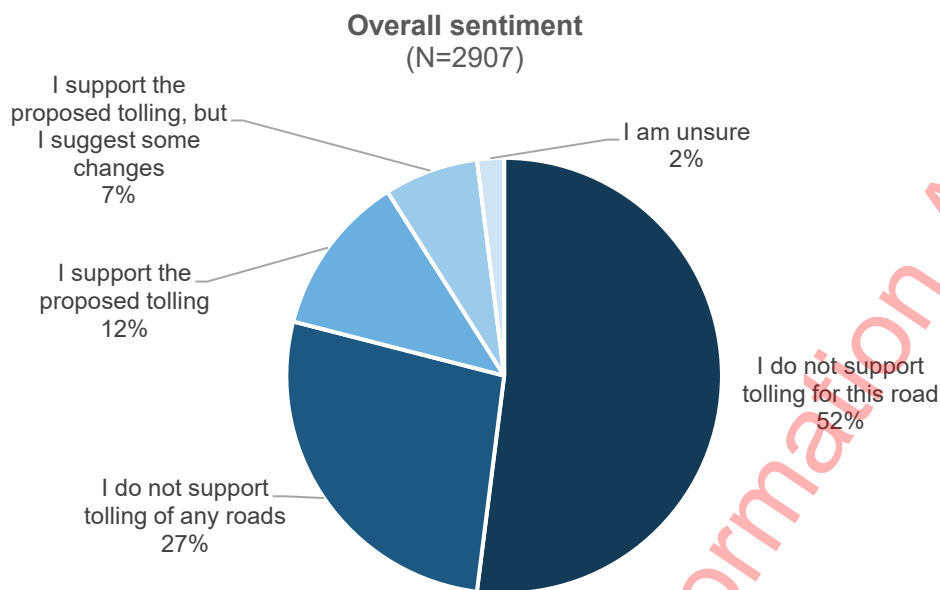


Figure 2 – Overall sentiment

12% (366) of respondents support tolling Ōtaki to north of Levin highway

Key reasons people gave in support for tolling included:

- They support a user pays approach (112 people, 4%).
- Tolling will speed up delivery, enabling the road to be built faster (47 people, 2%).
- The road benefits of safety and time savings are worth paying the toll for (43 people).
- It will ease pressure on the National Land Transport Fund (NLTF), enabling other projects to go ahead (30 people).
- There is a free alternative route available for people who do not want to pay the toll (24 people).
- A toll enables the costs of building/maintaining the road to be recouped (19 people).
- The road will support productivity in the region (7 people).

12 people also suggested that more roads should be tolled to provide additional funding for other projects, or that more toll roads should be built.

Road tolling is a great way to generate much needed revenue on a "pay as you use" basis.

If it means the roads get built quicker, I think it is a good thing.

The safety and convenience provided is worth the modest toll.

7% (199 people) told us they support tolling, with some suggested changes to the proposal

The most common conditions of support for tolling Ōtaki to north of Levin highway include:

- Lowering the price to a more affordable level.
- Lower the toll to a \$2 flat fee.
- Applying exemptions (ie for locals, pensioners, beneficiaries).

- That funds collected be allocated for repairs for this road and/or other roads in region only.
- There should be concessions for locals/ frequent users.
- Assurance the alternative route (existing SH1) will be maintained to a safe level and remain free.
- Remove the toll when the costs of the road are repaid / applying tolling for a set period only (set an 'end date' upfront).
- The entire length of the road should be tolled (ie Transmission Gully, Kāpiti Expressway), either for reasons of fairness or to further ease pressure on the NLTF.

Some of these themes were also common among feedback received from people who told us they do not support tolling.

There also needs to be maintenance on the alternate route, keeping it a viable option for those who don't want to, or can't afford the toll.

What I will say though is that if tolling is introduced that it's seen going straight back into the maintenance and upkeep of the road.

I support, but have a concern about the pricing, as it is a few years away. Could a fixed price of \$2 be determined now?

