

Transmission Gully Board of Inquiry

Consent Condition NZTA.3B

Consultation summary – Proposals for SH59, Paremata Road, Mana Esplanade and St Andrews Road

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1. Purpose

This report was collated to meet the Transmission Gully Board of Inquiry (BOI) condition NZTA.3B. The scope of the targeted consultation is relative to this condition. This is the decision-making report for the time being until the Strategic Plan is commissioned. The Strategic Plan will consider the wider transport opportunities along the State Highway 59 (SH59) Linden to Mackays Crossing corridor, together with issues that have been raised as part of this BOI consultation. All views and feedback provided in this consultation process will be considered further in the development of the Strategic Plan.

The purpose of this report is to summarise the targeted consultation that was undertaken as part of the Transmission Gully Board of Inquiry (BOI) condition NZTA.3B and report on the outcomes of this consultation to Porirua City Council and Greater Wellington Regional Council for the purposes of ensuring that Porirua City Council and Greater Wellington Regional Council are fully informed of the views of the public and the bodies consulted, and of the Requiring Authority's intended response to that consultation.

Our response to this consultation is detailed in [section 5](#).

There are two separate BOI conditions that Waka Kotahi must comply with by 31 March 2023.

1. NZTA.3B and,
2. NZTA.83 Traffic Safety Audit

Work to comply with both conditions was undertaken in parallel to achieve the required timeframe. This report relates to condition NZTA.3B only. However, in undertaking the required consultation there was some relative reference to the consent condition NZTA.83 and some general questions. The Traffic Safety Audit was not available during consultation period, as it was prepared concurrently in order to meet the specified timeframes.

The following documents are attached as appendices:

- *The consultation condition NZTA.3B and the traffic safety audit condition NZTA.83 is extracted and provided in appendix A.*
- *The Waka Kotahi proposals can be found in appendix B.*

2. Background

Following the Appeals to the Environment Court on the Application for a Notice of Requirement for a designation to upgrade the section of SH1 (now SH59) between the Plimmerton weigh station and just south of the Paremata Roundabout (the Urban Section), Waka Kotahi (then Transit NZ) entered into a Heads of Agreement with PCC and Wellington Regional Council in August 2000.

In that Heads of Agreement, Waka Kotahi undertook to consult with PCC and WRC in relation to post-Transmission Gully proposals for State Highway 1 including:

- a) Ownership and control over State Highway 1;
- b) The future of the existing Paremata Bridge;
- c) The future of the four laning of St Andrews Road between Acheron Road and James Street;
- d) Measures (to the extent that they are legally available) to restrict or discourage heavy vehicle movements through the Urban Section; and
- e) Other measures required to ensure an adequate level of service for the traffic volumes and traffic type expected to use this part of the corridor.

As a result of the Heads of Agreement and submissions received by the Transmission Gully BOI, the existing SH1 designation condition (59) was replicated into the Transmission Gully designation condition NZTA.3B.

Under the Transmission Gully BOI condition NZTA.3B, no earlier than six months after the commencement of SH1 Transmission Gully / Te Aranui ō te Rangihaeata and no later than 12 months from that date, Waka Kotahi was required to undertake targeted consultation with Porirua City Council, Greater Wellington Regional Council, Paremata Residents Association Inc, Plimmerton Residents Association Inc, and Ngāti Toa Rangatira in relation to our proposals for *State Highway 59 Paremata Road, Mana Esplanade and St Andrews Road*.

Waka Kotahi acknowledges Ngāti Toa as mana whenua for this part of the greater Wellington region. We engage with Ngāti Toa through their iwi authority, Te Rūnanga O Toa Rangatira.

Waka Kotahi representatives met with Porirua City Council, Greater Wellington Regional Council, Paremata Residents Association Inc, Plimmerton Residents Association Inc, and Ngāti Toa Rangatira and sought feedback on the items stated in the Board of Inquiry condition with proposals being focused on a longer-term approach and the full extent of State Highway 59 (SH59).

Waka Kotahi is developing a Strategic Plan for the full extent of SH59. This plan will consider the impacts of future population and employment growth as well as key urban development projects, including significant land development projects for northern Porirua and its future functions and forms. Wider consultation on this plan with communities and further stakeholder groups will take place.

