Whakatu Arterial Link

Alternatives Assessment

Prepared For:

Hastings District Council Private Bag 9002 Hastings

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ENVIRONMENTAL MANAGEMENT SERVICES Limited

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1 INTRODUCTION AND BACKGROUND

This document has been prepared on behalf of Hastings District Council ("HDC") in support of a Notice of Requirement ("NoR") for a designation that is being lodged alongside resource consent applications for the Whakatu Arterial Link ("WAL").

Under section 168A(3)(b) of the Resource Management Act 1991 ("RMA"), a territorial authority must consider whether adequate consideration has been given to alternative sites, routes, or methods of undertaking the work if the requiring authority does not have an interest in the land sufficient for undertaking the work or it is likely that the work will have a significant adverse effect on the environment.

This report outlines the process taken to identify the proposed design and alignment of the WAL, and in doing so describes how HDC has met the requirements of s 168A(3)(b) of the RMA.

1.1 WHAKATU ARTERIAL LINK OVERVIEW

The WAL is proposed to provide a strategic roading link between State Highway 2 North ("SH2") and Pakowhai Road in order to improve connections into and out of the Whakatu Industrial area and through to the Hawke's Bay Expressway and Port of Napier.

The objectives of HDC in relation to the WAL are to enhance and improve the safety and efficiency of the transport network of the district and region so as to:

- Improve accessibility for individuals and businesses and support economic growth and productivity;
- Provide convenient, efficient and safe access for freight movements to and from the Whakatu Industrial Area;
- Promote the use of the Hawke's Bay Expressway for the road transport of freight and vehicles between the Whakatu Industrial Area and the Port of Napier;
- Provide convenient, efficient and safe access between Havelock North and the Napier/Hastings Airport and Napier's north-western employment and residential areas; and
- Enhance the safety of the Whakatu residential area by reducing freight movements through it.

A comprehensive description of the WAL is set out in the Whakatu Arterial Link Project Description prepared by GHD Ltd (GHD 2014a). The key elements of the WAL are summarised as follows:

- The WAL extends in a general southeast direction from Pakowhai Road near Rangitane Road (closed) through to State Highway 2 near the current intersection with Napier Road;
- The corridor of land is approximately 3,500 metres long, a maximum of 80 metres wide and an average of approximately 36 metres wide;
- The alignment crosses the Karamu Stream via a new bridge approximately 450 metres east of Pakowhai Road;

- Three new roundabouts are proposed where the Arterial will intersect with Pakowhai Road, Whakatu Road and State Highway 2; and
- A new level crossing on the Palmerston North Gisborne Rail Line is required.

1.2 ALTERNATIVES ASSESSMENT PROCESS

Heretaunga Plains Transportation Study (discussed later in this report) provides the basis for the WAL; it identifies the WAL as the top priority transportation project for the region.

In determining the final design of the WAL, alternatives were considered in relation to the following aspects of the project:

- Alternative route options for an arterial road connection between State Highway 2 and Pakowhai Road;
- Alternative intersection locations and layouts within the proposed route; and
- Alternative options for the safe integration of the WAL with the railway network.

The assessment process undertaken is outlined in Figure 1.

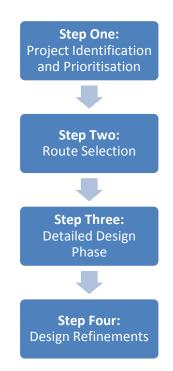


Figure 1: General Approach to Determining the Preferred Location and Alignment of the Whakatu Arterial Link

These steps relate to the consideration of alternative sites and routes. The work undertaken as part of each of the steps identified above is further described in the sections 2 to 5 below.

HDC has also considered alternative methods, including alternatives to constructing a new road at all, and alternatives to the designation method. That consideration is outlined at section 6 below.

2 STEP ONE: PROJECT IDENTIFICATION AND PRIORITISATION

The Hawke's Bay Regional Council, New Zealand Transport Agency, HDC and Napier City Council commissioned the Heretaunga Plains Transportation Study ("HPTS") to update previous studies undertaken in 2004 and 2009.

The 2004 HPTS identified the need for improved connectivity from Whakatu to Pakowhai Road. The inefficient connections out of Whakatu were identified as promoting the use of State Highway 2 as the primary freight route between Whakatu and the Port of Napier, thereby directing heavy commercial traffic through residential areas in Whakatu, Clive and Napier.

The 2009 HPTS had the primary objective of showing how future travel demand arising through development predicted to result from the strategies of HDC and Napier City Council could be met and to provide transportation predictions required for the development of the Heretaunga Plains Urban Development Study ("HPUDS").

The aim of the current HPTS as adopted in 2012 is to:

"ensure that people and goods are moved to/from and within the study area with the least cost and for the most benefit to the region's economy while enhancing its social and cultural fabric and environmental condition".

The HPTS was undertaken concurrently with, and was informed by, HPUDS. Together these documents provide a strategic plan for integrated, planned growth and servicing.

Key requirements of the HPTS are:

- Integration of the existing development strategies of Hastings and Napier and future strategy contained in HPUDS into the transportation planning process
- Remedying of the known shortcomings of the 2004 model
- Developing a method which allows for public transport forecasting
- Considering the impact of alternative modes (walking, cycling, light rail and rail) on household travel demand and freight transport (including transport "hubs") on the network
- Providing up to date and reliable information for inclusion into a reviewed Regional Land Transport Strategy, due in mid-2012.

The HPTS provided recommendations designed to achieve the following results in order of priority:

- 1. To support economic growth whilst providing a safe network which meets environmental and communities expectations
- 2. To maximise value for money
- 3. Move the region towards more sustainable transport
- 4. To implement initiatives in a staged manner based on timely reviews and investigations

On that basis, recommendations were provided for projects in the short term (2012 - 2017), medium term (2018 - 2026) and long term (2027 - 2046). Nine projects were recommended for implementation in the short term.

The HPTS identified the investigation, design and construction of the WAL as the highest priority project.

The HPTS also informed the Hawke's Bay Regional Land Transport Strategy (Incorporating the Land Transport Programme for 2012 which also identified the WAL as the highest priority project in a series of interconnected strategic roading projects in the region.

The primary aim of the WAL is to improve access for freight from the growing industrial area at Whakatu, along the Expressway to the Port of Napier. The WAL will also provide a more efficient route between Havelock North and the Napier/Hastings Airport and Napier's north-western employment and residential areas utilising the Hawke's Bay Expressway and result in significant safety improvements to the transportation network.