79% of those we heard from have concerns about the impact tolling will have on people locally or think costs should be met in other ways

The key themes were:

- Roads are funded via Road User Charges / fuel tax / rates – tolling will mean we 'pay twice' (24%).
- Tolling is an added expense being imposed in a cost-of-living crisis where many are already struggling to make ends meet (10%).
- Roads that are vital for locals like this one / safer roads / state highways should be freely accessible to everyone in New Zealand, not just those who can afford it (10%).
- The alternative route has been acknowledged as a dangerous road, use should be discouraged, and cannot be considered a suitable 'alternative route' (9%).
- I/people cannot afford to pay the toll and will not be able to enjoy the safety and efficiency benefits (8%).
- The government should better manage budgets / construction projects / avoid wasteful spending / unnecessary tax cuts (7%).
- This road will play an important role in enabling better, safer access for those locally to reach work, school/study, shopping, family, sports, healthcare and other day-to-day activities and should not be tolled (6%).
- It's unfair to toll this section of road when other sections have not been tolled eg Kāpiti Expressway, Transmission Gully (6%).
- It is not equitable to toll a road in a low socio-economic area, where most people will be unable to afford to use it (5%).
- Tolling will not reduce congestion on old road / Levin which a key reason for building the road in the first place (5%).

This would be an extra \$30 a week for me to get to work and back along with many others. Things are hard enough for people without adding to the cost of living.

The current highway is not fit for purpose with many accidents and deaths caused by the design - this bypass is a necessity, not a nice to have.

We pay more than enough money in registration for vehicles, taxes, and rates that we should not also have to pay to use a road in our region.

3.4 Sentiment by submitter interest category

The table below details the number of submissions received from key stakeholders and the public.

Table 1 – Public and stakeholder sentiment for the proposed toll by interest category

Category	Total	Support	Conditional Support	Oppose / concerned	Unsure/No Response
Local authorities	6	2	3	1	-
Land transport users organisations	4	2	-	2	-
Iwi / hapū	8	-	-	8	-
Public	2,874	362	195	2,270	47
Economic development authority, business associations	2	-	-	1	1
Education providers	2	-	-	2	-
Community organisations & churches	6	-	1	5	-
Healthcare providers	2	-	-	2	-
Transport and logistics businesses	3	-	-	3	-

3.5 Key feedback themes

The table below is a summary of key feedback themes and suggestions. Themes are grouped by sentiment toward the overall proposal and aspects of the proposed tolls or Ōtaki to north of Levin highway project.

Table 2 – Key feedback themes

Support tolling this road (10%)
<ul style="list-style-type: none"> • Support the principle of 'user pays' as a fair way to pay for necessary roading projects. • Tolling will save time and get the road built faster. • The road benefits (safety / time savings) are worth the toll. • It will ease pressure on the National Land Transport Fund (NLTF), enabling other roads to be built. • There is a free alternative available. • Is a good way to recoup costs of building / ongoing maintenance. • Please build more toll roads and/or toll more of our roads • Delivering the road will support commerce and productivity. • Tolling may encourage more people to use public transport.
Changes suggested as a condition of support for tolling
Toll prices and points (6%) <ul style="list-style-type: none"> • Lower the price to make it affordable. • Lower the price to \$2.

- Provide concessions for locals / frequent users.
- Charge heavies more / or more by weight.
- Set a fixed price now.
- \$1-1.50 range would be acceptable.
- Increase the toll to gather more revenue.
- Set heavy vehicle rates lower (\$2-\$4.50).
- Ensure prices set are comparative with process on other toll roads.
- Make the toll a round number.
- Make locals, pensioners, beneficiaries, low-income earners exempt.
- Make trucks / freight exempt, or passenger vehicles.

Toll mechanism and use of funds (3%)

- Maintain the alternate route to a safe level.
- Toll the entire length of Ō2NL and other sections of this highway towards Wellington (ie Transmission Gully, Kāpiti Expressway).
- Funds should be dedicated for repairs / for this road and/or roads in region.
- Revenue should be directed back into roading (general statement).
- Tolling should be applied more consistently nationally.
- Remove the toll when the cost of the road is met or set an end date.
- Reinvest funds into public transport and rail.
- Make sure toll payments are easy and seamless.

Toll road specifications and design (<1%)

- Set the speed limit at 110km/h.
- Deliver the road sooner.
- Retain the full scope of the project/ include the cycleway.