During consultation, we provided an informational flyer (Appendix B) about the extent of the road covered by the condition and our proposals. The flyer included the following information:

- The extracted Board of Inquiry Condition and a map detailing the area of consultation
- Consultation process and timeline
- Decision making process
- Information on traffic data, traffic signals and future growth
- Waka Kotahi proposals

And other useful information such as how to contact the Programme Manager.

3. Consultation process

In arranging consultation, in-person meetings were offered to the five stakeholder groups between 16 and 26 January 2023 directly after the 2022/2023 Christmas holiday period. This allowed ample time for feedback on the consultation proposals to be considered and the formal response prepared. Meetings were held with all groups in January, with the exception of Porirua City Council, whose Councillors were not meeting until late February. In the January consultation meetings Hoana Turia (Programme Manager for Waka Kotahi) explained the consultation process and timelines, including the opportunity to meet again in early to mid-February. The offer of follow-up meetings was reiterated in February but was not required by any of the groups. A meeting with Porirua City Council was held on Thursday 23 February 2023.

Consultation times and dates

Ngāti Toa	Greater Wellington Regional Council	Plimmerton Residents Association Inc	Paremata Residents Association Inc	Porirua City Council
Wednesday 18 Jan	Tuesday 24 Jan	Wednesday 25 Jan	Thursday 26 Jan	Thursday 23 Feb
Level 2 Cobham Court, Porirua	Level 5, 100 Willis Street, Wellington	16 Cobham Court, Porirua	Mana Cruising Club, Ngāti Toa Domain	16 Cobham Court, Porirua
3pm	1pm	1pm	7pm	10am

Once the in-person consultation meetings with Greater Wellington Regional Council, Paremata Residents Association Inc, Plimmerton Residents Association Inc, and Ngāti Toa Rangitira were completed, an informational flyer (Appendix B) that had been presented at the meetings was distributed to all groups, including Porirua City Council. To ensure consistency, transparency, and support for the community, a Porirua City Council representative was involved and present at the community and mana whenua meetings.

An email reminder of the consultation deadline for all formal submissions (1 March 2023) was sent on 27 February 2023. Additional submissions from Plimmerton Voluntary Fire Brigade and three Plimmerton residents, were received after the consultation closing date. The content of those submissions has been included in this report alongside the responses from the five key stakeholder groups.

In arranging consultation, email correspondence was asked to be sent to hoana.turia@nzta.govt.nz and/or WNOR@nzta.govt.nz (the generic email address for the project). At the in-person meetings in January 2023, we explained that any additional information required by the five groups would be provided as soon as possible and confirmed the correct people for requesting further information from. However, as stated in [section 1](#) the independent Traffic Safety Audit was not available at the time of consultation. During the consultation period, Waka Kotahi took all reasonable steps to provide any available information that was requested by the groups. Any requests for information were dealt with in a timely manner to ensure the process of developing submissions was not delayed. Further information was provided to Paremata Residents Association; clarification of our proposals and a further Microsoft Teams meeting was held with one Plimmerton resident; and minor email correspondence was undertaken with a Camborne resident.

Consultation questions

Across the five groups there were some general interest questions and other specific-to-group questions. Some of the general questions addressed the following topics:

- The Traffic Safety Audit (consent condition NZTA.83) being undertaken and whether it could be provided to the community when it is available
- The Strategic Plan which considers increased housing and changes in population in and around northern Porirua, its timeframe, what it will entail and what consultation will be done
- Data collection and analysis by Waka Kotahi. Whilst all data was not shared (due to there being large amounts of continuous data) Waka Kotahi did offer to provide any available summary data

- Traffic signal operation and phasing

Some of the specific-to-group questions addressed the following topics:

- Specific asset information questions on electronic speed indicator device collection, condition of Paremata bridge, standards, and specifications
- Understanding of the BOI process and conditions

4. Consultation summary and findings

Submissions

The following consultation submissions were received and collated:

- Plimmerton Residents Association Inc.
- Individual Plimmerton Residents submissions
- Plimmerton Volunteer Fire Brigade
- Ngāti Toa Rangatira
- Paremata Residents Association Inc.
- Greater Wellington Regional Council
- Porirua City Council

Throughout the consultation process it is acknowledged that the Plimmerton Residents Association Inc. distributed information to their community and actively sought feedback via social media and other channels on several occasions, with people advised of how to provide feedback. In doing so, this meant that the broader community was given an opportunity to provide input. It is unclear whether Paremata Residents Association Inc. provided a similar opportunity to their community during the consultation process.