For initial assessment purposes, the HPTS considered three options for the WAL (referred to as Options 22, 23 and 24) as shown in Figure 2. The three options were evaluated against economic and environmental factors. Option 24 (indicated in yellow on Figure 2 below) was ultimately identified in the HPTS as the preferred option because it provides the most direct route between the SH2/Napier Rd roundabout and Pakowhai Road, being more attractive for traffic from Havelock North and more closely aligned with the strategic objectives of the arterial route.

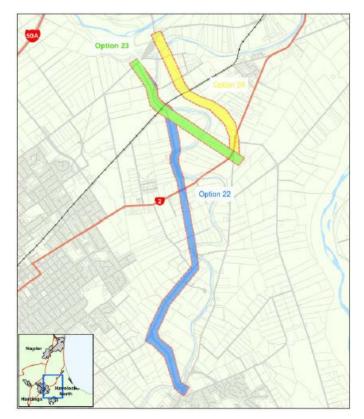


Figure 2: WAL route options identified in the HPTS

On the basis of the comprehensive regional and multi-agency studies and planning processes described, HDC initiated a process to identify a preferred route for the WAL that could proceed to detailed engineering design and consenting under the RMA.

While Option 24 as identified in the HPTS could have formed the basis for this next phase of project development, HDC sought to identify a preferred road alignment that took into account a more detailed and broader analysis of issues. This process is described in Step Two below.

3 STEP TWO: ROUTE SELECTION

The process of identifying a preferred route for the WAL began by holding a series of seven public meetings. Each meeting was open to any attendee, but was aimed at a particular stakeholder group. Table 1 below summarises these meetings.

Date	Venue	Stakeholder Group	
29 February, 2012	Whakatu Community Hall	Whakatu Community	
2 March, 2012	Hawke's Bay Chamber of Commerce	Business community	
6 March, 2012	Kohupatiki Marae	Mana whenua	
8 March, 2012	Hawke's Bay Regional Council	Environmental interests	
13 March, 2012	Hawke's Bay Chamber of Commerce	Business (reconvened)	
13 March, 2012	Hawke's Bay Opera House	Residents of Hastings District	
14 March, 2012	Whakatu Community Hall	Industry, horticulture, transport, infrastructure and enterprise	

Table 1: Summary of Initial Public Consultation Meetings

The objectives for each meeting were to:

- Provide clear and accurate information on the Whakatu Arterial Project;
- Present the process (Enquiry by Design) the Council was adopting to develop a preferred route for the proposed arterial link;
- Receive feedback and answer any questions; and
- Invite expressions of interest from people wishing to volunteer to be involved in the Enquiry by Design process.

A discussion document was released by HDC to support and inform this process. It was made available at each of the public meetings and also published through the HDC Community Link newsletter.

At these meetings, the aims and objectives for the WAL were presented and discussed, as shown in the excerpts from the presentation in Figure 3 and Figure 4. These later formed the basis for the assessment criteria developed and applied by the Enquiry by Design Group in the multi criteria analysis process (discussed in Section 3.1 below), which were in turn developed into the project objectives defined as part of the Notice of Requirement and provided in Section 1.1 of this report.

HPTS - Aim Aim of this study:	HPTS: Key Recommendations: 2012-2017: Short Term – Whakatu Arterial Project (priority)
"ensure that people and goods are moved to/from and within the study area with the least cost and for the most benefit to the regions economy while enhancing its social and cultural fabric and environmental condition."	 Prebensen Drive Widening Freight Distribution Centre Improved Public Transport 2018-2026: Medium Term Pakowhai Intersection (with expressway) Improvement

Figure 3: Excerpt from presentation given to initial public consultation meetings

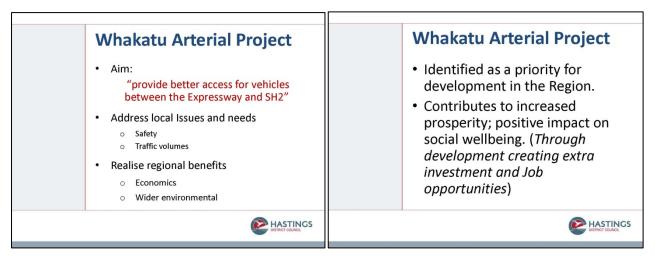


Figure 4: Excerpt from presentation given to initial public consultation meetings

3.1 ENQUIRY BY DESIGN PROCESS

An Enquiry by Design ("EBD") process involves community members working with Council staff and consultants to explore and test different design and development ideas and options based on a comprehensive understanding of local issues, opportunities and constraints. This process was proposed to be used to identify a preferred alignment for the WAL.

As a result of the initial public consultation meetings, HDC received a number of expressions of interest from people wishing to be involved in the Enquiry by Design process for the WAL.

To ensure a robust process, HDC sought to form a Working Group that provided a representative cross section of the community and interested parties, and a selection process was required to achieve this balance. Individuals from the Whakatu Community, wider Hastings District community, business community, mana whenua, industry, infrastructure and enterprise and environmental interest groups were invited to participate.

The EBD Working Group ("the Working Group") was formed of 15 community members, an independent chair, a kaumatua, and Council staff and consultants to provide facilitation, information and technical advice as required. The Working Group undertook a process to explore and test different design and development ideas and options to achieve the objectives of the WAL. This occurred through a series of eight workshops, as summarised in Table 2.

Workshop	Date	Key Outcomes
One	27 March, 2012	Terms of Reference developed and confirmed. Key constraints, issues and opportunities identified.
Тwo	3 April, 2012	8 possible route options for the WAL were identified based on agreed criteria. Supported by Council Officers, consultants and GIS support, these options were developed in 4 breakout groups, with each group recommending their 2 best options based on the agreed criteria.
Three	14 April, 2012	Site visit to Whakatu area for discussion on route options

Table 2:	Summary	of Eng	uirv by	Design	Process
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Four	17 April, 2012	 The 8 options developed through the breakout group sessions in Workshop Two were entered into the HDC GIS. Due to strong similarities between some of the 8 options, 5 distinct options were identified. As a result of the GIS analysis, Option 5 was discarded by the Working Group because it: Required a bridge or road through waahi tapu and was located in close proximity to two urupa; Created severance of land by bisecting the Whakatu industrial area, causing a loss in industrial land; Did not adequately take into account the Mangateretere School; and 	
		Caused traffic to be pulled towards the Whakatu community.	
Five	8 May, 2012	Presentation of further detailed information requested by the Working Group to inform route option analysis	
Six	16 May, 2012	Application of multi-criteria assessment process to rank options and identify preferred option	
Seven	29 May, 2012	Further detailed information requested by the Working Group presented. Working group reviewed, refined and approved Working Party Report.	
Eight	17 July, 2012	Report back to Working Group following landowner consultation and public meetings held to present the preferred route. Further information was also presented on a previously unidentified waahi tapu area. Working Group agreed to a slightly amended route to avoid this site.	