Concerns raised about the proposed tolling

Cost of living, equity (43%)

- With the cost-of-living crisis this is an added expense many cannot afford.
- This is a vital road for the area / state Highways should not be tolled / safe roads should be freely accessible / free use of roads better benefits our economy.
- I/people will not have to access to a safer, more efficient road because we cannot afford to pay.
- Locals who will use the road numerous times of the day for work, school, shopping, sports, healthcare will be unfairly targeted and impacted.
- It is not fair to burden a low socio-economic area with a toll road.
- The cost of goods/services will increase as business recoup losses, adding more pressure on families and locals.
- There are many elderly/retirees in the area who will be disadvantaged.

Road funding (35%)

- Roads are paid through Road User Charges / fuel tax/ rates (effectively we are 'paying twice').
- The government should better manage budgets / construction costs / spend money more wisely.
- Tolling should be applied to regions that can afford it.
- Tolling is not cost-efficient form of revenue collecting due to the cost to install infrastructure and ongoing administration costs.

- Increases in tax / RUC / fuel tax would simpler and fairer way for roads to be paid.
- If you are tolling this road then you should remove registrations /RUC / fuel tax.
- There should be an end date set for tolling.
- Government investment should be directed to public transport, rail and active modes to get people off our roads, or areas like the health system - not new roads.

The alternative route is not an adequate alternative (18%)

- The existing SH1 is well recognised as a dangerous road, people should be discouraged from using it and not have to pay to be safer.
- Not "fit for purpose" (eg no passing lanes, low speed, rural, poor condition).
- There are no / inadequate public transport alternatives for people to utilise instead.
- Heavy usage will deteriorate the old road further / is an added burden the council / ratepayers cannot afford.
- Is less efficient / slower route, adds fuels costs for users.
- There is no alternative during (frequent) closure/accident other than the toll road.

Function of the road, views on tolling and impacts (28%)

- Other sections of the highway – like Kāpiti Expressway - are not tolled, so why should pay a toll.
- It makes more sense to toll other sections (eg volume of traffic, socio economics means there is more ability to pay).
- Tolling will not reduce congestion on the old road / through Levin undermining a key objective of the project.
- Tolling is inconsistently applied nationally and should only be applied to roads that address congestion, encourage use of alternative forms of transport, where good alternatives exist or where real time savings apply.
- The stated purpose of Ō2NL is to improve safety and reduce unsafe traffic volumes on inadequate local roads - not time saving or boosting productivity.
- This road has been in planning for a long time/is long overdue.
- Tolls should be consulted on earlier / at the outset / have never been mentioned.
- Funding has/is already allocated for this project.
- Tolling will discourage access / growth / impact businesses/local economy.
- Why toll such a short stretch, its expensive in relation to small time savings.
- The methodology/BCI for tolling this road is flawed.
- Tolling should be for private roads / PPP only.

Percentages shown in this table are percentage of all submissions (2,907)

3.6 About our submitters

We asked people to tell us what their interest in the Ōtaki to north of Levin project. Those who completed our online survey or freepost form could select one or more of the options provided to describe their interest/s. Some respondents chose not to respond to these questions.

Table 3 – Interest in SH1 Ōtaki to north of Levin

Response	Comments	% of responses
I commute / travel through the area regularly	1,827	63%
I visit friends in the area	1,042	36%
I visit the area for recreation	903	31%
I live along / near the new Ō2NL highway	680	23%
I work in the area	536	18%
I own property or a business along / near the Ō2NL highway	397	14%
I have no link to the area	57	2%
I study in the area	47	2%

Note: 2,885 people responded to this question. People could select more than one response.

Table 4 – How people plan to use SH1 Ōtaki to north of Levin

Response	Comments	% of responses
For recreation or to visit whānau	1,314	35%
I will not use if it is tolled	1,102	30%
To get to and from work	654	17%
Other	226	7%
Walking or cycling along this route	164	4%
To take children to school / after school activities	131	3%
Public transport along this route	110	3%
I will not use this road at all	15	1%

Note: 2,886 people responded to this question. People could select more than one response.

