

Before the Board of Inquiry  
Waterview Connection Project

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*in the matter of:* the Resource Management Act 1991

*and*

*in the matter of:* a Board of Inquiry appointed under s 149J of the  
Resource Management Act 1991 to decide notices of  
requirements and resource consent applications by the  
NZ Transport Agency for the Waterview Connection  
Project

Statement of evidence of Tommy Parker (State Highway Manager) on  
behalf of the **NZ Transport Agency**

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## **STATEMENT OF EVIDENCE OF TOMMY PARKER ON BEHALF OF THE NZ TRANSPORT AGENCY**

### **INTRODUCTION**

- 1 My full name is Thomas (Tommy) Parker.
- 2 I hold a BA (Hons) Degree in Urban Planning and a Diploma in Urban Planning Implementation from the University of Westminster, and an MSc in Transportation Planning and Engineering from the University of Salford. My master's thesis related to the interrelationship of land use and transport planning. I have 15 years experience in transport planning in both the public sector and private consultancy. I have presented evidence at a number of Public Inquiries and Council Hearings covering a wide spectrum of complex transportation issues. I have represented both the public sector and developers at public hearings.
- 3 I am the State Highway Manager for Auckland and Northland for the NZ Transport Agency (*NZTA*). In this role I am responsible for managing the Highway's and Network Operations Auckland division which covers both the Auckland and Northland areas. My team is responsible for the delivery, maintenance and optimisation of the State Highway (*SH*) network throughout Auckland and Northland.
- 4 This evidence is given in support of notices of requirement and applications for resource consents lodged with the Environmental Protection Authority (*EPA*) by the NZTA on 20 August 2010 in relation to the Waterview Connection Project (*Project*). The Project comprises works previously investigated and developed as two separate projects, being:
  - 4.1 The State Highway 16 (*SH16*) Causeway Project; and
  - 4.2 The State Highway 20 (*SH20*) Waterview Connection Project.
- 5 I am familiar with the area that the Project covers and the State Highway and roading network in the vicinity of the Project.

### **SCOPE OF EVIDENCE**

- 6 My evidence covers the following topics:
  - 6.1 Summary of evidence;
  - 6.2 My role in the Project;
  - 6.3 The NZTA's statutory role and strategic objectives;
  - 6.4 The Western Ring Route;

- 6.5 Waterview Project history and the assessment of alternative sites and alignments;
- 6.6 The importance of the Project;
- 6.7 Strategic fit with regional land use and transport planning;
- 6.8 The NZTA's experience in delivering complex roading projects;
- 6.9 Property purchase programme;
- 6.10 Comments on submissions; and
- 6.11 Conclusions.

### **SUMMARY OF EVIDENCE**

- 7 The Waterview Connection Project is the final critical link in the Western Ring Route, which is of strategic importance in providing an alternative motorway route through the Auckland Region. Its completion will have a number of significant benefits locally, regionally and nationally.
- 8 The Western Ring Route is a Road of National Significance, one of seven of New Zealand's most important transport routes that require significant development to reduce congestion, improve safety and support economic growth. The Western Ring Route is identified as a critical road to ensure transport users have access to significant markets and areas of employment and economic growth.
- 9 It would be the largest roading project undertaken in New Zealand to date. The NZTA is experienced to deliver complex roading projects, and with the suite of mitigation measures proposed as part of the notices of requirement and resource consent applications, the NZTA will adequately avoid, remedy or mitigate environmental effects of the Project.
- 10 The Project has support from a range of authorities and organisations responsible for land transport, land use and the sustainable management of resources within the area. Completion of the Western Ring Route is supported or promoted within a number of the Auckland region's transport and land use policies.

### **MY ROLE IN THE PROJECT**

- 11 At the time I joined Transit (the predecessor to the NZTA), as the Auckland Transport Planning Manager in 2005, Transit had undertaken a comprehensive evaluation of route options for the extension of SH20 north of the Mt Roskill section. Transit was

beginning more focused investigations into two main alignments, the first connected SH20 to SH16 at Waterview, and the second connected at Rosebank.

- 12 From 2005-2009, I was directly responsible for managing the SH20 project investigations, including further assessment of potential corridor options and subsequent public consultation.
- 13 During that time, I was responsible for evaluating the short list of corridor options and gaining endorsement from the Transit/NZTA Board that any future SH20 extension should connect with SH16 at the Waterview Interchange.
- 14 From 2005-2007, I also managed the Transit (NZTA) project team responsible for evaluating the long term development and operational needs for the SH16 corridor.
- 15 Both SH20 and SH16 are part of the Western Ring Route (WRR), which is a transport corridor being developed as a viable alternative to the existing SH1 through the Auckland CBD. (The WRR is described in more detail later in my evidence.)
- 16 In 2009, I moved into my current role as State Highway Manager for Auckland and Northland. I continued to oversee the strategic direction of the WRR project through my role on the WRR Project Governance Board. This role involves the direction setting of the Waterview Project through investigation, detailed design and ultimately construction.
- 17 In 2006, Clive Fuhr moved into the role of Principal Project Manager for the Waterview Connection. His responsibilities included the day to day management of the projects development, including overseeing option investigations and consultation.
- 18 Clive has recently left the NZTA to take up a new position with Auckland Council (as from 1 November 2010). As a result, my role in the Project now includes oversight of both strategic issues and approving any significant scope changes to the current proposal.

#### **THE NZTA'S STATUTORY ROLE AND STRATEGIC OBJECTIVES**

- 19 The NZTA is the statutory body charged with operating the State highway network under the Land Transport Management Act 2003 (*LTMA*) and is a Requiring Authority under section 166 of the Resource Management Act 1991 (*RMA*).

#### **Land Transport Management Act 2003**

- 20 The NZTA's objective, under section 94 of the LTMA, is to:

*"... undertake its functions in a way that contributes to an affordable, integrated, safe, responsive, and sustainable land transport system."*

21 The functions of the NZTA are defined in section 95(1) of the LTMA. Of relevance to the Waterview Connection Project, the functions of the NZTA include:

*"(a) to promote an affordable, integrated, safe, responsive, and sustainable land transport system:*

*(b) ...*

*(c) to manage the State highway system, including planning, funding, design, supervision, construction, and maintenance and operations, in accordance with this Act and the Government Roadway Powers Act 1989..."*

22 In meeting its objective and undertaking these functions, the LTMA requires the NZTA to exhibit a sense of social and environmental responsibility including avoiding, to the extent reasonable in the circumstances, adverse effects on the environment, and to use revenue in a way that seeks value for money.<sup>1</sup>

### **NZ Transport Strategy 2008**

23 The LTMA provides that in exercising its powers or performing its functions and duties, the NZTA must take into account any national land transport strategy.<sup>2</sup> The strategic direction provided by the NZ Transport Strategy influences the NZTA's objectives.

24 In August 2008, the Government published its updated New Zealand Transport Strategy (*NZTS*). This document sets the strategic context for the development of Government Policy Statements and the long term vision for transport to 2040, which is as follows:<sup>3</sup>

People and freight in New Zealand have access to an affordable, integrated, safe, responsive and sustainable transport system.

25 The vision is supported by five transport objectives:<sup>4</sup>

25.1 Ensuring environmental sustainability;

25.2 Assisting economic development;

25.3 Assisting safety and personal security;

<sup>1</sup> Section 96 Land Transport Management Act 2003.

<sup>2</sup> s72(2) LTMA.

<sup>3</sup> NZTS 2008, page 16, paragraph 1.3.1. (Excerpts from the NZTS are attached to my evidence as **Annexure A.**)

<sup>4</sup> NZTS 2008, page 16, paragraph 1.3.2.

25.4 Improving access and mobility; and

25.5 Protecting and promoting public health.

### **Government Policy Statement**

26 The LTMA requires the Minister of Transport to issue a Government Policy Statement on Land Transport Funding (*GPS*) every 3 financial years.<sup>5</sup> The GPS enables the Minister to guide the NZTA and land transport sector on the outcomes and objectives and the short to medium term goals that the Crown wishes to achieve through the National Land Transport Programme (*NLTP*) and from the allocation of the National Land Transport Fund (*NLTF*).<sup>6</sup>

27 The LTMA provides that the NZTA must give effect to the GPS when carrying out its planning functions, including in preparing an NLTP.<sup>7</sup>

28 The current GPS was published in May 2009. In it, the Government listed an initial seven Roads of National Significance (*RONs*).<sup>8</sup> The GPS describes the *RONs* as seven of New Zealand's most essential routes that require significant development to reduce congestion, improve safety and support economic growth. The GPS states that:

“The purpose of listing roads as nationally significant is to ensure these priority roading developments are taken fully into account when the NZTA develops the National Land Transport Programme.

Planning for the future development of the land transport network should reflect the importance of these roads from a national perspective and the need to advance them quickly.”

29 The GPS specifically lists completion of the WRR as one of the seven *RONs*. This Project will complete the WRR.

30 Of relevance to the Project, the GPS also notes the following:

“Well-targeted land transport investment will keep people in employment, improve productivity, and lay the groundwork for robust economic growth in the future.

Investing in the State Highway network is important as there are significant constraints on its current capacity to efficiently move freight and people, leading to congestion in New Zealand's major cities. Unless

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<sup>5</sup> Sections 84 and 86 LTMA.

<sup>6</sup> Section 84 LTMA.

<sup>7</sup> In accordance with section 89(1) of the LTMA, the NZTA must give effect to the GPS when performing its functions under subpart 1 of Part 2 of the LTMA in respect of land transport planning and funding.

<sup>8</sup> At paragraphs 21 to 24 GPS. (Excerpts from the GPS are attached to my evidence as **Annexure B**.)

investment in State Highways is addressed, congestion will continue to negatively impact on economic growth and productivity. Investment in State Highways will also make some of our busiest roads safer.”

### **National Land Transport Programme**

- 31 The NLTP sets out the NZTA’s planned land transport investments including for New Zealand’s State highways in the next three years. Activities are not eligible for funding from the NLTF unless they are included in the NLTP.<sup>9</sup>
- 32 The current NLTP, which outlines the NZTA’s investment programme between 2009 and 2012, gives effect to the GPS by setting out activities proposed for funding over that three year period. One of the priorities is planning for and delivering RONS:

The NZTA’s Investment and Revenue Strategy (IRS) communicates the NZTA Board’s investment intentions. It’s a high-level direction-setting and prioritisation tool that helps the NZTA to balance competing priorities and select the best possible mix of activities for funding – all with the goal of advancing progress against the objectives of the Land Transport Management Act 2003 (LTMA) and the Government policy statement on land transport funding 2009/19 – 2018/19 (GPS).