Summary of submissions

There were:

- 37 individual submissions that Plimmerton Residents Association Inc. collected and collated in support of the Waka Kotahi proposals.
- 4 individual submissions that Plimmerton Residents Association Inc. collected and collated which were opposed to the Waka Kotahi proposals.
- A summary showing general support from the Plimmerton Residents Association Inc.
- A separate individual submission received from a Plimmerton resident in support of the Waka Kotahi proposals.
- A submission from the Plimmerton Voluntary Fire Brigade in support of the Waka Kotahi proposals.
- A submission from Te Rūnanga O Toa Rangatira in support of the Waka Kotahi proposals.
- Submissions from Greater Wellington Regional Council, Porirua City Council and Paremata Residents Association were opposed to the Waka Kotahi proposals.

Key issues and concerns raised by the various parties include the following

Please note that our response to consultation is documented in section 5

Issues / Concerns	Waka Kotahi comments
Design and layout of the current section of road	<ul style="list-style-type: none"> • The community want wider footpaths through this section (Plimmerton and Paremata)
	<ul style="list-style-type: none"> • Both of the Paremata bridges are structurally sound and inspected regularly. This response was provided to Paremata Residents

Issues / Concerns	Waka Kotahi comments
	<p>Residents Association Inc and Porirua City Council)</p> <ul style="list-style-type: none"> • There is a stormwater issue near Plimmerton roundabout that causes flooding and should be addressed (Plimmerton Residents Association) • The age of the bridge calls into question its structural integrity (Plimmerton Residents Associations Inc) • Parking should be provided on the western side of Mana Esplanade (Paremata Residents Association Inc) • There is a concern that no change is significantly focused on motorised traffic and does not contribute to the Emissions Reduction Plan (Greater Wellington Regional Council) • There is concern around speeds and red light running (Paremata Residents Association) • The corridor is not fit for purpose for non-vehicle users and vehicle user separation (Paremata Residents Association Inc)
Traffic signals	<ul style="list-style-type: none"> • Further work should be done on traffic signalised intersections including working with the community to improve the signalised intersection functionality (Plimmerton Residents Association)
Multi – modes of transport	<ul style="list-style-type: none"> • There is a need to incorporate all road users on SH59 (Porirua City Council and Greater Wellington Regional Council) • The current walkways and/or cycleways are not suitable options (various) • Options proposed for the removal of the clearway / two lanes in each direction should be replaced with two shared path lanes or parking lanes (Porirua City Council, Paremata Residents Association)
	<p>Association. State Highways are regularly inspected</p> <ul style="list-style-type: none"> • We will be looking at how we can utilise the full availability of the corridor to meet the future function and needs in the Strategic Plan, including all modes of travel, • There are opposing views, with some submissions supporting no major changes to the existing corridor until the Strategic Plan is completed, but others opposed to making no major changes to the existing corridor immediately • Waka Kotahi has investigated the issues around the Plimmerton stormwater system, and we will continue to work with stakeholder partners on a resolution • We continue to work directly with the NZ Police Road Policing Manager on road safety in the Wellington region but note that the deployment of Police resources to specific locations and/or times is a matter for Police to determine. Additionally, we will undertake monitoring of speeds along SH59.
	<ul style="list-style-type: none"> • We will be working with the community in the short-term to review traffic signal safety and signal phasing, including pedestrian crossing timings
	<ul style="list-style-type: none"> • We considered all available information related to modal priorities such as the Network Operating Framework for northern Porirua. The Strategic Plan will address the need for future modal prioritisation of specific transport modes, including working with PCC on any plans they have to improve the pre-existing cycleways • The temporary closure of the clearway lanes and/or removal of on-street parking facilities so that they can be repurposed is not a simple activity to implement. This will need to be reviewed against traffic demand, safety effects, and future development along this corridor • We will be looking at how we can utilise the full availability of the