4. Summary of partner and stakeholder feedback

We have summarised written submissions from iwi / hapū and key stakeholder groups. Themes from their feedback are also included in the overall feedback themes and sentiment summaries earlier in this report.

Many submissions are detailed and we have summarised the information into key themes. Full submissions are available to the Minister on request. As tolling is a matter under active consideration, stakeholder submissions will only be considered for release once a final decision is made.

4.1 Iwi / Hapū

s 9(2)(ba)(i)	Do not support tolling for this road
<p>Oppose tolling on the Ō2NL and Te Ahu a Turanga projects. While infrastructure development is crucial, the tolling model as currently proposed would impose unnecessary financial, social, cultural, and environmental burdens on communities, particularly Māori, and does not align with principles of partnership and equity under Te Tiriti o Waitangi. The following areas of concern are addressed in their submission:</p> <ul style="list-style-type: none">• Economic burdens on communities and small businesses.• Impacts from traffic diversion and local infrastructure strain.• The viability of the cost of toll infrastructure and economic inefficiency.• Impact on Māori cultural and sacred sites by restricting access.• Growing economic disparities and the risk of inequity.• Community displacement and disruption of Māori ways of life.• The need for true partnership and inclusive consultation.	

s 9(2)(ba)(i)	Do not support tolling for this road
<p>While acknowledging the government's efforts to improve infrastructure, s 9(2)(ba)(i) firmly oppose the implementation of tolling due to the significant financial impacts it will have on people and communities. s 9(2)(ba)(i) instead advocate for equitable solutions that do not place financial strain on whānau and allow for fair and affordable access to essential services. The following areas of concern are addressed in the submission:</p> <ul style="list-style-type: none">• Social economics burden on low-income families already facing financial challenges<ul style="list-style-type: none">○ Places an unnecessary burden on those who can least afford it.○ Lack of access to public transportation and reliance on personal vehicles for work, education, and essential services.○ Increased cost of living, and reducing disposable income that could be better used for food, housing, and other basic needs.• Disproportionate impact on Māori communities, often disproportionately affected by policies that increase financial pressures. Road tolling will exacerbate existing inequalities by increasing the cost of access to essential services such as healthcare and education, especially for whānau in more isolated or rural areas.• Impact on regional economies<ul style="list-style-type: none">○ Road tolls could discourage travel and commerce, negatively impacting small businesses that rely on customers from outside the region.○ Whānau who travel to larger urban centres for work or to sell their goods and services will also face increased costs, potentially reducing their ability to support their whānau and contribute to the local economy.• Environmental and cultural Considerations<ul style="list-style-type: none">○ Forcing whānau to take longer, less direct routes to avoid tolls, which could increase fuel consumption and environmental impacts.○ Disruption to Māori strong connection and relationship to the land, by creating financial barriers to accessing culturally significant sites, including marae, wāhi tapu, and other important areas.	

s 9(2)(ba)(i)

Do not support tolling for this road

s 9(2)(ba)(i)

i as mana whenua oppose tolling of Ō2NL for the following reasons:

- The low economic decile zone of the region and inability for some whānau, hapū and community members to afford the toll.
- Tolling will force locals onto the existing highway, increasing maintenance costs for ratepayers.
- Tolling will not have desired effect of decreasing traffic on existing roads, adversely impacting Ngāti Raukawa iwi, hapū and marae between Ōtaki and Levin, significantly negative impact on mana whenua.
- Tolling will maintain negative impacts on cultural practices at Wehiwehi Marae and Tukorehe Marae adjacent to the existing highway, such as karanga and tangihanga.
- Safety issues will persist along existing highway, including for Nga Hapū o Ōtaki whānau and whanaunga. This includes issues related traffic turning into roads and driveways, for school children walking home from bus stops, and for pedestrians.

We also received feedback from:

• s 9(2)(ba)(i)

•
•
•

These submissions oppose the tolling proposal, highlighting concerns about the significant financial impacts it will have on people and communities, and barriers to access to whenua, marae, kohanga, kura and places of importance to Māori.