The Investment and Revenue Strategy aims to ensure that the NLTP gives effect to the GPS in the short to medium term and, in the long term, that the NZTA’s investment decisions and business priorities are aligned with the outcomes and impacts specified in:

- the LTMA;
- the NZTA’s five strategic priorities, which are to: improve customer service and reduce compliance costs, improve road safety, freight efficiency and public transport effectiveness, and plan for and deliver roads of national significance.<sup>10</sup>

### **THE WESTERN RING ROUTE**

- 33 As noted above, the WRR is one of the Government’s seven RONS. The completion of the WRR is a key aspect of NZTA’s strategy to address the needs of Auckland’s regional transport network.
- 34 The WRR will connect the Southern and Northern Motorways between Manukau and Constellation Drive near Albany. Completion of the WRR will provide a western transport corridor through the

<sup>9</sup> Pursuant to section 20 of the LTMA, the NZTA may approve an activity or combination of activities as qualifying for payments from the NLTF. However the NZTA must be satisfied that the activity is included in the NLTP to be eligible for funding.

<sup>10</sup> NLTP page 6. (Excerpts from the NLTP are attached to my evidence as **Annexure C.**)



Auckland region as a viable alternative to the existing State Highway 1 (SH1) route through the central area (in particular through the Central Motorway Junction and across the Harbour Bridge). This will reduce dependence on SH1 and provide quicker and safer travel between the Auckland isthmus, Manukau, Waitakere and North Shore areas.

- 35 The NZTA has identified<sup>11</sup> the following five objectives for planning and delivery of the Western Ring Route:
- 35.1 To enhance inter regional and national economic growth and productivity;
  - 35.2 To provide an alternative route through the region that reduces dependency on SH1 and the Auckland Harbour Bridge and unlocks the growth potential of development nodes along the length of the corridor;
  - 35.3 To deliver improved trip reliability for travel from the west to the south, from the north to the southern isthmus and in particular from the CBD to the southern Auckland isthmus and airport;
  - 35.4 To provide for current and future traffic demands by providing new transport capacity for the fast-growing western suburbs of Auckland and linking them with the airport and other important growth destinations within the central and southern isthmus; and
  - 35.5 To enhance the efficiency of the overall network of roads in Auckland by separating local and regional traffic, bringing particular benefits to commuters, transport carriers and residents of adjacent local streets.

#### **WRR - SH20 Development**

- 36 The need to provide a motorway link between the western and southern sectors of the Auckland region has long been recognised. The development and growth of the Auckland area influenced the identification of the Southwestern Corridor as a transportation route and in the 1950s the Southwestern Corridor was protected for transportation purposes by a middle line proclamation under the Public Works Act 1928.
- 37 The Auckland Regional Planning Authority prepared a Master Transport Plan for the metropolitan area in 1955.<sup>12</sup> In 1963 the

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<sup>11</sup> Western Ring Route Project Summary Statement. (January 2010) at page 4: <http://www.nzta.govt.nz/projects/waterviewconnection/resources/pdf/201001-wrr-project-summary-statement.pdf>.

<sup>12</sup> Auckland Regional Planning Authority (1956): Master Transportation for Metropolitan Auckland (reprint of 1955 plan, ARPA, Auckland).

consultant firm of De Leuw Cather and Co. were engaged to present comprehensive transport proposals to cater for Auckland's needs up to 1986. The plan presented by De Leuw Cather and Co<sup>13</sup> was the Auckland Master Transport Plan, extended to cater for growth to 1986, proposed considerably more investment than the 1955 Master Plan to accommodate a much larger expressway network and a rapid transit system. The Master Transportation Plan identified a future motorway link from Mangere Bridge to the Northwestern Motorway utilising the Southwestern Corridor. It was termed the "*Southwestern Motorway*" – now SH20. The study further established a need for a motorway route to be located in the same corridor as the rail route.

- 38 The "*Southwestern Motorway*" concept played a key role in transportation planning within the Auckland region. A feature of this plan in the 1960s was the concept of a highway between SH1 at Wiri (now Manukau City) and SH16 at Waterview. In 1968 the National Roads Board (*NRB*) and Auckland Regional Authority (*ARA*) entered into agreements for the construction of motorways in the Southwestern Corridor. The *NRB* assumed responsibility for the route from Wiri to Dominion Road, with the *ARA* assuming responsibility for the road from Dominion Road to the west. At about this time a designation in the name of the Minister of Works was placed on the Mt Roskill District Scheme for the section of road through to Richardson Road.
- 39 The Auckland Comprehensive Transportation Study Review published in 1986, and commissioned by the *ARA*, confirmed as a first priority the need to build the Southwestern Motorway from Mangere to Dominion Road.
- 40 In about 1993, when the Auckland Regional Council (as successor to *ARA*) ceased having a regional roading role, the designation and responsibility for construction of the whole route outlined above was transferred to Transit.
- 41 Consistent with the Auckland Regional Land Transport Strategy and the Auckland Comprehensive Transportation Study Review, the long term strategic objectives for the Southwestern Corridor have been implemented in various stages to date. The completed SH20 projects include:
- 41.1 Mangere Bridge to Queenstown Road (completed 1984);
- 41.2 Papatoetoe Bypass – Puhinui Road to Massey Road (completed 1987);

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<sup>13</sup> De Leuw Cather and Co. (1965): Report on Comprehensive Transportation Plan for the Auckland Regional Authority, San Francisco.

- 41.3 Queenstown Road to Hillsborough Road (completed 1989);
  - 41.4 Mangere Township extension and Airport connection - Massey Road to Coronation Road with connection to Kirkbride Road (completed 1997);
  - 41.5 SH20 Mt Roskill Extension – Queenstown Road through Mt Roskill to Maoro Street (completed 2009); and
  - 41.6 Manukau Harbour Crossing Project - expansion of traffic capacity between Queenstown Road and Walmsley Road, including duplication of the Mangere Bridge (completed this year).
- 42 Other SH20 projects which are currently underway include:
- 42.1 SH20 to SH1 Manukau Extension – SH1 to Puhinui interchange (expected completion 2011);
  - 42.2 SH20 Maoro Street interchange (southern ramps) - upgrading the interchange at the termination of the existing SH20 Mt Roskill section (expected completion 2011).

#### **Ongoing WRR Development**

- 43 Various other upgrading projects are proposed or underway for the WRR beyond SH16 at Te Atatu where the current Project ends. Those additional projects include:
- 43.1 SH18 Hobsonville Deviation and SH16 Brigham Creek extension - an extension of SH16 from Hobsonville Road to Brigham Creek Road in Whenuapai and a deviation of SH18 from Hobsonville Road to the western end of the Upper Harbour Bridge in Hobsonville (estimated completion 2012);
  - 43.2 SH16 Huruhuru Road Bridge to Westgate - provides for additional lane capacity and bus shoulders on SH16 between the Huruhuru Road Bridge and a point just west of the Royal Road Interchange (estimated completion 2021);
  - 43.3 SH16 Selwood Road Bridge Replacement - involves the replacement and widening of the existing Bridge to allow for increased motorway capacity, bus shoulders and height clearance. (estimated completion 2012); and
  - 43.4 SH16 Henderson Creek to Huruhuru Road Bridge - additional lane capacity and bus shoulders on SH16 between the eastern abutments of Henderson Creek (adjoining the Waterview Connection Project) and the Huruhuru Road Bridge. (estimated completion 2013).

### **This Project completes the WRR**

- 44 The Project proposes to extend SH20 between Maioro Street and the SH16/Great North Road Interchange, thereby providing a SH20 motorway link between SH1 at Manukau and SH16 at Waterview, and to future proof the capacity of SH16 from St Lukes to Te Atatu. Once constructed the Project will complete the WRR and through a combination of improved network efficiency, and additional motorway capacity, the route will deliver the following benefits:
- 44.1 Make travel times shorter and more predictable on key arterial routes within Auckland City by moving trips to the motorway network and separating local trips from through traffic;
  - 44.2 Support economic growth and improve business productivity by enabling goods to be moved more quickly and efficiently between key growth nodes along the length of the WRR;
  - 44.3 Improve local amenity and air quality by reducing cross city traffic and freight on local roads;
  - 44.4 Improve the reliability of bus travel times through improvements to SH16 bus shoulder lanes and by removing traffic of key arterial bus routes;
  - 44.5 Provide an alternative strategic route through the Auckland Region in the case of an incident on SH1;
  - 44.6 Provide faster access and greater trip reliability to Auckland International Airport; and
  - 44.7 Improve opportunities for walking and cycling through enhancements to the North Western Cycleway and new connections along and across the surface sections of SH20.

### **WATERVIEW PROJECT HISTORY AND THE ASSESSMENT OF ALTERNATIVE ROUTES AND ALIGNMENTS**

- 45 As I explained above, the concept of a South Western motorway connection goes back as far as the 1950's. More detailed investigations into the Waterview connection component of the Western Ring Route began in 2000.
- 46 Since then the NZTA has undertaken significant investigations into both route evaluation and option assessment for the extension of SH20 between Maioro Street (the termination of the Mt Roskill section) and SH16.
- 47 The more detailed investigations for the SH16 improvements commencing separately in 2006.

- 48 By 2009, both the SH20 and SH16 investigations had been developed to a stage that highlighted the interdependence between the projects. As a result, in September 2009 the decision was made by the NZTA to combine the two projects into one, now termed the Waterview Connection Project, for the purpose of further design work and consenting.
- 49 The following section of my evidence summarises the options evaluation process for SH20 and SH16. I would also note that a more detailed history of the alternative assessment process has been documented within Chapter 11 of the AEE.

#### **Assessment of Alternatives**

- 50 The assessment process followed a robust approach by starting at a broad scale level of assessment, which then systematically narrowed down the geographic area of assessment to the identification of corridors, routes, alignments and construction methods.
- 51 The process included analysis of options against multiple criteria, starting with the mapping of constraints on the existing natural and built environment.
- 52 In the case of SH16, given the significant existing physical resource of the existing motorway corridor, the assessment of alternatives for the SH16 elements focussed on the existing route. For the SH20 to SH16 portion of the Project, there was a known southern end point at Maioro Street but the connection and route options to join SH16 were more open.