As discussed above, the Working Group further developed the aims and objectives for the WAL as presented at the initial public consultation meetings, into criteria that could be used for identifying possible route options for the WAL, whilst taking into account RMA Part 2 matters.

Firstly, in Workshop Two the Working Group developed a range of criteria what were required to be taken into account in selecting a route option to achieve the aims and objectives of the WAL. These criteria included avoiding Maori land, creating effective links with industrial areas, minimising impact on residential and horticultural areas and Mangateretere School and taking traffic away from Ruahapia Marae (see the full list at pages 8-9 of the Working Group Report attached as **Appendix 1**).

Secondly, in the multi-criteria analysis undertaken in Workshop Six, the Working Group developed a refined set of criteria that took into account RMA Part 2 matters, and that could be used in the multi-criteria analysis process. These criteria were debated and agreed by the Working Group. The criteria were:

- Effects on productive land use, existing industrial use and infrastructure and development;
- Recreation and tourism effects and opportunities;
- Effects on natural values;
- Effects on existing communities;
- Effects associated with Tangata Whenua values, including historic heritage, archaeological sites and historic places;
- Economic costs and benefits;
- Traffic and community safety; and
- Connectivity.

These criteria were then weighted, and considered against the four route options being assessed. The full evaluation process, and explanation of the criteria and weightings applied, is set out in the Working Group Report at Appendix 1, at pages 13 - 25.

This multi-criteria analysis ultimately ranked Option 3 first, having a total weighted score of 71, as against 57 (Option 4), 55 (Option 2) and 34 (Option 1). Figure 5 on the following page show the 4 refined options identified for analysis in Workshop Four and Figure 6 on the following page shows the preferred option as identified in Workshop Six and refined in Workshop Seven.

The final Project Objectives stated in Section 1.1 of this report re-state the criteria adopted by the EBD process in a form suitable for an NoR application (i.e. the objectives of the requiring authority with respect to the work proposed). Table 3 shows how the Project Objectives relate to the EBD criteria.

Project Objective	Assessment Criterion Applied by the EBD Working Group
Improve accessibility for individuals and businesses	Economic costs and benefits
and support economic growth and productivity	Connectivity
	Recreation and tourism effects and opportunities.
Provide convenient, efficient and safe access for	Economic costs and benefits
freight movements to and from the Whakatu	Traffic and community safety
Industrial Area	• Effects on productive land use, existing industrial use
	and infrastructure and development
	Connectivity
Promote the use of the Hawke's Bay Expressway for	Connectivity
the road transport of freight and vehicles between	• Effects on productive land use, existing industrial use
the Whakatu Industrial Area and the Port of Napier	and infrastructure and development
Provide convenient, efficient and safe access	Connectivity
between Havelock North and the Napier/Hastings	Effects on existing communities
Airport and Napier's north-western employment	Traffic and community safety
and residential areas	
Enhance the safety of the Whakatu residential area	Effects on existing communities;
by reducing freight movements through it.	Traffic and community safety