4.2 Local authorities

Horowhenua District Council (HDC)	Support tolling for this road provided certain conditions being met
<ul style="list-style-type: none">• Acknowledge there will be some adverse impacts on communities and affordability issues related to tolling, but the benefits outweigh these challenges.• Support for tolling is contingent upon the following:<ul style="list-style-type: none">○ The retention of the full scope of the Ō2NL project, insisting that no de-scoping or compromises occur that would deviate from the original objectives, particularly those pertaining to safety and resilience.○ SH1 remains as an alternative free-to-use state highway and continues to be maintained at NZTA's cost. If the road is revoked and transferred to Council, then toll revenue must be appropriately allocated to support the full scope of agreed revocation works, ongoing maintenance, and replacement of high-value assets like bridges, railway overpasses, and safety barriers.○ Impacts on local roads and communities be addressed through:<ul style="list-style-type: none">▪ 50% discount for local users to promote equitable access for the community and local commuters to ensure they are not burdened by excessive costs, while still contributing to the maintenance and development of infrastructure.▪ The zero-dollar toll for the area north of the Tararua Road interchange is retained as this would have 'least' impact on locals, reduce rat-running on Arapaepae Road South and SH57, and avoid dual tolling of individual vehicles.▪ A portion of the toll revenue is allocated to a local road fund, with an additional 40 cents per toll generating substantial annual resources for local infrastructure.▪ An increase of \$1 to the tolls, to significantly boost funding for essential local projects.	

Kāpiti Coast District Council (KCDC)	Do not support tolling for this road
<ul style="list-style-type: none"> • Supports the new highway but does not support of the proposal to toll Ō2NL. • It is inappropriate to toll a road which is being built for safety purposes and as a replacement road. <ul style="list-style-type: none"> ○ The current highway and future 'alternative' road is considered one of the most dangerous roads in the country due to geometrics, and narrow bridges of poor and outdated design. ○ Efforts to improve the current state highway have exacerbated problems due to the roads use by rural traffic (tractors etc). ○ High levels of ongoing usage won't decrease risks from traffic turning into roads and driveways, school children walking home from bus stops, pedestrians and ongoing impacts on Ngāti Raukawa iwi, hapū and marae between Ōtaki and Levin. ○ The alternative road has a lower set speed limit. • Have ongoing concerns in relation to the Taylors Road local road arrangement as identified in the Ō2NL Notice of Requirement application. This road is not suitable from a resilience and roading efficiency point of view. • Several communities along Ō2NL experience deprivation and tolling will exacerbate this issue. • Consider that the residents of Ōtaki and surrounding areas should have the same levels of free and safe access to their necessary services (health, education, employment) as provided to all other New Zealanders. Tolling will create a barrier to general use by locals, eroding the public benefits of building the new highway. • With tolling and the resulting moving of more traffic to the old highway, the economics and public benefit of the new highway needs to be reassessed and likely alter the cost/benefit calculations supporting the new highway's build. • A full social impact assessment should be completed to properly understand the impacts. It is not clear that these assessments have been completed. • Ongoing upkeep of the old highway will fall on the ratepayer, which has a significantly smaller revenue base than those available to the NLTF. • A toll on heavy and commercial vehicles will result in these costs being passed onto the consumer, including on essentials such as food. • If the purpose of the toll is for maintenance and operations of Ō2NL, rates of \$2.70 and \$5.40 are inappropriately high. For example, existing toll roads in Auckland and Tauranga are tolled at similar rates but those tolls are used to repay the costs of construction. • Tolling neither supports growth of the area, which is growing rapidly, or the efficiency of business in the local area, but adds another cost. 	

Horizons Regional Council (HRC)	Support tolling for this road, with suggested changes
<p>Support tolling for this road as a mechanism contribute to funding and maintenance of new roads and make the following comments and suggestions:</p> <ul style="list-style-type: none"> • Support toll revenue being directed to fund maintenance and operations of the new road, and to top up construction shortfalls, if required, to ensure construction is not delayed. • Request funding support for the maintenance and operations of local roads considering NZTA modelling indicating approximately half of all traffic continue to use existing roads and ensuring locals are not disproportionately affected by being diverted on less safe local roads. • For this reason, HRC support limiting tolling the southern section (between Taylors Road and Tararua Road interchanges) and not negatively impact journeys into and around Levin. • Toll rates are set at a level that is appropriate for ensuring the regions ongoing economic and social wellbeing, recognising the regions aging and low median household incomes. • Tolls rates take into consideration the multiple tolls some journeys may incur (people and freight movement) and recognising that tolls have not been applied to other new roads in the region. • Future toll rates should also be set to align fairly with Consumer Prices Index. • Request continued funding the maintenance and operations of the existing state highway by NZTA, for safety and resilience, and so the burden does not fall onto local council and residents. 	