#### ***SH20 Route Option Assessment***

- 53 When the SH20 Project commenced in 2000, the assessment of alternatives included a phase for corridor and route assessment. This assessment was undertaken from 2000 through to finalisation of a preferred route option in 2006.
- 54 There were three main stages of this phase of option assessment:
- 54.1 Base mapping and constraints;
  - 54.2 Generation of a long-list of route options and assessment;  
and
  - 54.3 Assessment of the short-list of route options.
- 55 The initial assessment of route options was undertaken in four stages by the Project's technical experts. These stages were as follows:

- 55.1 Option Development – this involved development of a number of feasible alignments/ corridor;
- 55.2 Interchange options – this included consideration of construction alternatives and various connections to the local road network;
- 55.3 Phase I Review – on the basis of environmental information gained from previous Preliminary Scheme Assessment investigations and technical standards, an initial review was undertaken and refinement made to alignment designs and route options;
- 55.4 Assessment – the confirmed route options were then assessed against environmental and technical criteria (including physical, natural, built and social environment criteria and consideration of overall consenting issues and cost, design, efficiency, constructability, safety and construction programme criteria).
- 55.5 Ranking – following the environmental and technical assessment, the designs and subsequent route options were ranked. The outcome of this work was a technical options ranking paper that recommended the shortlist be further refined to two options: AR1 and AW1.<sup>14</sup>
- 56 The revised shortlist of AW1 and AR1 was then subject to further technical, environmental and consultation investigations before commencing stakeholder and the community review and comment on, in 2003. This further work resulted in identification of a technically preferred option, being AW1.
- 57 Following a delay between 2003 and 2005 (while the Project was assessed against the requirements of the LTMA), a revised Options Report was prepared for consultation and a multidisciplinary review was undertaken of the assessment framework, investigation components and conclusions. The release of the Final Route Options Report in 2006 was the last stage in the process of confirming the preferred route for SH20, being AW1.
- 58 While both the AW1 or AR1 routes were considered to contribute to completion of the Western Ring Route and to provide a strategic connection to SH16, the Final Route Options Report concluded that a connection between SH20 at the Maioro Street Interchange and SH16 at the Great North Road Interchange (AW1) was preferable because:

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<sup>14</sup> AR1 was one of the routes that connected to SH16 at Rosebank / Patiki Interchange. AW1 connected to SH16 at Great North Road Interchange.

- 58.1 There was a strategic benefit for the SH20 corridor to connect eastbound on SH16 towards the city centre;
- 58.2 AW1 had a smaller overall footprint and imposed less cost and less construction, physical and environmental impacts;
- 58.3 AW1 had less potential adverse effects on the CMA (including the Motu Manawa Marine Reserve), on open space, and on economically significant business zoned land on the Rosebank Peninsula.

### **Assessment of Alignment Options**

#### ***SH16 Alignment***

- 59 The investigation of options to establish the necessary footprint for the upgrade of SH16 began in 2007 as a stand-alone highway upgrade project. This project was aimed at improving the transport function of the section between the Waterview and Royal Road Interchanges, future-proofing the existing causeway section against settlement and sea level rise, and supporting the WRR strategy to provide an alternative to SH1.
- 60 The necessary corridor improvements to establish the required footprint for the Waterview to Te Atatu section of this project were assessed as including the provision of 4 eastbound and westbound traffic lanes, 2 bus shoulders, an upgraded pedestrian/cycle way, together with median shoulders service berms and barriers.

#### ***Managed priority lanes***

- 61 In 2008, investigations were initiated into the provision of a Managed Priority Lane (*MPL*) connection to the WRR Waterview Interchange and extended westwards up to the Royal Road Interchange. In short, MPLs are traffic lanes in which usage is restricted to certain types of vehicles - for example, buses only, freight only, High Occupancy Vehicles (i.e. 3 or more people) (*HOVs*), or any combination of the above.
- 62 Initially, consideration was given to providing a dedicated priority lane for freight vehicles. Further investigations showed that there was insufficient demand for a dedicated priority lane for freight vehicles only and the study was broadened to consideration of the spatial requirements for an MPL to accommodate freight and/or HOVs.
- 63 The study generated a long list of 15 potential mainline and intersection arrangements. This list was refined to 5 options that were the subject of detailed investigation. Four of those options included two managed priority lanes with various combinations and standards of access to the local roading network. The fifth option included a single but reversible MPL.

- 64 Those investigations included a traffic assessment of options, the development of engineering concepts and a comparison of land and environmental impacts of the footprint required for each alternative.
- 65 On completion of the study, the use of MPL's on SH16 were discounted for the following reasons:
- 65.1 The identified costs were significant, at more than \$1 billion for the section of SH16 between the St Lukes and Te Atatu Interchanges. This was approximately double the estimates generated at that time for general motorway widening.
  - 65.2 There was and still is a lack of regional consensus on the applicability of HOVs. The NZTA's State Highway management team considered that the Project would not be forming part of a wider MPL network;
  - 65.3 The proposed general widening option for SH16 does not preclude the introduction of future priority measures if regional policies were to change; and
  - 65.4 The proposed general widening scheme is able to deliver on ARTA's planned QTN network.<sup>15</sup>

#### ***SH20 Alignment***

- 66 The assessment process for alignment options for SH20 has included a number of stages of assessment. An initial alignment option (later referred to as the 'Partial Cover' or 'base option' alignment) was developed and released for comment in March 2006. The alignment included potential sections of 'cut and cover' tunnel through Owairaka and Mt Albert (approximately 1.2km in length) and alongside Great North Road beside Oakley Creek (approximately 120m in length). Full interchanges were proposed at Maioro Street, Great North Road (south of the intersection with Blockhouse Bay Road), and with SH16 at the Great North Road Interchange.
- 67 Community and stakeholder feedback in May 2006, led first to a delay in the proposed lodgement date, and then in September 2006 to an announcement by the NZTA that it would look at different construction options for further undergrounding. Various options with extended cut and cover and a driven tunnel option were then the subject of assessment between 2006 and 2007 on six evaluation criteria, specifically:

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<sup>15</sup> ARTA's Passenger Transport Network Plan identifies routes which are required to function as part of a Quality Transit Network (QTN). On these Identified routes ARTA aims to provide fast, high frequency and high quality passenger transport services between key centres. QTN routes should have extensive bus priority measures, modern bus shelters, information and branded services.



- 67.1 Traffic benefits (including safety, network security, transport mode integration and access and mobility improvements);
  - 67.2 Physical environmental impacts;
  - 67.3 Cost (including construction, property and operation costs);
  - 67.4 Social environmental impacts;
  - 67.5 Timeliness; and
  - 67.6 Sustainability.
- 68 In February 2008, the NZTA Board identified the Driven Tunnel option as the preferred construction method and sought feedback on that option. The Driven Tunnel option connected to a Maioro St interchange via twin two lane tunnels that began in Hendon Park just north of Richardson Road, and emerged south of the Great North Road Interchange within Waterview Park. That option was then the subject of detailed design, environmental assessment and costings.
- 69 In January 2009, the Minister of Transport requested the NZTA to investigate alternatives to the proposed Driven Tunnel option of that time. In particular, the Minister was concerned that the scheme as developed did not provide for sufficient transport capacity and was not affordable within the Government's funding envelope.
- 70 In early 2009, the NZTA carried out a review of route and scheme options. The previously evaluated options were reviewed and new direct surface options were considered. From this review, three route options were developed for further consideration. (These are shown in **Annexure D** to my evidence.)
- 71 All three options connected SH20 to SH16 at the Great North Road Interchange. Each option was described in terms of horizontal alignment (e.g. surface or below ground), but also highlighted areas where progressive levels of mitigation could be provided through scheme design (e.g. to allow sections of each of the options to be built in "cut" or in "cut and cover" or in tunnels). The three options identified were:
- 71.1 **Direct alignment:** As a surface route, it runs through the Owairaka/Mt Albert housing area northeast of Hendon Avenue. The highway would cross New North Road in a bridge and then run through the Harbutt and Phyllis Street reserves before crossing the Oakley Creek to join SH16 at the Great North Road Interchange (Option 1);

- 71.2 **AW1 alignment option:** As a surface route, this option runs adjacent to the rail designation through Alan Wood reserve, crosses New North Road east of Pak N' Save on a bridge and then runs through the Harbutt and Phyllis Street reserves. It can follow a similar alignment across Oakley Creek to the direct alignment, although the option presented illustrated an alternative bridge location before SH20 linked to SH16 at Waterview (Option 2);
- 71.3 **Avondale Heights option:** As a surface option, this route runs through the Alan Wood Reserve corridor, then through the Avondale Heights area before running parallel to Great North Road to eventually join SH16 at Waterview (Option 3).
- 72 For each option, the NZTA was advised on levels of appropriate mitigation related to construction, as well as the social and environmental impacts and traffic performance and costs.
- 73 As a result, the NZTA concluded that the most appropriate route option was the Avondale Heights alignment, with the section through Avondale Heights constructed in a tunnel (Option 3 in **Annexure D** to my evidence). This was referred to as the "Combined Surface Tunnel Option".
- 74 In May 2009, the NZTA publicly confirmed that the preferred option to link SH20 to SH16 at Waterview was the "Combined Surface Tunnel" Option. When considering the three options, the NZTA Board's reasoning for endorsing the preferred option included the fact that it provided improved transport capacity over the earlier Driven Tunnel option, it had reduced social and environmental effects compared with the surface alignments, and it delivered value for money compared to the Driven Tunnel option.
- 75 In May 2009, the NZTA released an alignment option based on the combination of surface and tunnel construction for community and stakeholder comment.
- Combined Surface Tunnel Option (CST)***
- 76 Following the May 2009 consultation, further work was undertaken which identified the opportunity to move the alignment to the east, so that the alignment was positioned in material that is more compatible with tunnelling. This presented the opportunity to extend the length of the bored tunnel section, with a subsequent reduction in the length of cut and cover tunnel.
- 77 Following further assessment of this alternative, a revised alignment was identified and, in December 2009, the NZTA Board confirmed that it intended to proceed with this as its preferred option for the Project. A comparison between the May 2009 and December 2009

alignments for the option are provided in **Annexure E** to my evidence.

***Waterview Connection Project***

- 78 In December 2009, the NZTA confirmed that it intended to proceed with the SH16 upgrade and the SH20 Waterview project as a single project of national significance. Since then, further detailed work has been done on design elements of the Project. These option assessments are within the “preferred alignment” option of the Project, but identify options considered in design.
- 79 For example, this assessment has been undertaken where:
- 79.1 There are potentially significant environmental effects (resulting from Project design or construction design);
  - 79.2 The Project requires land not currently owned by the NZTA;
  - 79.3 The relevant planning instruments require that regard be had to alternatives.
  - 79.4 There are potentially significant costs; and
  - 79.5 There are design alternatives for mitigation and these mitigation options need to be considered in terms of considering a range of environmental effects.
- 80 This design assessment process is detailed further within Chapter 11 of the AEE and the evidence of Ms Amelia Linzey and Mr Owen Burn.