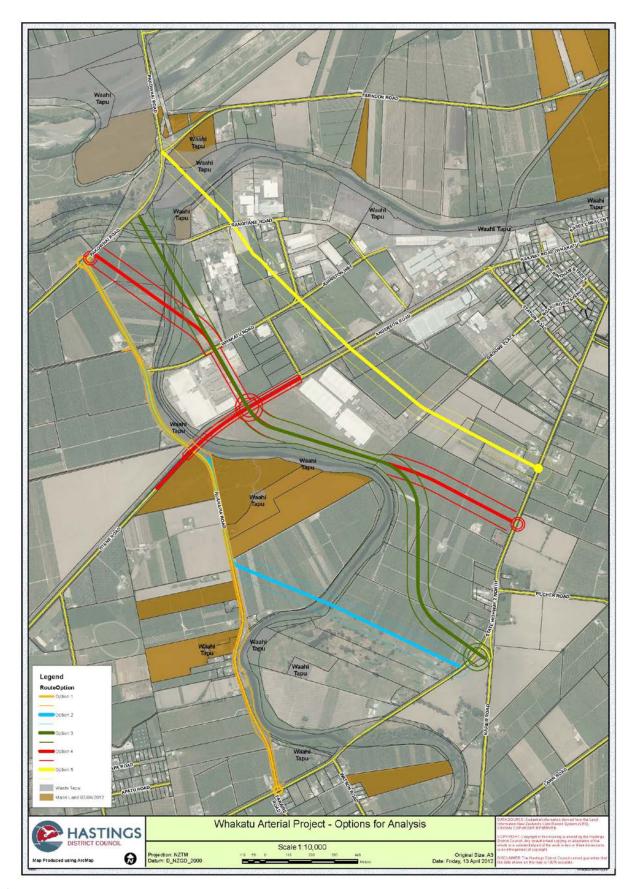


Figure 5: WAL options assessed by the Enquiry by Design Working Group

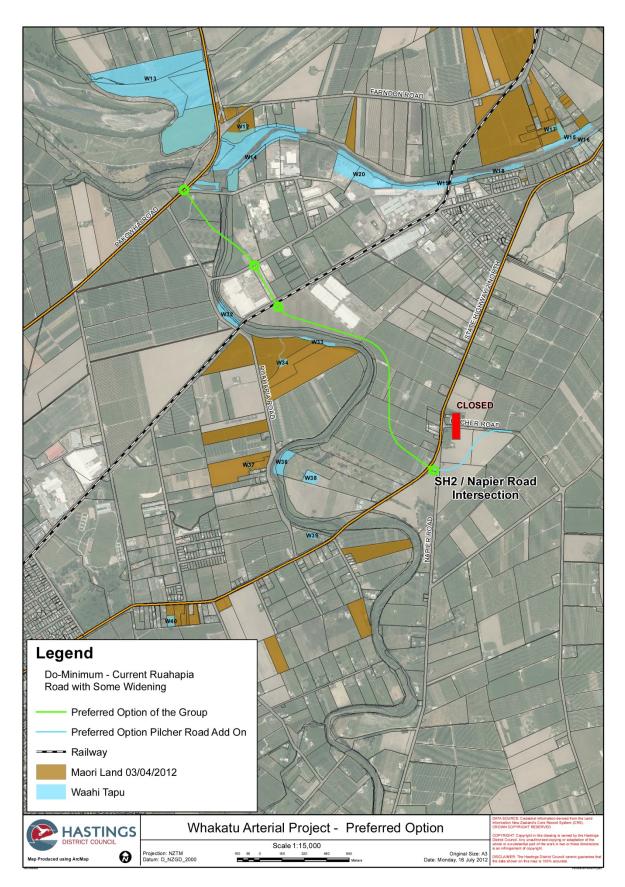


Figure 6: Final WAL route option recommended by the Enquiry by Design Working Group

Once the Working Group had identified its preferred route, there was a period of landowner and public consultation, with the preferred route being confirmed by the Working Group at its eighth workshop on 17 July 2012.

Following the conclusion of the EBD process, the recommendations of the Working Group were presented to a Council meeting on 7 August, 2012. The following resolution was passed by the Council:

- *B)* That the outcomes of the Enquiry by Design process be confirmed.
- *C)* That the preferred route identified in the Enquiry by Design process progress to the detailed Engineering design phase and prepare for the Resource Management Act designation.
- D) That the further refinement of the preferred route alignment is being carried out at either end in the central section as a result of issues raised during the consultation process be noted."

4 STEP THREE: DETAILED DESIGN PHASE

The preferred route identified by the EBD process provided a corridor within which road design details would need to be developed in consideration of technical and other detailed information, such as road geometrics, safe and efficient connections with existing roads, effects on individual property owners, and other detailed considerations.

A key part of this process was consultation with affected landowners. Landowners directly affected by land requirements for the road are summarised in Table 4.

Owner	Plan Reference No.	Address
Margaret Ruth Wedd & Dianne Rebecca Ward & Robin Joseph Bell	2	555 Napier Road, Mangateretere, Hastings
Margaret Ruth Wedd & Dianne Rebecca Ward & Robin Joseph Bell	3	Pilcher Road, Mangateretere, Hastings
Margaret Ruth Wedd & Dianne Rebecca Ward & Robin Joseph Bell	4	297 State Highway 2, Mangateretere, Hastings
Margaret Ruth Webb & Dianne Rebecca Ward & Robin Joseph Bell	5	582 Napier Road, Mangateretere, Hastings
Omahuri Orchards Limited	6	280 State Highway 2, Mangateretere, Hastings
Mr Apple New Zealand Limited	7	324 State Highway 2, Mangateretere, Hastings
Michael Joseph Haley, Gabrielle Maureen Haley and Independent Trust Company (2006) Limited	8	296 State Highway 2, Mangateretere, Hastings
Mr Apple New Zealand Limited	9	324 State Highway 2, Mangateretere, Hastings

Table 4: Affected Landowners

Owner	Plan Reference No.	Address
ENZA Group Services Limited	10	2 Anderson Road, Whakatu, Hastings
Crown (KiwiRail)	N/A	Palmerston North to Gisborne Railway
Apollo Pac Limited	12	32 Whakatu Road, Whakatu, Hastings
Lucknow Holdings Limited	13	39 Whakatu Road, Whakatu, Hastings
Hawke's Bay Regional Council	14, 15, 17, 18	Soil Conservation and River Control Reserves beside the Karamu Stream.
Crown	16	Karamu Stream Bed
Andrew Bryan Dillon and CDT 11 Limited	19	238 Ruahapia Road, Whakatu, Hastings
Lucknow Holdings Limited	20	262 Ruahapia Road, Whakatu, Hastings
Daniel Joseph Bearsley, Marilyn Celia Bearsley and Napier Independent Trustees Limited*	21	38 Whakatu Road, Whakatu, Hastings
Hawke's Bay Regional Council	22	Soil Conservation and River Control Reserve beside Pakowhai Road
Hastings District Council	23	Country Park, Pakowhai Road, Hastings
Hawke's Bay Regional Council	24	Ngaruroro River Stopbank, Pakowhai Road, Hastings
Silver Fern Farms Limited	25	97 Rangitane Road, Whakatu, Hastings
Road Reserve (Hastings District Council)	26	Whakatu Road

* There is no land requirement in respect of this property; however the property's existing vehicle access onto Whakatu Road is required to be relocated due to its proximity to the proposed roundabout connecting Whakatu Road with the WAL.

Affected landowner engagement continued throughout and following the detailed design phase, and resulted in minor refinements and additions to the design as discussed below.

4.1 SECONDARY PUBLIC CONSULTATION

Following the development of detailed design information for the WAL, HDC engaged a range of specialists to undertake technical environmental assessment reports to inform an overall assessment of environmental effects. Following completion of the first drafts of the various technical reports, secondary public consultation was conducted to:

- Report back on the outcome of detailed design;
- Report back on initial findings from technical environmental assessments; and
- Provide an opportunity prior to public notification through the RMA process for additional input or feedback.

Date	Venue	Stakeholder Group
20 November, 2013	Hastings District Council Chambers	Enquiry by Design Working Group
26 November, 2013	Kohupatiki Marae	Mana whenua
27 November, 2013	Whakatu Community Hall	Whakatu community
11 December, 2013	Ruahapia Marae	Mana whenua

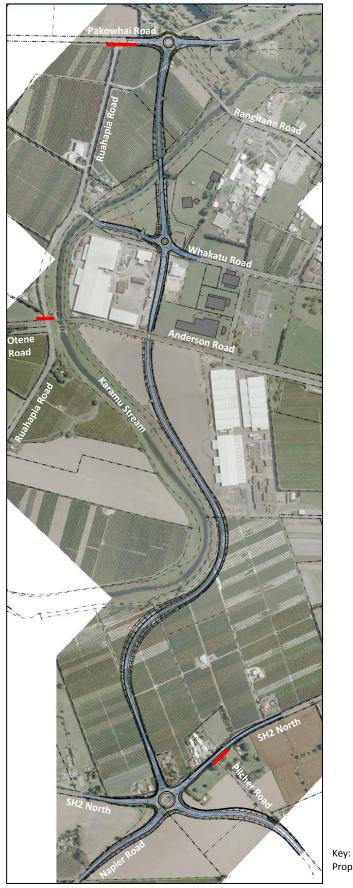
Table 5: Summary of Secondary Public Consultation

5 STEP FOUR: DESIGN REFINEMENT

Through the detailed design phase, including landowner and public consultation, additional matters emerged that required the identification and assessment of options and effects. This analysis is presented below and is considered part of the overall approach to the assessment of alternatives in terms of s. 168A(3)(b) of the Act.