South Taranaki District Council (STDC)	Support tolling for this road
<ul style="list-style-type: none"> STDC believe the three new highways will be extremely beneficial for the future of land transportation in New Zealand. A concern for the council is that transport costs for state highways are pulling local roading funds away from where they are truly needed. Tolling will allow the highway to generate its own revenue and offset financial pressure on the NLTF and local roading funds, meaning local roading funds can stay within districts to support the maintenance of roads and streets that exist for the benefit of local and rural communities. STDC also asks if central government to explore other forms of funding for state highways such as Private-Public Partnerships (PPPs) and congestion / time of place charges. 	

Whanganui District Council (WDC)	Support tolling for this road
<ul style="list-style-type: none"> Support the proposal in the current financial environment but ask that the tolling revenue is directed back into the maintenance of the highway with a portion reserved for the maintenance of alternative safe routes and that funding remain in the region. Request the tolling rates remain fair and that the costs are not unreasonable for those travelling daily for work or family needs. Asks NZTA to consider creating a special purpose road for the existing route – where the majority of funding is provided by NZTA, but the road is maintained locally – as has been done successfully in other regions. 	

Rangitikei District Council (RDC)	Support the proposed tolling, but suggest some changes
<ul style="list-style-type: none"> RDC support Horowhenua District Council's submission, and request and advocate for a portion of tolling revenue be directed to Horowhenua's local roading network, to address any necessary improvements or changes arising from the Ō2NL project. Recognise tolls will impose additional costs on the community, placing a greater financial burden on ratepayers, deterring usage among communities east of the Manawatū Tararua Highway, which rely on efficient transport links. Question the differing toll rates for the Ō2NL and the Manawatū Tararua Highway, which appear to lack clear justification, raising questions of fairness and equity and ask that this be reconsidered. 	

4.3 Roothing and Transport organisations

NZ Automobile Association (AA)	Do not support tolling for this road
<p>Recognise tolling new roads can assist with their delivery, and is open to tolling new roads in principle, however the decision to toll:</p> <ul style="list-style-type: none"> Should be linked to the decision on whether and when to construct the road, and consultation therefore undertaken ahead of construction. be considered if it means a road can be built earlier than would be possible using National Land Transport Fund funds (NLTF) or other funds. Makes sense when it will achieve a positive overall network outcome across both the new and alternative route(s). Should not be undertaken solely for covering maintenance and operational costs, as these activities should be the first call on funding from the NLTF. 	

The AA oppose proposals to toll Takitimu North Link Stage 1, Te Ahu a Turanga: Manawātū Tararua Highway and Ōtaki to north of Levin on the basis that the above principles have not been met.

Ia Ara Aotearoa Transporting New Zealand	Support tolling for this road
Support tolling in principle:	
<ul style="list-style-type: none">As a supplementary revenue-raising tool to support much needed improvements to the state highway network, and Roads of National Significance, subject to funds from road user charges, fuel excise and vehicle registration being predominantly be used to pay for road construction and maintenance, Commercial Vehicle Safety Team enforcement, and low-level subsidies of public transport operating costs.Tolling be used sparingly, and only on roads with appropriate tolling assessments, given the substantial contribution that road users make through user charges. Heavy trucks already make the highest proportional contribution to their public sector costs of all travel modes.Requests closer engagement between NZTA and the road freight sector to properly assess the proposed toll rates.<ul style="list-style-type: none">Supports tolling Ō2NL highway because it will deliver significant safety and efficiency benefits and timely delivery.Asks NZTA to consider lowering the toll rate for heavy vehicles to maximise safety and efficiency benefits.	