**THE IMPORTANCE OF THE PROJECT**

- 81 As outlined earlier in my evidence, in order to fulfil its statutory obligations under the LTMA, the NZTA needs to progress completion of the WRR as identified within the GPS (being one of the Roads of National Significance). By completing the missing portion of the WRR, the NZTA will also be able to unlock the full benefits of the significant investment that has already gone into constructing complementary projects along the SH20, SH16 and SH18 corridors.
- 82 The NZTA Board has recognised the importance of the Project, and in June this year, approved funding of up to \$2 billion for completing the remainder of the WRR. This funding approval has given certainty to the NZTA’s ability to implement the Project. The funding decision took account of a range of factors, including the Project’s strategic fit, effectiveness and efficiency.
- 83 To help quantify the benefits of the Project, an economic evaluation has been undertaken for the WRR. This evaluation indicates that for every dollar spent on constructing and maintaining the remainder of

the WRR between Maioro St and Westgate, a return in the order of 1.2 to 2.1 dollars in benefits will accrue to Project beneficiaries – predominantly Auckland residents and businesses.<sup>16</sup>

- 84 These benefits have been calculated using standard approaches set out within NZTA's Economic Evaluation Manual (*EEM*).<sup>17</sup> They comprise congestion benefits, trip reliability improvements, reductions to vehicle operating costs, improvements to carbon dioxide emissions, reductions in accident costs and improved travel times. Improved travel times account for the highest proportion of benefits predicted to be delivered by the completion of the WRR between Maioro St and Westgate.
- 85 At the higher end of the range, additional benefits including agglomeration are taken into account. Agglomeration benefits are recognised as an important component of the benefits of transport schemes, particularly in major urban areas. Agglomeration benefits quantify the result of increasing accessibility to businesses in a way that allows them to interact more effectively and so increase their productivity. The Waterview Connection and associated works on the WRR will not only provide enhanced accessibility along the line of the route itself but, by allowing traffic to divert away from other parts of the road network, will give rise to increases in accessibility elsewhere. This is particularly the case for SH1 through the urban area between Manukau and Albany, but also for a wide range of local and arterial roads in the vicinity of the Project. These wider economic benefits of the Project will increase over time, due to employment growth, and as traffic levels and congestion in other areas of the network increase. While the agglomeration benefits in total terms will mainly be experienced in the major employment centres of Auckland City and North Shore, the increases in accessibility in Waitakere mean that this area is expected to gain the greatest proportional impact and potential boost to economic activity.

#### **STRATEGIC FIT WITH REGIONAL LAND USE AND TRANSPORT PLANNING**

- 86 Completion of the WRR has also been supported by or promoted within a number of the Auckland region's transport and land use policies. These policies are highlighted within the following key documents.

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<sup>16</sup> The 1.2-2.1 range reflects different models and methodologies that can be used to calculate Project benefits and costs, including whether or not agglomeration benefits are taken into account. The NZTA expects the benefits to be higher than the bottom end of the range (1.2) when taking into account agglomeration benefits and the Project's role in completing the Western Ring Route.

<sup>17</sup> The EEM can be found at <http://www.nzta.govt.nz/resources/economic-evaluation-manual/volume-1/index.html> (2010).

### **Auckland Regional Land Transport Strategy**

- 87 The 2010 Auckland Regional Land Transport Strategy (*RLTS*) is a statutory document prepared under the LTMA. The RLTS sets the direction for the region's transport system for the next 30 years. The strategy identifies the actions, policies, priorities and funding needed to achieve an enhanced land transport system for Auckland.
- 88 Policy 6.2.1 of the RLTS is to implement road network improvements of high regional significance, including the Western Ring Route.

### **Auckland Transport Plan 2009**

- 89 The Auckland Transport Plan 2009 (*ATP*) has been prepared by the Auckland Regional Transport Authority (*ARTA*), in collaboration with the NZTA, KiwiRail, the Auckland Regional Council, and the seven territorial authorities in the region (Rodney District, North Shore City, Waitakere City, Auckland City, Manukau City, Papakura District and Franklin District Councils). It has been prepared as a single, comprehensive transport plan for the region until 2019 and beyond, and outlines priorities and the phasing of projects for the delivery of an integrated and efficient transport system.
- 90 The Waterview Connection is included within the ATP as a future strategic route, and the ATP outlines that finishing the WRR network (with the completion of the SH20-SH1 Manukau Link, SH18 extension and the Waterview Connection) will provide a complete alternative to State Highway 1 from Manukau through to Albany and will improve transport links and travel to Auckland Airport.<sup>18</sup>

### **Passenger Transport Network Plan**

- 91 The Passenger Transport Network Plan (*PTNP*) has been developed by ARTA to deliver a cohesive network of passenger transport services, with the goal that bus, rail and ferry services will complement rather than compete against each other. The two key comments of the PTNP are as follows:
- 91.1 A Rapid Transit Network (*RTN*) which involves a passenger transport system with a high frequency, high quality service operating on "transport spines" that does not get held up by road traffic congestion. The busway approach to the SH16 corridor raised by submitters and addressed later in my evidence fits into the category of an RTN, as does the existing western rail line.
- 91.2 To meet the future need for cross-town travel, and travel to Auckland's CBD from areas not on the RTN, ARTA has also identified a Quality Transit Network (*QTN*) that provides fast, high frequency and high quality passenger transport services

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<sup>18</sup> Auckland Transport Plan 2009, page 6.

between key centres. This QTN will mainly be based on major bus corridors with extensive bus priority measures, modern bus shelters, information and branded services.

- 92 As noted earlier, within our Project's boundaries, the SH16 corridor between Waterview and Te Atatu Interchange has been identified by ARTA as a key component of the QTN.

#### **Regional Arterial Road Plan**

- 93 The Regional Arterial Road Plan (*RARP*) has been prepared by ARTA, in collaboration with the region's road controlling authorities and other key transport stakeholders. The development of this Plan arises from the 2005 RLTS, and recognises the important role that regional arterial roads play in Auckland's transport network.
- 94 The RARP identifies the proposed Waterview extension as a strategic arterial. It has an action within the RARP is to integrate the planning of bus priority measures on Great North Road in conjunction with the Waterview Connection.<sup>19</sup>

#### **Auckland City Growth Management Strategy**

- 95 The Auckland City Growth Management Strategy (*GMS*) has been developed by Auckland City Council in order to fulfil its obligations in respect of implementing the Auckland Regional Growth Strategy (*ARGS*) concept and principles within the Auckland Isthmus. The GMS states that the completion of the Auckland motorway system is a priority, to complement investment in passenger transport including rail, bus and ferries.<sup>20</sup>
- 96 Point Chevalier, Avondale, Mt Albert, Mt Roskill and Stoddard Road have all been identified as areas of residential and mixed use change within this Strategy. The WRR helps to meet the GMS principles, most notably by encouraging redevelopment and intensification within proximity of two growth nodes (Stoddard Road and Point Chevalier).

#### **Western Ring Route (North-West) Network Plan<sup>21</sup>**

- 97 The Western Ring Route (North-West) Network Plan (*Network Plan*) is an NZTA-led document that represents the integrated planning sought by the GPS for a RoNS. The Network Plan has no formal or statutory status in a planning sense. However, through its consolidation of regional and national land use and transport policy and plans, and NZTA project outcomes (as applied at a sub regional

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<sup>19</sup> Regional Arterial Road Plan, page 13.

<sup>20</sup> Auckland City Growth Management Strategy, page 3.12.

<sup>21</sup> Western Ring Route (North-West) Network Plan, September 2010. This can be found at [www.waterviewapplication.nzta.govt.nz](http://www.waterviewapplication.nzta.govt.nz) under the non-lodged documents tab.

level), it provides the mechanism to inform integrated land use and transport funding processes.

- 98 The key purpose of the Network Plan is to support and document ongoing integrated planning between the NZTA and other agencies, (described below), and to optimise the benefits and decision making for the north-west section of the WRR.<sup>22</sup> This includes the integration and optimisation with the local transport network and associated activities and infrastructure within the wider Auckland network.
- 99 The three main components of the Network Plan (i.e. what it aims to achieve) are:<sup>23</sup>
- 99.1 Prioritising transport planning decisions by creating a consolidated picture of regional and national strategies;
  - 99.2 Identifying issues and opportunities associated with SH16 and SH18 upgrades and SH20 Waterview implementation; and
  - 99.3 An implementation optimisation analysis using a strategic framework and applying the issues and opportunities arising from the implementation of the WRR.
- 100 The strategic framework is illustrated in the Network Plan's map<sup>24</sup> and it clearly prioritises future transport activities. The optimisation analysis will inform future funding and programming, and land use decisions.
- 101 The key stakeholders who have provided input into developing the Network Plan include ARTA, Auckland City Council (ACC) and Waitakere City Council (WCC), in addition to the NZTA. From 1 November 2010, the Plan's key audience will be the Auckland Council and the funding arm of the NZTA.
- 102 The Network Plan lists complementary projects that should be progressed by the Auckland Council and Auckland Transport in order to make best use of the changes in transport patterns provided by a completed Western Ring Route. It identifies various projects (such as completing the cycle way connection between SH16-SH20 and Great North Road buslanes) which I note some submitters have asked the NZTA to include in this Project. However, the Network Plan identifies such projects as being the responsibility of Auckland

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<sup>22</sup> The north-west section includes SH20 Waterview Connection, SH16 Northwestern Motorway Improvements, SH18 Hobsonville Deviation and SH16 Brigham Creek Extension.

<sup>23</sup> Network Plan, at page 10.

<sup>24</sup> Network Plan, at page iv.

Council with the NZTA acting in its complementary funding support capacity.

### **Integration with rail**

- 103 In terms of the Project's integration with rail, the Project does not preclude the development of the proposed Avondale to Southdown rail line. This rail line is intended to run from Onehunga to the existing North Auckland line (which operates as the 'Western Line' for commuters) near Pak N' Save on New North Road.
- 104 The Project, where it passes through Hendon Park and Allan Wood Reserve, will overlap part of the existing rail designation for the Avondale – Southdown line. However, the Project provides a replacement corridor, post construction, which will enable KiwiRail to seek a replacement rail line designation. This corridor connects back into the existing rail designation at the south end of Hendon Park and immediately to the north of the Project's proposed southern portal within Alan Wood Reserve.
- 105 Ultimately, it is anticipated that the Avondale – Southdown rail line will run parallel to the proposed SH20 motorway along its eastern edge, until the motorway descends into the tunnel in Allan Wood Reserve.