These design refinements resulted in the final alignment as presented in Figure 7 below.





Proposed Road Closure -

Figure 7: Final WAL route option following detailed design and refinement

5.1 INTERSECTION OPTIONS

The process taken in confirming the final design and location of key intersections of the WAL are discussed in the following sections.

5.1.1 STATE HIGHWAY TWO

During initial detailed design, it became apparent that there were various options for the location and design of the SH2 intersection with the proposed WAL, and that these options may result in different environmental effects, particularly with regard to effects on landowners.

HDC sought to consider these options based on their ability to meet WAL project objectives, recommendations from the Working Group and their comparative environmental effects, including a consideration of costs. In order to undertake a robust and objective assessment, a panel of invited experts was convened to undertake a multi-criteria analysis of the options.

The multi-criteria analysis was conducted as follows:

- 1. Options were identified for analysis in this instance, two intersection location options were ultimately assessed.
- Criteria were defined to assess against each option. Criteria were chosen to reflect the overall
 objectives of the project, recommendations from the Working Group and relevant
 considerations under the RMA. Environmental Management Services Limited ("EMS") as
 workshop facilitators provided some suggested criteria and these were debated and agreed by
 the panel.
- 3. Each criterion was then assigned a weighting on a scale of 1 to 3 in terms of its importance compared to other criterion in meeting the objectives of the project. A weighting of 3 meant the criterion was critical, 2 was important but not critical, and 1 was relevant but not important. EMS provided some suggested weightings and these were debated with changes agreed by the panel.
- 4. The options were then considered against each criterion, and scored on a scale of 1 to 5 to produce a raw score. 5 was a high or positive score in terms of the criterion and 1 was a low or negative score. Panel members provided insights in terms of their own areas of expertise and scores were debated and agreed.
- 5. A weighted score was then produced for each criterion and option, by multiplying the raw score by the weighting.
- 6. Weighted scores for each option were added up across all criteria, producing a final score, allowing the options to be ranked and a preferred option identified.

The two options that were assessed, while varying slightly in their scoring between criteria, achieved an equal overall score. This result indicates that the options were, on balance, equal in terms of their effects and ability to meet project objectives. Ultimately, the cost difference between the two options was the final determining factor for HDC in selecting a preferred option, given the equal outcome of the assessment process.

The 'Whakatu Arterial Project: State Highway Two Intersection Options Analysis' report, dated October 2013 provides a full description of this process and is attached as *Appendix B*.

5.1.2 LOCAL ROAD INTERSECTIONS

There are two local roads that can provide access from the Whakatu Industrial Area onto the WAL, these being Anderson Road and Whakatu Road. The WAL alignment intersects with Whakatu Road, however an extension of Anderson Road would be required in order for a connection with the WAL to be made.

The design options considered for local road connections with the WAL were:

- Full access at Whakatu Road via a 4 leg roundabout, restricted access at Anderson Road with a left in / left out only intersection;
- Full access at Anderson Road with a 3 leg roundabout, restricted access at Whakatu Road with two left in / left out intersections (and associated realignment).
- Full access via roundabouts at both Whakatu Road and Anderson Road.

The final design provides for full access at Whakatu Road. The process taken in coming to this final design decision was principally a technical one. The roundabout at Whakatu Road provides for:

- Safe and efficient access for traffic accessing the WAL to and from Whakatu Road as the primary internal carriageway for the Whakatu Industrial Area; and
- Safe separation between intersections and the WAL rail crossing.

This preferred design has greater impacts on the Apollo Pac site and on the fuel depot on Whakatu Road. These adverse effects are balanced by improved transportation benefits and the highest overall benefit cost ratio ("BCR") of the various refinement options considered.

By contrast, full access at Anderson Road was considered less desirable because of the proximity to the WAL railway level crossing (creating safety concerns) and that it provides a less direct and less efficient route for traffic accessing the northern part of the Whakatu Industrial Area, where the majority of industrial premises are located. This resulted in increased vehicle operating costs, which in return resulted in a lower benefit cost ratio ("BCR").

Further traffic modelling has shown that with the provision of full access at the WAL / Whakatu Road intersection, an intersection at Anderson Road would receive very little use, even with future predicted growth in Whakatu. This modelling has shown that any type of intersection with Anderson Road cannot be justified for traffic reasons, when compared with the high cost of construction and impact on landowners. For this reason, the final design provides for access at Whakatu Road only, with no connection at Anderson Road.

The final design provides for the highest overall BCR of the various refinement options considered and an improved ability to meet project objectives (more particularly, the objectives to improve accessibility for individuals and businesses, support economic growth and productivity and to provide convenient, efficient and safe access for freight movements to and from the Whakatu Industrial Area).

The owners / operators of Apollo and the fuel depot have been consulted throughout the design iteration process, and this consultation is ongoing, with a view to securing agreement on final detailed aspects, such as site access and site reconfiguration where this is required. Property effects will be addressed through the Public Works Act process, which provides for compensation for the land requirement and other effects, including injurious affection and solatium payments.



5.1.3 PAKOWHAI ROAD

Detailed design provided little movement with regards to the final location of the Pakowhai Road intersection with the WAL, given the presence of Maori-owned land in the area and the project imperative of avoiding all waahi tapu and Maori-owned land.

The key consideration associated with this location is the Pakowhai Regional Park, principally the park entrance which will be altered as a result of the WAL intersection.

To that end, consultation took place with the Hawke's Bay Regional Council (as the agency with primary responsibility for management of the park) to consider various options for safe and appropriate reinstatement of park access.