NZ Heavy Haulage Association Inc	Do not support tolling for this road
<ul style="list-style-type: none">Do not support tolling because Schedule 8 of the Land Transport Rule: Vehicle Dimensions and Mass (VDAM) does not allow the transport of goods that are anything but the smallest over dimension loads on roads that are tolled.The NZ Heavy Haulage Association's view is that over dimension loads will be able to travel more efficiently and far more safely on the Ō2NL compared to the alternative route and on this basis, are unable to support a toll on the Ōtaki to North of Levin project, without a change to the rule being undertaken.Toll gantry points must be designed to allow the majority of over dimension loads to travel underneath them and suggest the envelope dimension of the gantries for the Tauranga Eastern Link be utilised if tolling is to be employed on this route.	

National Road Carriers Association	Support tolling for this road
Support tolling Ō2NL because the highway will provide productivity improvements for transport operators travelling State Highway 1 that do not need to stop at Levin.	

4.4 Other stakeholders

Our thanks also to:

Education providers:

- Te Wānanga o Raukawa
- Te Wānanga o Raukawa Ōtaki

Business associations:

- Central Economic Development Agency (CEDA)
- Otaki Te Horo Business Association

Community organisations & church:

- Manakau District Community Association
- Horowhenua Equestrian Advocacy Group
- Horowhenua Grey Power
- New Zealand Motor Caravan Association Inc.
- Waitarere Beach Progressive and Ratepayers association
- Whatunga Tūao Volunteer Central

Healthcare providers:

- Arohanui Hospice
- Healthcare NZ

5. Next steps

The tolling of new roads comes under Section 46 of the Land Transport Management Act 2003 and requires an Order in Council process to be completed before the road is opened. NZTA has a 3-step process to follow when assessing whether a road will be tolled or not. This public consultation and feedback report concludes the third and final step in this process.

Feedback provided through the consultation process will be taken into account by NZTA in the development of its tolling proposal for consideration by the Minister of Transport. A copy of this public feedback report will be provided to the Minister of Transport who will make a decision about recommending tolling for this road to Cabinet.

If a decision is made that SH1 Ōtaki to north of Levin will be a toll road, an Order in Council must be in place before the road opens. SH1 Ōtaki to north of Levin is estimated to be complete in 2029.

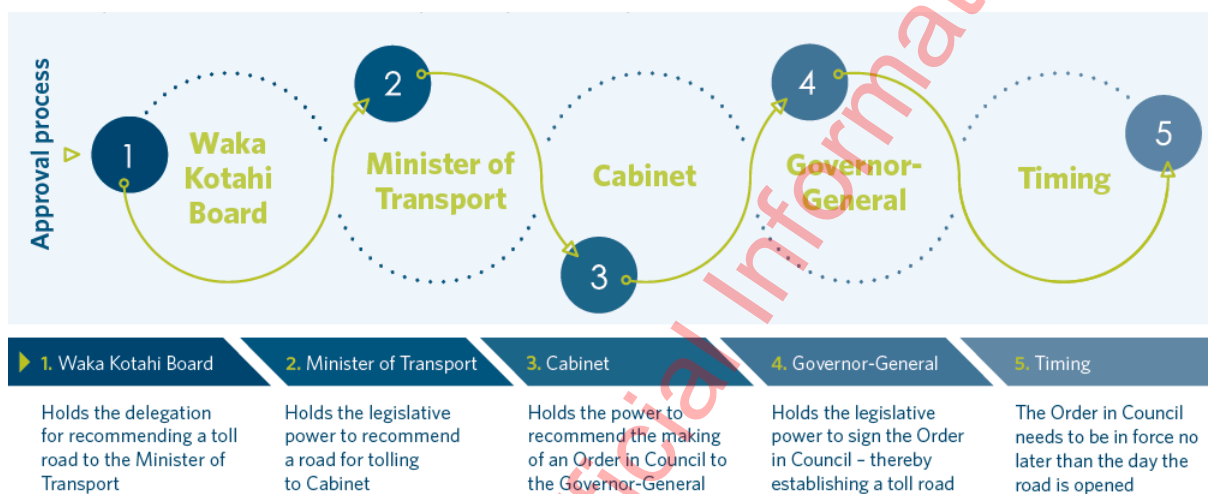


Figure 3 – The post consultation approval process for road tolling projects