### **THE NZTA'S EXPERIENCE IN DELIVERING COMPLEX ROADING PROJECTS**

- 106 The NZTA has delivered many significant projects within the Auckland Region and has well developed processes in place to deliver them. In particular, the NZTA recognises that construction of new works can impact on both the use of the road network by road users and pedestrians and on surrounding land uses.
- 107 To manage these construction works, the impact on road users and the associated risks, NZTA has developed a Code of Practice for Temporary Traffic Management (*CoPTTM*).<sup>25</sup> CoPTTM is used to ensure that a consistently high standard of temporary traffic management is deployed to allow works to proceed on and adjacent to the road network in a manner which ensures the safety of workers and the public, while also ensuring appropriate provision is made for motorists and pedestrians to move safely and without undue delay.
- 108 In the case of the State Highway network, as State Highway Manager, I am authorised to allow roadworks to proceed, temporary traffic management to be implemented, and to approve Temporary Speed Limits where appropriate. These powers are also formally

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<sup>25</sup> CoPTTM has been in place since 2000.



delegated to experienced staff who operate as Traffic Management Coordinators (*TMC*). A TMC has the following responsibilities:

- 108.1 Receiving, reviewing and approving for implementation the proposed Traffic Management Plans including any proposed deviations from normal practice, and Temporary Speed Limits;
  - 108.2 Coordinating all activities so that there are no conflicts with other activities on the road network, including the local road network; and
  - 108.3 Notifying emergency services, local authorities, media, the public, heavy transport operators and other stakeholder groups about any changes to vehicle, pedestrian or cycle access.
- 109 When assessing a Temporary Management Plan (*TMP*) for approval, the TMC considers the following factors:
- 109.1 Compliance with CoPTTM;
  - 109.2 The necessity of carrying out the work;
  - 109.3 The likely impact on passing traffic, pedestrians, and neighbours. (This is likely to be different by hour of day, day of week, and location);
  - 109.4 The likely impact on adjoining parts of the State highway network, and any resultant effects on the adjoining local road network (and vice versa);
  - 109.5 The risk and uncertainty which may arise due to implementation of the TMP, the associated work, and how such risks should be mitigated;
  - 109.6 Available alternatives which could reduce the impact on road users and the local community; and
  - 109.7 Communications with affected stakeholders, other road controlling authorities<sup>26</sup> and NZTA operational teams.
- 110 Knowledge of the area and its traffic patterns are particularly important when developing and assessing TMPs. The TMC works closely with any adjoining road authority to ensure that any effects across boundaries are identified and coordinated where appropriate. The objective of the TMC is to minimise the number and impact of

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<sup>26</sup> For example, Auckland Transport, being responsible for the local road network.

TMPs while still providing reasonable opportunity for the construction works to proceed.

- 111 Through the use of these well managed methods, the NZTA has been able to successfully construct numerous large scale capital projects in similar urban areas to that of the WRR. Recent examples of such large-scale projects undertaken within Auckland are described below.
- 112 **Victoria Park Tunnel:** This project, which is currently under construction, involves a work site that interfaces with a number of heavily trafficked CBD local roads and the Northern Busway connection on Fanshawe Street and SH1. To date, the project team has successfully kept both the motorway and local road network operating to agreed performance standards.
- 113 The key to the success of the traffic management at VPT has been the strategic view the project has taken of the safety and operation of the entire transport network, not just that of the State highways, nor the local roading network. A clear understanding by the VPT project team of the critical interfaces between State highway and local roads, neighbouring projects (such as Newmarket Viaduct, Green Lane auxiliary lane, the Auckland Harbour Bridge strengthening), and the ongoing maintenance requirements of the existing transport network, has led to the creation of the Traffic Strategy Group.<sup>27</sup> The role of this Group is to review, optimise and agree traffic management installations with the bigger Auckland transportation network.
- 114 Quality stakeholder management was identified by the NZTA as a key requirement to achieving successful project delivery. The NZTA has sought to engage with all affected parties as early as possible (and continually) to ensure the clearest and most up-to-date information is conveyed. The main affected parties are the NZTA, Auckland Motorways, road users, haulage companies, emergency services, ACC, Auckland Regional Council, ARTA, pedestrians, local residents, local businesses, local schools. The VPT project team appreciates that affected stakeholders can be anyone and has imposed strict requirements on their management of questions / inquiries from anywhere in the stakeholder domain.
- 115 Examples of the traffic management and stakeholder communication successes to date include:

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<sup>27</sup> The Group is comprised of representatives from Auckland City Council, Auckland Motorway Alliance (AMA), NZTA and the Victoria Park Alliance project team.

- 115.1 The Curran Street / Jervois Road works to relocate the North Shore drinking water supply out of the motorway corridor in late 2009 and early 2010.<sup>28</sup>
- 115.2 Temporary diversions of Victoria Street West and Beaumont Street into Victoria Park were undertaken in mid-2010 to create construction zones for sections of the VPT which will run directly under the local road network. This was a key challenge which has some similarity to works proposed on the Great North Road section of the Waterview Project, as it required sections of tunnel to be constructed under a main arterial route into the CBD. In addition to traffic, these roads also accommodate the majority of Auckland's utilities and services such as the International Telecommunications Cable (*ITC*).
- 115.3 The construction was managed through a collaborative approach between traffic modellers, Council technical experts, and the NZTA's technical experts.
- 115.4 The Wellington Street on-ramp closure between August and November 2010 was one of the major challenges of the VPT project. It was required to create the room to construct the tunnel approaches, but without disrupting traffic flow into the CBD, onto the State highway, or through the State highway. Planning for the closure started eight months prior to the closure, involving all of the key parties initially to devise the plan and understand the impacts for Auckland, and then work closely with the NZTA, Auckland Motorways, North Shore and Auckland City Councils, residents, retailers and stakeholders to ensure the message was well communicated to all affected parties.<sup>29</sup>
- 116 **SH20 Manukau Harbour Crossing (MHX)**: This project was completed this year seven months ahead of schedule. The challenges with MHX (which will be similar to those anticipated for this Project), included working through residential neighbourhoods

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<sup>28</sup> The VPT project worked closely with the residents and retailers of Curran Street and Jervois Road to understand their concerns for the upcoming works, to reduce the impact on their access and quality of life, and to devise a strategy for the works which was realistic, comprehensible and deliverable. A high level of stakeholder satisfaction was achieved through this process.

<sup>29</sup> The communication strategy for the Wellington Street on-ramp closure was implemented six weeks prior to the closure itself, and involved radio, mailers, internet communication, newspaper advertisements, flyer distribution along affected routes, and cross-project communications strategies such as the appreciation of the Newmarket Viaduct TMP. The VPT project team worked in conjunction with the NZTA and ACC to provide live monitoring of the closure initially, and all parties showed a high degree of commitment to the ongoing monitoring and optimisation of the closure, including the 'tweaking' of the local road signals at various sites within the CBD to best control flow onto the State Highway.

and an existing motorway environment with 40,000 vehicles travelling in each direction, while not impacting on the existing capacity and flow.

- 117 Various communication strategies were employed to manage the MHX project. To warn road users of any diversions or delays, a number of techniques were used including regular email updates to key stakeholders, in particular those heading to the airport; radio advertising; on-site electronic messaging; and local advertising within community publications.
- 118 Coordination through the Auckland Motorway Alliance ensured that no closures occurred during significant public events, such as concerts or sporting events. Careful planning of the construction staging also avoided the necessity of fully closing the Mangere Bridge, which would have caused significant diversions and delays.
- 119 At one stage, the Onehunga Harbour Road was closed to build the bridge landspan over the road, but this was carefully planned and the closures were only undertaken at night. Being a key route for freight companies at night, key freight companies and stakeholders were consulted and informed of the closures, and clear alternative routes were communicated. Personnel stationed at the road closure checkpoints also handed out information to road users of the detour route. Works were carefully planned each night to ensure that the road was opened in time for the morning traffic.
- 120 **Newmarket Viaduct replacement:** While this project is still under construction, a key milestone was achieved on September 4 and 5 2010. For a period of 18 hours, a full closure of the southbound lanes of SH1 over the Newmarket viaduct was achieved to allow the relocation of the bridge gantry.
- 121 This section of motorway is the busiest in New Zealand and despite the length and potential impacts of the closure, this relocation was achieved without bringing Auckland to a grinding halt, principally due to a refined approach to communications and traffic management. This included the following techniques:

121.1 *Communications:*

- (a) Development, launch and ongoing updating of websites, Facebook sites, viral media and media releases:
- (b) Eight-week intensive engagement programme with key stakeholders, neighbours, the Newmarket businesses, ports, airports public transport operators, emergency services;

- (c) Real-time releases of information utilising the above, plus radio and extensive use of motorway and mobile variable message signs across the State Highway and local road network;
- (d) Communications with neighbours and businesses along key detour routes, including prior consultation related to parking restrictions implemented by Auckland City Council in support of the project;
- (e) Key stakeholders staff including NZ Police and media, were located at the Traffic Operations Centre for the full duration of the closure;
- (f) Establishment and manning of a 0508 contact number for any queries or complaints.

#### 121.2 *Traffic management:*

- (a) Detailed traffic modelling and scenario development and testing prior to finalising detour routes and detailed Traffic Management Plans;
- (b) Overmanning of key work activities to ensure standby resource (labour and materials) available;
- (c) Detailed 15 minute programming for the entire 19 hour closure, including mobilisation, work period during the closure, demobilisation and contingency periods;
- (d) Deployment of real-time information using variable message signs;
- (e) Integrated planning and execution of traffic management and traffic signal plans with Auckland City Council traffic staff and parking enforcement officers;
- (f) CCTV surveillance of key intersections and possible trouble-spots;
- (g) Real-time traffic monitoring and adjustment of traffic signals to provide optimal traffic flow; and
- (h) Additional incident response staff on the wider State highway and local road network, in case of incidents requiring prompt clearance.

122 The communications strategy was so successful that 70% of those who would normally travel, elected not to travel or went elsewhere. A survey of users several days prior to the closure showed that over

87% of those surveyed were aware of the closure and would alter their travel plans accordingly. The NZTA received many accolades for its handling of the event with no direct complaints received during the closure.

- 123 This example of a full SH1 closure has been highlighted as a worse case example of the scale of effects which the NZTA has been able to successfully manage. While we do not anticipate any full motorway closures being required as part of the Waterview Project, our track record demonstrates that we are capable of, and have proven our ability to proactively and successfully manage the implementation and effects of constructing large scale roading projects.

### **PROPERTY PURCHASE PROGRAMME**

- 124 Significant property acquisition is required for the Project. As a result, and in response to identified potential social effects, the process of property negotiations and access has been running alongside the planning process for the Project.
- 125 The NZTA requires different property rights for the Project, which can broadly be summarised as:
- 125.1 Temporary occupation of surface land during construction, after which the land will be remediated and able to be used by the owners;
  - 125.2 Fee simple ownership of properties affected by surface road, shallow tunnels and other Project works. This includes land required for the Project for replacement of existing open space and railway land and mitigation;
  - 125.3 Fee simple ownership of strata for deep tunnels. Here the NZTA only requires ownership of an underground portion of the property. This will allow the owner to retain ownership of the balance of the property, including the surface. (A land covenant will be registered on the title to record the existing statutory restrictions on what can be done on the land above that tunnel); and
- 126 Property rights are required from approximately 160 separate owners for the Project (this includes surface and strata property rights).
- 127 These property rights are owned by a range of parties, from government agencies (such as Auckland Council, Ministry of Education, Housing New Zealand (*HNZ*) and KiwiRail), to private individuals.