Issues / Concerns		Waka Kotahi comments
		corridor to meet the future function and needs in the Strategic Plan
Heavy vehicle usage	<ul style="list-style-type: none"> Further work to deter heavy vehicle usage on SH59 (Paremata Residents Association) 	<ul style="list-style-type: none"> SH59, as a state highway, is an approved heavy vehicle route Typically, 75-80% of heavy vehicles (mostly through traffic) are using SH1 Transmission Gully. We will continue to meet with the appropriate road transport forums and associations to actively seek feedback, along with any Traffic Safety Audit recommendations relating to the lane utilisation for heavy vehicles
Further consultation	<ul style="list-style-type: none"> All groups support further and wider consultation at the appropriate time as the Strategic Plan progresses The role of Ngāti Toa as mana whenua needs to be recognised (Greater Wellington Regional Council and Porirua City Council) Request for more matters to be included in future consultation rather than what was provided in the Board of Inquiry (Porirua City Council) 	<ul style="list-style-type: none"> Wider consultation will be required and undertaken as part of the Strategic Plan We continue to work directly and in partnership with mana whenua The wider consultation regarding the Strategic Plan will cover the full extent of SH59 We are currently only addressing the consent condition items, as required by the Board of Inquiry. The Strategic Plan consultation will include more matters.
Environment effects	<ul style="list-style-type: none"> There is a desire for investigations into water flows at the Paremata Bridge (Plimmerton Residents Association, Paremata Residents Association) There is a desire for noise and air quality assessments to take place (Paremata Residents Association) 	<ul style="list-style-type: none"> This was not required under the consent requirements for the second bridge. Waka Kotahi has previously advised that we will not be undertaking hydrological modelling. We do not consider it necessary to undertake water flow investigations with respect to the existing Paremata Bridge(s) Waka Kotahi will not be undertaking noise and air quality assessments as part of considering the continuation of four-laning. This was not required under the consent requirements and the large reduction in traffic volume on SH59 since Transmission Gully opened is expected to have led to reduced noise and improved air quality along the SH59 corridor.
State Highway retention	<ul style="list-style-type: none"> There is a suggestion that Porirua City Council would ideally take ownership of SH59 however, Paremata Residents Association Inc. support Porirua City Council in not wanting to assume responsibility. And so, there is a desire for SH59 to be retained as 	<ul style="list-style-type: none"> It has been determined by Waka Kotahi's Board that State Highway 59 should be retained as a state highway for resilience. Over the last 12 months we have seen the benefits of its retention during various incidents along Transmission Gully.

	Issues / Concerns	Waka Kotahi comments
	<p>a state highway by Waka Kotahi and capacity to be reduced as well as the road layout changed (Paremata Residents Association)</p> <ul style="list-style-type: none"> Resilience should not be a priority over important community functions (Paremata Residents Association) 	
Recognitions	<ul style="list-style-type: none"> Reference to an alleged commitment that was made many years ago to remove the original Paremata Bridge once Transmission Gully was opened (Paremata Residents Association) Previously Ngāti Toa were unsupportive of the proposal to introduce four lanes many years ago but are now supportive of the four-lane retention until a strategic plan is done (Ngāti Toa) There has been a request to acknowledge original place names (Ngāti Toa) Tawhitikurī to be restored and protected with the support of Kiwirail and Waka Kotahi (Ngāti Toa) Wāhi Tapu and recognition of Iwi protected sites (Ngāti Toa) 	<ul style="list-style-type: none"> Waka Kotahi is required to comply with the relevant Board of Inquiry condition. As stated in section 5 Waka Kotahi proposes to retain the original Paremata bridge. We will work with mana whenua on the best approach to recognise and acknowledge original place names, iwi protected sites and significant sites of heritage value such as Tawhitikurī.
Alignment to other plans / targets	<ul style="list-style-type: none"> Feedback to align with the regional transport plans and strategic targets including contribution to the emission reduction plan (Greater Wellington Regional Council) The Traffic Safety Audit was raised at various times in the consultation particularly around its availability during consultation (All groups) 	<ul style="list-style-type: none"> We recognise the need to ensure a Strategic Plan for the purpose of incorporating all known plans such as the Poutiaki Plan, the regional transport plan, strategic targets, all frameworks, future growth and assessments, etc. The Strategic Plan will consider these when the transport corridor assessment is undertaken. BOI conditions NZTA.3B and NZTA.83 were undertaken in parallel due to their specified completion timeframe
Safety	<ul style="list-style-type: none"> Feedback on safety at intersections, safety of all users considering the full environment (e.g., residents, schools, road users, corridor availability, current facilities) and the competitive nature of these (All) Feedback on additional wayfinding signage and wayfinding signage obstructions on the corridor 	<ul style="list-style-type: none"> Waka Kotahi will be reviewing the independent Traffic Safety Audit to understand the safety impacts to SH59 as a consequence of opening Transmission Gully. We will implement and prioritise appropriate design solutions and interventions under our standard processes and programmes.