This consultation process resulted in HDC agreeing to fund the development of a concept plan detailing the reinstated park entrance, and other works required to offset the impacts of the WAL. A set of conditions to be proposed as part of the RMA applications for the WAL were also agreed.

A letter from the Hawke's Bay Regional Council's consultant, with the agreed concept plan, is attached as *Appendix C*.

5.2 RAIL CROSSING OPTIONS

A new level crossing on the Palmerston North – Gisborne Rail Line is required for the WAL. There are two existing level crossings in use in the immediate vicinity; Ruahapia Road and Whakatu / Anderson Road.

Given the proximity of these existing level crossings, for road user safety and operational reasons, KiwiRail policy requires that in order for the new level rail crossing for the WAL to be approved, one of the existing crossings must be closed.

In considering methods to achieve this requirement, from a technical perspective the only viable option was considered to be the closure of the Ruahapia Road crossing; the Whakatu / Anderson Road crossing provides a critical internal linkage within the Whakatu Industrial Area. Further, adverse effects on users and residents of Ruahapia Road were seen to be offset to some degree by a range of positive benefits the closure of Ruahapia Road crossing could achieve; principally a large reduction in traffic volumes and an overall improvement in safety.

In consulting on this proposal, it became apparent that the majority of Ruahapia Road residents supported this approach. However, some representatives of Ruahapia Marae strongly expressed their opposition.

HDC recognises that the closure of the Ruahapia Road level crossing is not supported by all affected parties. Given general support for the proposal however, and a lack of a viable alternative solution, a decision has been made to proceed with the closure proposal. This is reflected in the WAL Project Description (GHD 2014a). A publicly notified process under the Local Government Act will be required to affect the closure, and this will provide another opportunity for parties to express their views.

A memorandum from HDC staff outlining the process taken in coming to this decision is attached as *Appendix D*.

6 CONSIDERATION OF ALTERNATIVE METHODS

Section 168A(3) RMA requires HDC to consider alternative "methods" for achieving the identified objectives. HDC has considered alternative methods other than a new road, as well as alternative methods to designation as a tool for securing the selected route.

A new arterial road is considered the only effective method of achieving HDC's objectives for the WAL (as set out in Section 1.1 above), for the following reasons:

- The existing road network has been shown to promote the use of State Highway 2 as the primary freight route between Whakatu and the Port of Napier and directs heavy commercial traffic through residential areas. This is inefficient, creates safety issues and fails to achieve any of the project objectives. An alternative, safer, more efficient road connection encouraging the use of the Hawke's Bay Expressway is required to meet the objectives.
- An alternative to a new road is road calming or forced detours, which may reduce the use of State Highway 2. However without the availability of an efficient alternate route, such measures will not achieve the stated objectives.
- Promoting other transport options, such as cycling, walking or public transport will not achieve the stated objectives;
- The increased use of rail could, in part, achieve some of the stated objectives (relating to freight movement), however as an alternative to a new road, this option has significant limitations. A rail connection is currently available between Whakatu and the Port of Napier, however the majority of freight from Whakatu still moves by road; rail is not an economic solution for all freight movements. Increased use of rail is expected to occur following the future development of a proposed 'freight distribution centre' on land owned by the Port of Napier in Whakatu. However this service will not replace the requirement for a safe, efficient road connection between Whakatu and the Port of Napier.

It is considered that there is no viable alternative method to a new arterial road for achieving the Council's objectives.

In terms of securing the necessary approvals under the RMA to construct the new arterial road, this could be achieved either through a NoR to designate land, or applications for resource consent. A designation is considered to be the most appropriate method of achieving the objectives, including because:

- It will allow the project to be constructed, operated and maintained notwithstanding anything to the contrary in the operative or proposed Hastings District Plan. This is particularly important where the work extends over various properties held in private and public ownership with different zoning under the District Plan;
- It will allow the land required to be identified in the Hastings District Plan, giving a clear indication of the intended use of the land;
- It will enable the WAL to be undertaken in a comprehensive and integrated manner;
- It will protect the proposed route from future development which may otherwise preclude the construction of the work.

7 SUMMARY

This report has described the methodology applied to assessing alternative options for the location and route of the WAL.

Through the EBD process, eight route options were initially identified, then refined to four route options which were assessed using a multi-criteria analysis process. This resulted in a preferred option being identified and progressed to detailed design. Further refinement occurred through subsequent consultation and analysis, including a multi-criteria assessment process for the WAL intersection with SH2, considerations for local road intersection design options, and options for the safe integration of the WAL with the existing rail network.

As required by section 168A(3)(b) of the RMA, HDC has considered alternative sites, routes and methods of undertaking the work; taking into account relevant RMA Part 2 matters and the potential environmental effects associated with each option. The process adopted has ensured that major environmental, social and cultural effects are avoided or mitigated, and the iterative option selection process has attempted to identify a project which offers significant benefits while minimising adverse effects.

APPENDIX A

ENQUIRY BY DESIGN WORKING GROUP REPORT



Whakatu Arterial Project

Enquiry by Design Working Group Report

Prepared For:

Hastings District Council Private Bag 9002 Hastings 4156

July 2012

FINAL REPORT

Prepared By Environmental Management Services Limited PO Box 149 NAPIER



ENVIRONMENTAL MANAGEMENT SERVICES Limited

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Final July 2012

The Working Group records participation in the Enquiry by Design process and acknowledges the outcome of the RMA based multi-criteria assessment framework and process which we followed, as recorded in this report:

Whakatu Arterial Enquiry by Design Working Group

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<u>Signed</u> by Bayden Barber *Kaumatua*

<u>Signed</u> by Rauru Kirikiri *Chair*

<u>Signed</u> by Stephen Daysh Facilitator

<u>Signed</u> by Simon Bendall Assistant Facilitator

<u>Signed</u> by Ru Collins Working Group Member

<u>Signed</u> by Aki Paipper Working Group Member

<u>Signed</u> by Darren Tichborne Working Group Member

<u>Signed</u> by Jo Whare Working Group Member

<u>Signed</u> by Des Ratima Working Group Member

<u>Signed</u> by Michaela Vodanovich Working Group Member

<u>Signed</u> by James Lee Working Group Member

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Signed by David Renouf i B. ar Renal . Working Group Member Signed by David Mardon) Working Group Member)) Signed by Mahina Apatu) Working Group Member)) Signed by Chris Bain) Working Group Member)) Signed by Bill Nimon Working Group Member) **<u>Signed</u>** by Phillipa Page Working Group Member Signed by Sandy Walker Working Group Member Signed by Kim Santer) le Working Group Member

1 INTRODUCTION

The Whakatu Arterial Project is proposed to provide a strategic roading link between State Highway 2 North and Pakowhai Road in order to improve connections into and out of the Whakatu Industrial area and through to the Expressway and Port of Napier. This new linkage will support economic growth and productivity of land use and will also improve the safety and efficiency of the wider transport network.