- 128 As one of the key landowners and stakeholders, the NZTA has been talking to HNZ about this Project since 2006. To assist both parties, an agreement was reached whereby HNZ would sell the directly affected HNZ properties to the NZTA and then lease back those properties. This arrangement allowed HNZC to progressively manage the resettlement of its affected families.
- 129 Throughout this process, the agreement with the NZTA has allowed HNZ to be kept up to date which in turn has enabled HNZ to communicate with its families as decisions have been made and new information has been made available. At the time of writing, this has successfully resulted in the settling of all but 15 families, which HNZ is currently working towards relocating by April 2011.

### **Negotiation and Acquisition Processes – Separate from the RMA**

- 130 Acquisition is undertaken pursuant to the Public Works Act 1981 (*PWA*) in the name of the Crown, which acts on behalf of the NZTA through professional suppliers of property acquisition services who are accredited by Land Information New Zealand (*LINZ*). For ease of reference, I will refer to the NZTA as acquiring the property rights, as the NZTA is responsible for managing and directing the property acquisition process.
- 131 The PWA provides for:
- 131.1 Acquisition by negotiation if possible, with compulsory acquisition ultimately available in the event that “good faith” negotiations prove unsuccessful;
  - 131.2 Reimbursement of owners’ reasonable legal and valuation costs;
  - 131.3 Compensation on a current market value basis for all property rights that are acquired, with a specific dispute resolution process involving the Land Valuation Tribunal if required; and
  - 131.4 A statutory right of objection to the Environment Court against a proposed compulsory acquisition on specific certain statutory grounds.
- 132 In some cases, the NZTA needs to acquire land to transfer to other parties from whom the NZTA has acquired land for this Project (such as existing open-space and railway land), to replace the amenities that would otherwise be lost.
- 133 In addition to the designated land there is some privately owned land which the NZTA seeks to acquire to transfer to Auckland Council for open space replacement. Although not designated, the NZTA is negotiating to acquire these properties under the PWA.

When acquired, these properties can be transferred to Auckland Council as part of the equivalent reinstatement compensation package for existing reserve/open space that the NZTA requires for the Project.

- 134 The PWA acquisition and compensation processes are entirely separate from the RMA, designation and Board of Inquiry processes, and accordingly, I understand are outside this Board's jurisdiction.

#### **Progress to Date**

- 135 The NZTA has been negotiating for several years with owners who wish to sell and have approached the NZTA. At lodgement, approximately two-thirds of the property rights required for the Project have already been acquired in this way.
- 136 More recently, the NZTA has started engaging with all remaining owners of property rights that will be required for the Project. Based on the NZTA's experience with other major roading projects, the vast majority of these property rights will be able to be acquired by agreement. In order to avoid delay to Project construction, it may be necessary in a small number of cases to use the compulsory acquisition provisions of the PWA to secure the requisite property rights.

#### **COMMENTS ON SUBMISSIONS**

- 137 I have read submissions that have been made on the Project, in particular those relating to the NZTA's objectives, need for the Project and the Project scope. In the following section of my evidence, I will respond to these submissions to the extent not already covered by my evidence.
- 138 I would like to begin by noting that various submitters have provided full support for the granting of consents and subsequent completion of this Project.<sup>30</sup>

#### **St Lukes Interchange**

- 139 A number of submitters have requested that improvements be made to the St Lukes Road Interchange as part of the Waterview Connection Project.<sup>31</sup>
- 140 The St Lukes Interchange has not been included as a core component of the Project because its performance is not predicted to significantly change following the introduction of the Waterview Connection.

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<sup>30</sup> For example, Submitter Nos. 1, 3, 5, 6, 7 and 8.

<sup>31</sup> These include Submitter Nos. 111 and 130.



- 141 The NZTA is however in the process of investigating improvement options to the Interchange as a separate project. If this assessment identifies that improvements should be further pursued, then this will be progressed through the NZTA's standard National Land Transport Programme approach, with its funding priority being assessed against other projects within the programme.

**Connection to Eric Armshaw Park**

- 142 Various submitters<sup>32</sup> have requested that the NZTA mitigate any reduction in connectivity caused by the Project by constructing a new pedestrian and cycle bridge across SH16 from Eric Armshaw Park to Point Chevalier.
- 143 Having received technical advice on this issue, the NZTA has not included this connection within its Project scope, as it is not considered to mitigate any loss in connectivity. Through the Great North Road Interchange, all existing pedestrian and cycling connections will be retained by the Project and provision is made for a connection to Eric Armshaw Park within the SH16 designation (north of the Great North Road Interchange).
- 144 However, further to the north, along Great North Rd, the Project will be improving pedestrian and cycling facilities via new pedestrian crossing phases across the Great North Road citybound off ramp, and through the new cycle and walking connections adjacent to the Star Mill site and Oakley Creek.
- 145 While the SH16 causeway is being widened in the vicinity of the requested bridge, there is no existing access across this portion of the motorway corridor. In other words, the connectivity sought by those submitters would be new.

**Great North Road cycleway**

- 146 Various submitters<sup>33</sup> have requested an upgrade of the Great North Road cycleway adjacent to the Project area.
- 147 The operation of Great North Road is the responsibility of Auckland Council and Auckland Transport. As confirmed in Mr Murray's evidence, the Project traffic assessment illustrates a small reduction in traffic volumes on Great North Road, not an increase. As a result, the improvements sought would not be mitigating a Project effect. I can confirm, however, that the NZTA remains happy to work with Auckland Council and Auckland Transport to see what benefits can be achieved through co-ordinating any works in that area.

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<sup>32</sup> Including Submitter Nos. 51, 87, 120 and 162.

<sup>33</sup> Including Submitter Nos. 115, 119, 185, 205 and 209.

### **Further bridges**

- 148 A number of submitters have requested that the NZTA construct new pedestrian and cycling bridges across areas such as Oakley Creek between Great North Road and either UNITEC or Phyllis St reserve, and across the western rail corridor.<sup>34</sup>
- 149 Through this section of the Project, the new motorway corridor will be underground within a tunnel. The NZTA Board considers this to be a significant mitigation of environmental/social effects on the community. As such, on the advice of its experts, the NZTA does not see new bridge connections in either of these locations as being mitigation for any severance caused by the (underground) corridor.
- 150 In earlier stages of the Project, the NZTA did investigate opportunities to improve the Waterview community's ability to access open space on the east of Great North Road. This was investigated as an option (e.g. if it was not possible to replace lost open space within Waterview). The NZTA has since developed a proposal to replace open space within Waterview, as discussed in the evidence of Mr Dave Little. As a result, the NZTA does not consider these connections to be required mitigation for open space effects within Waterview.

### **Access to SH20**

- 151 Various submitters have requested that access to the new SH20 connection be provided for the Waterview and Point Chevalier communities.<sup>35</sup>
- 152 As outlined earlier in my evidence, the NZTA has undertaken a comprehensive option evaluation process over a 10 year period. Providing further connections to the new SH20 alignment has been investigated, and the constraints and implications of doing so has been summarised in the evidence of Mr Andrew Murray.
- 153 The provision of local access to SH20 in proximity to the Great North Road Interchange, if possible, would require a larger Project footprint, and would come at increased environmental, and financial costs, compared to the current proposal, as explained in the evidence of Mr Andre Walter. The assessment by Mr Murray shows that a connection of this type would likely have a detrimental impact on the performance and usability of the motorway and local network. When combined with the reasons outlined above, the NZTA does not consider these further motorway connections are warranted.

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<sup>34</sup> These include Submitter Nos. 26, 36, 142, 143 and 227.

<sup>35</sup> Including Submitter Nos. 62, 63, 120, 160 and 162.

### **Mitigation around the northern portal**

- 154 Various submitters have requested that NZTA provide a number of mitigation responses around the northern portal, such as a new school hall or community facilities at Waterview Primary School and the permanent relocation of Waterview Kindergarten.<sup>36</sup>
- 155 The NZTA has met with Waterview Primary School to discuss the mitigation requirements of the Project. On the advice of the planning and environmental team, the NZTA has put forward conditions to provide appropriate environmental standards for these facilities regarding key concerns such as air quality, noise and vibration control (e.g. relocation of the Kindergarten and internal noise standards). We continue to work with the Ministry of Education, Waterview Primary School and Kindergarten on the specific mitigation to achieve these standards. The NZTA is committed to ensuring that these conditions are met during the implementation of the Project.

### **Cycleway connection from SH20 to SH16**

- 156 Various submitters have requested that the NZTA connect the two cycle ways that run adjacent to SH16 and SH20.<sup>37</sup>
- 157 The NZTA is committed to providing appropriate cycling and walking infrastructure as key components of our State Highway projects. In the case of the Waterview Connection Project, we are lengthening and upgrading substantial lengths of the existing North Western cycleway. We are also extending the extent of the SH20 cycleway in the portions of the Project that are at grade within our motorway corridor. In addition, where the Project is removing existing access (such as through Hendon Park), we are replacing access in the form of a new pedestrian and cycle bridge.
- 158 The NZTA has ensured that the design of the cycleway components will integrate into the long term regional cycle network through the development of the Network Plan and the NZTA's Urban and Landscape Design Framework.
- 159 Cycle Action Auckland<sup>38</sup> has raised a number of good points and the NZTA is currently reviewing this submission in more detail to determine what aspects could be incorporated into the Project design.
- 160 In the case of the cycleway sections requested by the submitters, I would note that the indicative route they seek is contained almost solely within the Auckland Council's reserve and roading network.

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<sup>36</sup> Including Submitter Nos. 79, 119, 129, 143 and 180.

<sup>37</sup> Including Submitter Nos. 79, 119, 129, 143 and 180.

<sup>38</sup> Submitter No. 79.

As the Project is within tunnel for this section (i.e. Sector 8), no surface motorway designation has been sought. As a result, I cannot accept submitters' views that a new above ground cycleway could be established as, or form part of the NZTA's State highway cycle network.

- 161 It is instead the NZTA's view that the provision of this infrastructure would sit with Auckland Council and Auckland Transport, whose remit would allow them to progress the majority of this cycleway connection through their own roading and open space networks independently of the Project. The NZTA, through its funding arm, could however be involved with implementation of the works if they are subject to subsidy requests.