5. Response to consultation findings

Please note all information gathered during this consultation will be provided to the Strategic Plan governance group for incorporation.

Consultation item	Waka Kotahi response (post consultation)
Ownership and control of Paremata Road, Mana Esplanade and St Andrews Road;	Waka Kotahi's Board has signalled that SH59 will be retained as a state highway
Options relating to the future of the original Paremata Bridge;	Waka Kotahi will retain the original Paremata Bridge. The modal priority of this bridge will be decided in the future Strategic Plan
The continuation of four laning of St Andrews Road between Acheron Road and James Street;	Waka Kotahi will retain the existing four lanes along St Andrews Road between Acheron Road and James Street. The modal priority on the full corridor will be decided as part of the Strategic Plan
Measures (to the extent that they are legally available) to restrict or discourage heavy vehicle movements through the Paremata Road, Mana Esplanade and St Andrews Road;	Waka Kotahi will review the Traffic Safety Audit findings on measures to restrict or discourage heavy vehicle movements within the context of permitted activities on the state highway corridor
Other measures required to ensure an adequate level of service for the traffic volumes and traffic type expected to use the Paremata Road, Mana Esplanade and St Andrews Road	There are no planned interventions or measures at this point in time, except for adjustments to the traffic lights outlined below
Provision of arrangements for cyclists;	No further cyclist facilities are planned at this point in time
Alteration of footpath widths;	There are no changes planned to the footpath widths at this point in time
Removal of traffic lights;	<p>All Traffic signalised intersections along this corridor will be retained at this point in time.</p> <p>We will be reviewing the phasing of traffic signalised intersections. This includes working with the community on suggested improvements and considering appropriate changes. For example, we may introduce longer pedestrian crossing times.</p> <p>We received feedback on limited pedestrian crossing options at some intersections. We will work with the community to investigate how to improve pedestrian access and safe crossing options. Once the joint investigation work is</p>

Consultation item	Waka Kotahi response (post consultation)
	<p>completed, we will seek funding to implement any relevant changes, subject to prioritisation alongside other highway safety needs.</p> <p>We are aware there is further work to be done at the Steyne Avenue intersection relating to the KiwiRail controlled crossing and the Waka Kotahi signalised intersection. We will be investigating a solution for this and will seek funding to implement any relevant changes, subject to prioritisation alongside other highway safety needs.</p>
Changes to the operation of the clearways or High Occupancy Vehicle lanes;	There are no changes to the operation of the clearways or high occupancy vehicles lanes planned at this point in time.
Alteration of arrangements in relation to capacity;	There are no alteration of arrangements in relation to capacity planned at this point in time
Any changes to be sought to any NZTA designation in relation to those matters;	There are no changes to be sought to any Waka Kotahi designation in relation to these matters at this point in time

Others:

- This section of road is currently included in the full speed management plan 2024 - 2027 (next National Land Transport Programme). We are currently reviewing the speed management plans as per the recent cabinet announcement on speed management as well as alignment with the upcoming signals about the priorities for the Government Policy Statement 2023
- We will continue to undertake regular liaison with industry representatives, including la Ara Aotearoa Transporting New Zealand, and Heavy Haulage Association on feedback related to use of SH59 and SH1 Transmission Gully / Te Aranui o te Rangihaeata.
- Waka Kotahi will be considering the future form of SH59 as part of the SH59 Strategic Plan. Work on this plan is scheduled to commence in 2023. In the meantime, Waka Kotahi will not be making any changes to the form of SH59 until key decisions, including funding decisions, on the Strategic Plan have been determined.
- Retaining the current status quo for the time being will allow Waka Kotahi and Porirua City Council (as well as other stakeholders) to collaborate on the Strategic Plan along the entire length of SH59. Importantly, this plan will consider the impacts of future population and employment growth as well as key urban development projects, including the significant land development projects for northern Porirua, on its future form and function. Until this plan is completed, including associated designs and funding, we consider it is necessary to retain the SH59 Mana Esplanade in its current form.