The project has been identified by the Regional Transport Committee as the highest priority roading project for the region.

Hastings District Council is responsible for coordinating the planning and development of the Whakatu Arterial Project. In order to identify and scope issues associated with the construction of the new road the Council has initiated a community-driven "Enquiry by Design" process to identify, and ultimately recommend a preferred route option for the Whakatu Arterial.

The Broad Study area is shown in Figure 1 below:

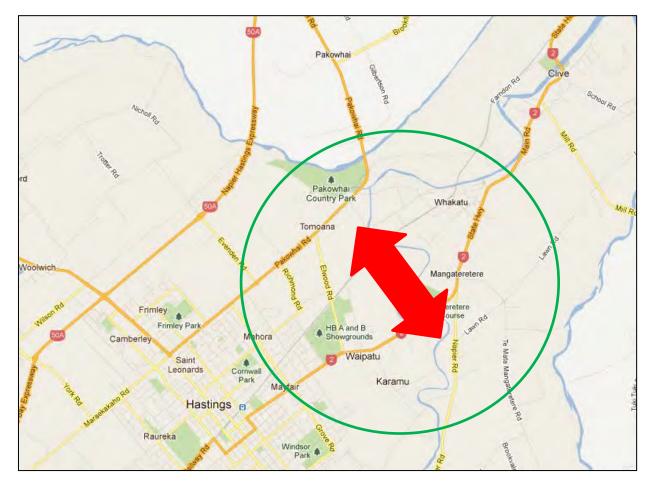


Figure 1: Broad Whakatu Arterial Link Study Area

1.1 PURPOSE OF THIS REPORT

The purpose of this report is:

- To provide an overview of the background and rationale supporting the Whakatu Arterial Link and the process of Enquiry by Design.
- To describe the initial public information process associated with the project
- To describe the process associated with the appointment of the Whakatu Arterial Working Group including:
 - Identification of Working Group members
 - o Positions, roles and responsibilities within the Working Group
 - o Confirmed Terms of Reference
- To outline the process adopted by the Working Group for identifying four shortlisted route options for evaluation
- To present the multi-criteria assessment framework adopted by the Working Group
- To present the findings and recommendations of the Working Group

The collaborative approach adopted is intended to provide Hastings District Council, key stakeholders, and the wider community with a clear, consistent, robust, community-driven analysis of route options for the Whakatu Arterial Link.

This will assist the Council with it's responsibility to have particular regard to "whether adequate consideration has been given to alternative sites, routes, or methods" under the Section 168A(3)b) of the Resource Management Act 1991 ("RMA"), when a notice of requirement is made to designate a preferred route in the District Plan.

2 BACKGROUND

2.1 HERETAUNGA PLAINS TRANSPORT STUDY

The Heretaunga Plains Transport Study ("HPTS") was formally adopted by the Regional Transport Committee on 17 February 2012.

The HPTS is a joint transport study between the Hawkes Bay Regional Council, Hastings District Council, Napier City Council and the New Zealand Transport Agency that aims to:

"ensure that people and goods are moved to/from and within the study area with the least cost and for the most benefit to the region's economy while enhancing its social and cultural fabric and environmental condition."

The HPTS identifies, prioritises and provides staging for roading projects with the region. A number of projects have been tested and three key projects have been identified as the highest priorities:

- 1. Whakatu Arterial Link;
- 2. Pakowhai Intersection improvements;
- 3. Prebensen Drive Widening.

2.2 WHAKATU ARTERIAL LINK

The Whakatu Arterial Link is identified by the HPTS as the highest priority roading project in the region.

The new arterial link is proposed to provide better access for vehicles between the Expressway and State Highway 2 North. The HPTS recognises that existing access from the Whakatu industrial area onto Pakowhai Road is poor and that the current road network does not promote the use of the Expressway as the main access to the Port of Napier.

Whakatu is a centrally located economic hub that supports wet industry. Given the primary produce nature of Hawke's Bay it is very important that strong transport linkages are provided to and from Whakatu. There is also potential for the development of a freight distribution centre in Whakatu, which can be integrated with the existing rail network to supply the Port of Napier.

A new arterial link also presents opportunities to improve safety at the Pilcher Road / Napier Road / Farndon Road intersections and can improve overall transport network efficiency by taking heavy traffic off residential streets, reducing traffic on some of the key transport routes, and supporting increased use of the Expressway.

For preliminary assessment purposes, the HPTS identified some potential route options for the Whakatu Arterial Link. These preliminary assessments confirmed that good economic benefits are able to be realised by a new route, and New Zealand Transport Agency funding requirements could be met.

2.3 WHAKATU ARTERIAL PROJECT AND ENQUIRY BY DESIGN

The Whakatu Arterial Project aims to develop a roading corridor for the Whakatu Arterial Link that integrates safe and efficient traffic flow objectives with economic, social, cultural and environmental considerations.

The Hastings District Council sought to integrate these considerations at the earliest phase of design and to achieve this, adopted a community-driven process of "Enquiry by Design".

An Enquiry by Design process involves community members working with Council staff and consultants to explore and test different design and development ideas and options based on a comprehensive understanding of local issues, opportunities and constraints.

The application of an Enquiry by Design process to develop the Whakatu Arterial Link from an initial concept to a preferred route option ready for consideration by the full Council is outlined in the following sections.

3 PUBLIC INFORMATION MEETINGS

To announce the commencement of the Whakatu Arterial Project and to initiate the Enquiry by Design process, the Council held a series of public information meetings as outlined in Table 1.