### **Project options**

- 162 Various submitters have stated that the motorway should either be constructed as a full tunnel or that the southern portal be extended further south (i.e. to Maoiro Street).<sup>39</sup> Submitter No. 168, by contrast, has questioned why the NZTA rejected a full surface option. Submitters have also questioned the form and scale of the SH16 reclamation.<sup>40</sup>
- 163 As discussed earlier in my evidence, and as detailed in Chapter 11 of the AEE, the NZTA has looked at numerous Project options over the lifespan of the investigations, including many of the options requested by submitters or referred to in submissions. The current Project has been endorsed by the NZTA Board as it is seen as an appropriate balance of transport connectivity and value for money, with much reduced social and environmental effects (compared to a full surface scheme).

### **Undergrounding of ventilation buildings**

- 164 Various submitters have requested undergrounding or relocation of the northern and southern ventilation buildings.<sup>41</sup>
- 165 As discussed earlier, the NZTA has assessed various options within the Project's scope and considers that the current proposal is the most appropriate balance of functionality, value for money and social and environmental effects.
- 166 I note that Mr Andre Walter's evidence explains in more detail the implications of moving the ventilation stacks. The evidence of Mr Gavin Fisher and Ms Siiri Wilkening explain that, with the various conditions proposed, any adverse air, noise or vibration effects can be suitably mitigated within the proposed locations.

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<sup>39</sup> Including Submitter Nos. 129, 178, 185 and 191.

<sup>40</sup> Including Submitter Nos. 129, 178, 185, and 191.

<sup>41</sup> Including Submitter Nos. 185, 190, 235 and 250.

167 As set out in the NZTA's evidence, further design options for the ventilation buildings and stacks have been developed since lodgement of the Project to demonstrate that submitters' concerns regarding their visual appearance can be appropriately mitigated. I also note that the NZTA is committed to developing a design for these buildings that meet stakeholders' expectations and the NZTA's urban design polices, as reflected in the proposed conditions attached to Ms Lynne Hancock's evidence.

#### **Project need**

168 Submitters have questioned the need for the Project and suggested improvements should instead be made to passenger transport and existing roads.<sup>42</sup>

169 As discussed earlier in my evidence, the Project has consistently been endorsed by National and Regional polices as being a high priority and a key part of the Auckland Region's Transport Network. In particular, I would reiterate that the 2010 RLTS, which is a statutory document prepared under the LTMA, endorses the completion of the Western Ring Route. This endorsement has been made in the context of a multi modal assessment which also considered public transport, roading, walking and cycling and Travel Demand Management (*TDM*) initiatives.

#### **Extent of mitigation**

170 Various submitters have questioned the extent of mitigation and requested more compensation to local communities before and after construction.<sup>43</sup> On a number of occasions during consultation meetings, members of the public have also stated that, because the NZTA is already spending \$2 billion on this Project, it should be willing to spend further money on mitigation and general community enhancement.

171 The NZTA's response is that, for the very fact that the Project is already costing the taxpayer up to \$2 billion, the NZTA is obliged to ensure that any additional expenditure is warranted.

172 While the NZTA cannot be responsible for fully funding all proposals adjacent to the Project area, it remains committed to making every effort to put in place a Project that will facilitate the wider outcomes of the Auckland Region. In this regard, the NZTA has developed the Network Plan (discussed earlier in my evidence), with the Auckland Councils to identify any non-State highway projects or opportunities which can complement the investment the NZTA is making with this Project.

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<sup>42</sup> Including Submitter Nos. 54, 115, 119 and 235.

<sup>43</sup> Including Submitter Nos. 172, 186, 203, 228 and 230.

- 173 I would also like to reiterate that tunnelling the majority of the new SH20 connection is significant mitigation in itself. Unfortunately, this often appears to be overlooked by submitters.

#### **Urban design**

- 174 Submitters have claimed that the Project does not meet the NZTA's own Urban Design Policy objectives.<sup>44</sup>
- 175 As part of the Project development process, the NZTA has produced an Urban and Landscape Design Framework which is discussed in the evidence of Ms Lynne Hancock.<sup>45</sup> This demonstrates and confirms the NZTA's commitment to our Urban Design Policy. We will also ensure, through our construction procurement contracts, that the final Project design reflects the NZTA's Policy.

#### **Public transport**

- 176 Submitters have questioned the adequacy of public transport provision in the Project.<sup>46</sup>
- 177 The NZTA has designed the Project to deliver on the regionally agreed Passenger Transport Network, as identified in ARTA's PTNP (discussed earlier in my evidence). In relation to the SH16 portion of the Project, this will result in a doubling in length of shoulder bus lanes, plus additional bus priorities coming onto and off the Te Atatu Rd Interchange.
- 178 The NZTA also undertook preliminary investigations in conjunction with ARTA to confirm that the current designs for the Te Atatu Rd Interchange would not preclude opportunities to provide more advanced bus facilities if required in the future.
- 179 In addition to these public transport facilities within the Project, the NZTA has also identified, within the Network Plan, further opportunities for passenger transport improvements on the local roading network.<sup>47</sup> While the implementation of these projects will be the responsibility of Auckland Council, the NZTA is still likely to be involved through its funding arm.
- 180 Finally, while it is not the NZTA's responsibility to construct rail infrastructure, our Project does maintain the land corridor for a

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<sup>44</sup> For example, Submitter Nos. 213 and 230.

<sup>45</sup> This document is a non-lodged supporting document available on the Waterview application website. It has been developed as an aspirational document in a collaborative manner with the relevant Auckland Councils to understand how the Project may be able to integrate into future initiatives undertaken by Auckland Council or Auckland Transport.

<sup>46</sup> Including Submitter Nos. 33, 43, 185, 191 and 245.

<sup>47</sup> For example on Great North, Carrington and Mt Albert Roads.

future South Western Rail designation (to the north of the proposed carriageway within and adjacent to Hendon Park).

- 181 Submitters have also requested the future proofing or implementation of busway standard public transport on SH16.<sup>48</sup>
- 182 As explained earlier, in our view the NZTA is providing for the appropriate level of passenger transport infrastructure (as identified within ARTA's PTNP) through shoulder bus lanes. By contrast, a busway standard facility would be classified as a Rapid Transit Network (RTN) connection under the definition within ARTA's PTNP. In the case of the Western Suburbs, ARTA has identified that the Western Rail line will be the corridor for an RTN connection into the CBD - not SH16. This is based on the assumption that the Region's passenger transport system should operate as a single co-ordinated network, rather than having different transport modes (i.e. bus and rail) competing against each other for patronage.
- 183 Finally, I would note that while the NZTA is not providing for a busway facility within its SH16 designation, we are not precluding the ability to implement a busway in the future, if Regional plans were to change.

#### **Air and noise effects**

- 184 Submitter No. 205 raised the issue that they were "told by NZTA to believe Air and Noise pollution levels will not deteriorate at Waterview Primary School when no control has been developed, and outcomes are not known".<sup>49</sup>
- 185 The technical experts have advised the NZTA, as reflected in the evidence of Mr Gavin Fisher and Ms Siiri Wilkening, that subject to their identified mitigation conditions being implemented, there will be no greater air or noise impacts at the School with the Project in place.

#### **Consultation process**

- 186 Submitters have raised issues with the NZTA's consultation process.<sup>50</sup>
- 187 I am confident that the NZTA has undertaken a consistently robust consultation process for the Project over a number of years (as outlined within Chapter 10 of the AEE and in Ms Amelia Linzey's evidence). While the NZTA and the Project team do the best they can to consider carefully and take into account consultation feedback received during Project development, the simple fact is

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<sup>48</sup> Including Submitter Nos. 18, 115, 119, 185 and 227.

<sup>49</sup> Paragraph (4) of Submission No. 205 (Steven Hart).

<sup>50</sup> Submitter Nos. 136, 135, 160 and 249.

that the NZTA cannot then accept all requests for changes within our Project design.

- 188 Further, that feedback is often not consistent, reflecting the vast variety of views, interests and priorities across the community. The NZTA must therefore balance all the competing considerations and issues, while also ensuring that its Project objectives are met and environmental effects minimised.
- 189 For example, various submitters requested changes to the Project design to provide for more open space.<sup>51</sup> There have also been requests to take both more and less residential dwellings.<sup>52</sup>
- 190 As discussed earlier in my evidence (and Chapter 11 of the AEE), the NZTA has looked at numerous Project options over the lifespan of the investigations, including options that have differing open space impacts and residential property removals. The current proposal has been endorsed by the NZTA Board as it is seen as an appropriate balance of transport connectivity and value for money with much reduced social and environmental effects compared to (for example) a full surface scheme.

#### **Financial responsibility**

- 191 Submitters have requested confirmation that financial responsibility for meeting various conditions sits with the NZTA.<sup>53</sup>
- 192 I can confirm that the NZTA will be financially responsible for meeting any consent or designation conditions imposed on the Project.

#### **Potential soil disposal site**

- 193 Submitter Nos. 187 and 189 have given support to the disposal of the Project's tunnel spoil within Onehunga Bay as part of a potential reclamation project in that area.
- 194 The NZTA is well aware of the project referred to in these submissions and understands that it is yet to begin its consenting process. We will continue to work with the Auckland Council as it progresses that project and monitor any opportunities that may develop for spoil disposal.

#### **Construction Yard**

- 195 Submitters have raised issues regarding the proposed construction yard within Harbourview Orangihina Park and requested alternative

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<sup>51</sup> For example, Submitter Nos. 26, 35, 36, 60, 140.

<sup>52</sup> Including Submitter Nos. 186 and 230.

<sup>53</sup> For example Submitter Nos. 125, 151, 155, 185 and 186.



yard location and compensation proposals to protect the Te Atatu Pony Club.<sup>54</sup>

- 196 The NZTA will continue to work with Auckland Council as the landowner of this property to resolve any temporary occupation issues using standard Public Works Act approaches. Subject to agreement with Auckland Council, the NZTA's intent is to manage the proposed works on this site to enable the Club to continue over construction and for full use to be returned following construction works.

### CONCLUSIONS

- 197 The NZTA's Board has confirmed its view that the Project delivers on the outcomes of the GPS and the NZTA's own Investment and Revenue Strategy. In doing so, it has provided funding for the procurement and construction of the Project.
- 198 The development of the Project has been ongoing for more than 10 years and as such, it is now well aligned with both national and regional landuse and transport policies including the key transport planning document for Auckland, the Regional Land Transport Strategy 2010.
- 199 The Project is the last remaining link required to connect the Western Ring Route, a Road of National Significance, and it is a strategically important component of Auckland's State Highway network.
- 200 Overall, the Project delivers a total transport solution for the region. It provides the required capacity improvements to the State highway network, while removing vehicle movements off a number of local roads. It provides for all modes by delivering on regionally agreed passenger transport improvements through SH16 and builds on adjacent walking and cycling networks.
- 201 On behalf of the NZTA, I respectfully request that the Board grant the resource consents sought and confirm the notices of requirement lodged for the Project.




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**Tommy Parker**  
**November 2010**

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<sup>54</sup> Including Submitter Nos. 64, 105, 145, 150 and 174.

**Annexures:**

- A – NZ Transport Strategy 2008 (excerpt)
- B – Government Policy Statement (excerpt)
- C – National Land Transport Programme (excerpt)
- D – SH16/SH20 Connection Options - January 2009
- E – Comparison of May and December 2009 Options

**ANNEXURE A – NZ TRANSPORT STRATEGY 2008 EXCERPT**

THE NEW ZEALAND

# TRANSPORT STRATEGY

2008



VISION  
OBJECTIVES  
TARGETS  
CHALLENGES  
ACTIONS



### 1.3.1 VISION

The government's vision for transport in 2040 is that: *'People and freight in New Zealand have access to an affordable, integrated, safe, responsive and sustainable transport system.'*

This vision is based on the following principles:

*Affordable* – the transport system needs to be affordable for individuals, households, businesses, regions, local government and central government. A key component of affordability is the need for all investments in transport to be cost-effective and represent value for money.

*Integrated* – the transport system needs integration between different forms of transport, so that travel from one end of a journey to the other is straightforward and seamless. Transport and land-use planning must also be integrated so that demand for travel is managed and public investment is used efficiently.

*Safe* – the transport system needs to be based on design, operating and maintenance standards that protect people and property.

*Responsive* – the transport system needs to be responsive to users by recognising that people wish to travel and move freight at different times and by different modes. It must also be prepared for, and able to recover well from, unforeseen events (such as floods and earthquakes).

*Sustainable* – the transport system needs to contribute to achieving New Zealand's economic, social, environmental and cultural goals for the benefit of current and future generations.

Further details on the principles for transport to 2040 are provided in Appendix A.

### 1.3.2 OBJECTIVES

This Strategy retains the five transport objectives from the 2002 Strategy. These are:

- ensuring environmental sustainability
- assisting economic development
- assisting safety and personal security
- improving access and mobility
- protecting and promoting public health.

These objectives have equal importance and it is expected that progress will be made on all of them over time. However, the need for transport to be more responsive to issues, such as climate change, means there will be a focus on achieving better environmental outcomes in the short to medium term. Government transport agencies that develop land transport programmes are legally required to consider the impact of their activities on the objectives. More widely, it is expected that central and local government decision-making on the development of the transport system will, collectively, contribute to all of the objectives.

A number of the transport sector outcomes are set out in Appendix B. These provide a more detailed description of what the government wishes to achieve in relation to each objective. The transport sector outcomes have a particular role in defining and measuring the work of transport Crown entities.

**ANNEXURE B – GOVERNMENT POLICY STATEMENT ON LAND  
TRANSPORT FUNDING EXCERPT**

# **GOVERNMENT POLICY STATEMENT**

## **ON LAND TRANSPORT FUNDING**

2009/10 – 2018/19

MAY 2009

## **ROADS OF NATIONAL SIGNIFICANCE**

21. The government has listed seven initial Roads of National Significance as a statement of national road development priorities. This statement serves as a focus for investment to achieve economic growth and productivity. The seven roads listed are:
- Puhoi to Wellsford – State highway 1
  - Completion of the Auckland Western Ring Route – State highway 20/16/18
  - Auckland Victoria Park bottleneck – State highway 1
  - Waikato Expressway – State highway 1
  - Tauranga Eastern Corridor – State highway 2
  - Wellington Northern Corridor (Levin to Wellington) – State highway 1
  - Christchurch motorway projects.
22. These are seven of New Zealand's most essential routes that require significant development to reduce congestion, improve safety and support economic growth. The purpose of listing roads as nationally significant is to ensure these priority roading developments are taken fully into account when the NZTA develops the National Land Transport Programme.
23. Planning for the future development of the land transport network should reflect the importance of these roads from a national perspective and the need to advance them quickly. The National Land Transport Fund can be used for the future development of the Roads of National Significance. Roads of National Significance will be part of the National Infrastructure Plan.
24. Further Roads of National Significance may be added over time.



**ANNEXURE C – NATIONAL LAND TRANSPORT PROGRAMME  
2009-2012 EXCERPT**

# National Land Transport Programme 2009-2012



# The NZTA strategic direction

The NZTA's Investment and Revenue Strategy (IRS) communicates the NZTA Board's investment intentions. It's a high-level direction-setting and prioritisation tool that helps the NZTA to balance competing priorities and select the best possible mix of activities for funding – all with the goal of advancing progress against the objectives of the Land Transport Management Act 2003 (LTMA) and the *Government policy statement on land transport funding 2009/19 – 2018/19* (GPS).

The Investment and Revenue Strategy aims to ensure that the NLTP gives effect to the GPS in the short to medium term and, in the long term, that the NZTA's investment decisions and business priorities are aligned with the outcomes and impacts specified in:

- the LTMA
- the NZTA's five strategic priorities, which are to: improve customer service and reduce compliance costs, improve road safety, freight efficiency and public transport effectiveness, and plan for and deliver roads of national significance.

## Government expectations

The GPS is the government's statement that sets the strategic direction for investment in the land transport sector and provides funding ranges for individual 'activity classes'. The NZTA's role is to decide on the specific activities and combinations of activities in which to invest.

The GPS specifies a number of impacts that the government expects to achieve through the NLTP. These are:

- impacts that contribute to economic growth and productivity:
  - improvements in the provision of infrastructure and services that enhance transport efficiency and lower the cost of transportation through:
    - improvements in journey-time reliability
    - the easing of severe congestion
    - more efficient freight supply chains
    - better use of the existing transport capacity
    - better access to markets, employment and areas that contribute to economic growth
    - a secure and resilient transport network
- other impacts:
  - reductions in deaths and serious injuries as a result of road crashes
  - more transport choices, particularly for those with limited access to cars where appropriate
  - reductions in the adverse environmental effects of land transport
  - contributions to positive health outcomes.

## NZTA investment priorities

Given the GPS's requirement that the NZTA focus on activities that make the greatest contribution to New Zealand's economic growth and productivity, this NLTP prioritises activities that make the most significant contribution to one or more of:

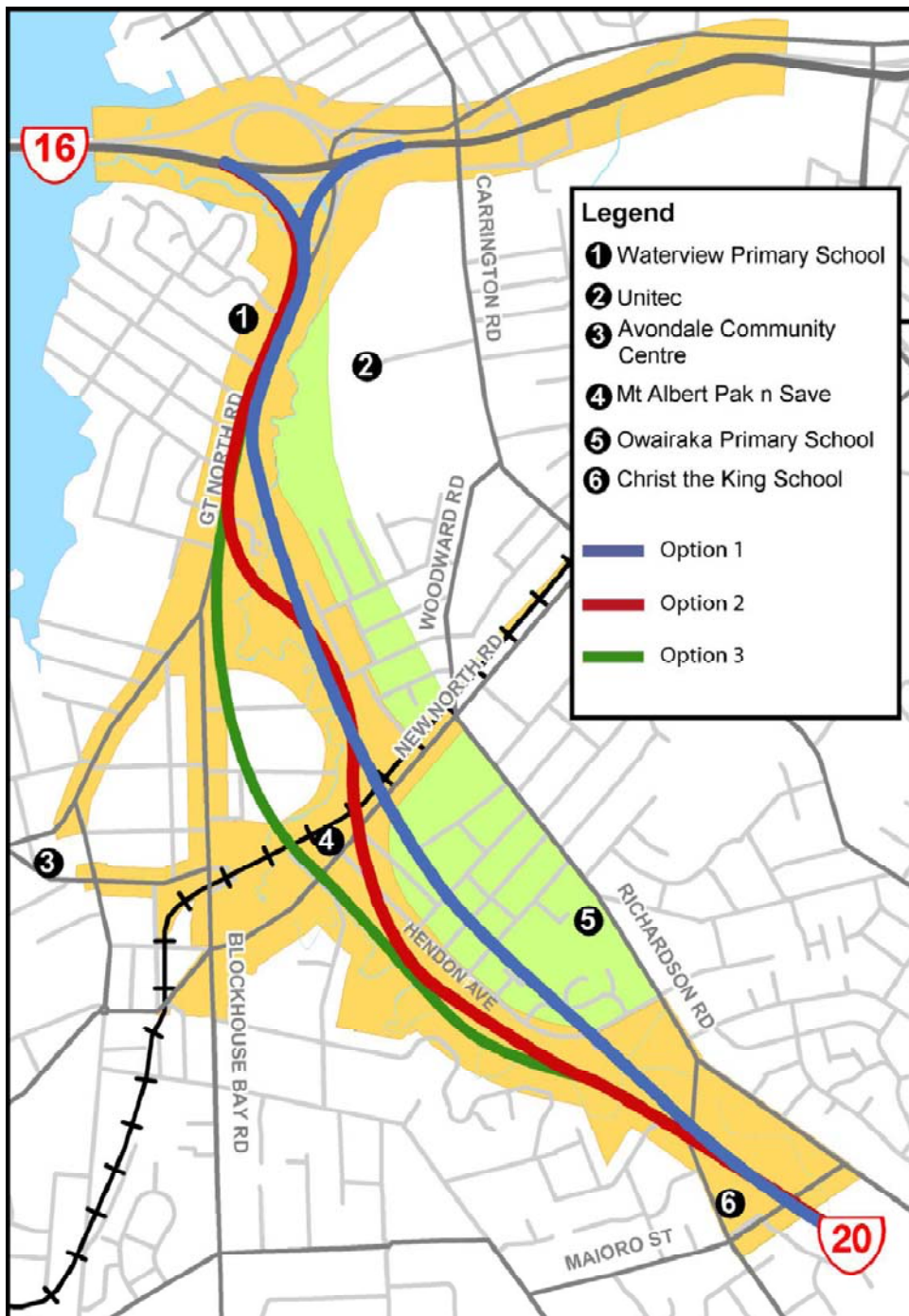
- roads of national significance (RoNS) and local roads critical to RoNS
- key freight and tourism routes
- key urban arterials
- public transport initiatives to ease severe congestion
- 'model' urban walking and cycling communities<sup>1</sup>
- making better use of the existing transport infrastructure
- optimising the existing capacity of, and service levels on, highly trafficked roads.

The priority given to RoNS, key freight and tourism routes, key urban arterials and model urban walking and cycling communities is new for the NZTA. Strategic plans are being developed for each

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<sup>1</sup> Model communities aim to reduce congestion by providing user-friendly environments for walking and cycling

**ANNEXURE D – SH16/SH20 CONNECTION CONNECTION OPTIONS –  
JANUARY 2009**





**ANNEXURE E – COMPARISON OF MAY AND DECEMBER 2009  
OPTIONS**