Date	Interest Group	Venue
29 February, 2012	Whakatu Community	Whakatu Community Hall
2 March, 2012	Business Community	Hawke's Bay Chamber of Commerce
6 March, 2012	Mana Whenua	Kohupatiki Marae
8 March, 2012	Environmental Groups	Hawke's Bay Regional Council
13 March, 2012	Business Community	Hawke's Bay Chamber of Commerce
13 March, 2012	Residents of Hastings District	Hawke's Bay Opera House
14 March, 2012	Industry, Horticulture, Transport, Infrastructure and Enterprise	Whakatu Community Hall

Each meeting was chaired by a Hastings District Councillor and was facilitated by Stephen Daysh from Environmental Management Services ("EMS) and attended by Council staff. The objectives for each meeting were to:

- Provide clear and accurate information on the Whakatu Arterial Project;
- Present the process (Enquiry by Design) the Council is adopting to develop a preferred route for the proposed arterial link;
- Receive feedback and answer any questions; and
- Invite expressions of interest from people wishing to volunteer to be involved in the Enquiry by Design process.

A discussion document was released by the Hastings District Council to support and inform this process. It was made available at each of the public meetings and also published through the Community Link newsletter. The discussion document is attached as **Appendix A** to this report.

A range of overarching issues emerged during these public meetings and these are presented in Table 2.

Table 2: Issues Identified from Public Meetings

Issues to be considered in the development of the Whakatu Arterial Link

- No Maori land should be used.
- Waahi tapu are to be avoided.
- The Pakiaka and Pakowhai urupa are to be avoided.
- Maximise the use of the rail system.
- Preserve and protect the residential community.
- Remove industrial access points from residential streets, in particular Station Street and Railway Road. Heavy traffic should be diverted from these streets.
- Mana Whenua are presently engaged in Operation Patiki, funded by HBRC, Nga Whenua Rahui and the Department of Conservation with the express purpose of restoring the water quality of the river to its natural state. Mismanagement of stormwater discharges from any road development will contradict the purpose of Operation Patiki
- The community want the environment to be improved, especially to reduce the adverse effects of odour, pollution, noise, unsafe traffic habits, and degradation of water quality.
- Right hand turning traffic to be improved with a roundabout facility at the junctions of Ruahapia and Pakowhai and SH2.

4 WORKING GROUP PROCESS

Following the conclusion of the public information meetings, an Enquiry by Design Working Group ("Working Group") was formed.



The Working Group completed a series of 8 facilitated workshops as shown in Figure 2.

Figure 2: Working Group Process

4.1 WORKING GROUP FORMATION

As a result of the public information meetings, the Council received a number of expressions of interest from people wishing to be involved in the Enquiry by Design process.

To ensure a robust process, the Council sought to form a Working Group that provided a representative cross section of the community and interested parties, and a selection process was required to achieve this. Individuals from the Whakatu Community, wider Hastings District community, business community, Mana Whenua, industry, infrastructure and enterprise and environmental interest groups were invited to participate.

To support the Enquiry by Design process, an independent chair and an independent facilitator were appointed, and key Council staff and technical advisors were identified to participate and contribute their knowledge and expertise. The full Working Group and support personnel are presented in Table 3.

Final July 2012

Table 3: Whakatu Arterial Enquiry by Design Working Group

Name	Role
Bayden Barber	Kaumatua
Rauru Kirikiri	Chair
Stephen Daysh	Facilitator
Simon Bendall	Assistant Facilitator
Ru Collins	Working Group Member
Aki Paipper	Working Group Member
Darren Tichborne	Working Group Member
Jo Whare	Working Group Member
Des Ratima	Working Group Member
Michaela Vodanovich/ Murray Douglas	Working Group Member (and alternate)
James Lee	Working Group Member
David Renouf	Working Group Member
David Mardon	Working Group Member
Mahina Apatu	Working Group Member
Chris Bain / Nick Cornwall	Working Group Member(and alternate)
Bill Nimon	Working Group Member
Phillipa Page	Working Group Member
Sandy Walker / Carl Baker	Working Group Member (and alternate)
Kim Santer	Working Group Member
Esther-Amy Bate	Advisor
Rod Heaps	Observer
Sarath Kuruwita	Advisor
Marama Laurenson	Advisor
Jag Pannu	Advisor
Phil McKay	Advisor
Brett Chapman	Advisor
Laura Skilton	Technical Advisor
Tony Harrison	Technical Advisor

4.2 TERMS OF REFERENCE

To guide the Working Group, a draft Terms of Reference document was developed by Council and circulated to confirmed Working Group members prior to the first workshop.

The Terms of Reference describes the purpose of the Working Group and sets a number of operational protocols.

The Terms of Reference were formally adopted during the first workshop and are attached to this report as **Appendix B**.

4.3 WORKSHOP ONE

The first workshop was held at the Hastings District Council Chambers on 27 March, 2012.

In Workshop One, the Working Group discussed and confirmed the process it would follow and began to scope the key issues surrounding the proposed new road.

The key matters covered in Workshop One were:

- Draft Terms of Reference were confirmed
- The Working Group process was introduced and agreed
- The traffic problem to be addressed by a Whakatu Arterial Link was presented and defined
- The Working Group identified key issues, constraints and opportunities associated with the establishment of a Whakatu Arterial Link.

From Workshop One a table of constraints, issues and opportunities was developed. This is attached as **Appendix C** to this report.

4.4 WORKSHOP TWO

The second workshop was held at the Hastings District Council Chambers on 3 April, 2012.

In Workshop Two, the Working Group developed 8 possible route options as a starting point for further analysis.

This was achieved by forming 4 break-out groups, each tasked with developing route selection criteria and applying those criteria to develop a 1st and 2nd choice route option for the Whakatu Arterial Link. The constraints, issues and opportunities developed in Workshop One were considered as part of this process. Large scale maps, GIS software, and support from Council staff and consultants were provided to each group.

At the end of the break-out session, the groups reported back to the Working Group with their 1^{st} and 2^{nd} choice route options and discussed the reasons behind the choices made.

The key matters covered in Workshop Two were:

- Four break-out groups were formed and supported by Council staff and consultants;
- Each group developed route selection criteria;
- Each group developed a 1st and 2nd choice route option; and
- In total, 8 route options were developed as a starting point for further analysis.

The route section criteria developed by the groups are presented in Table 4.

Table 4: Route Selection Criteria

Route Selection Criteria Developed by Break-Out Groups

- Exclude Maori Land
- Straight as possible corridor
- Effective links with industrial areas must be mutually compatible
- Minimise impact on residential areas
- Effective links with other main roads
- Maximising existing capital improvements
- Utilisation of side railings (rail)
- Best use of land boundaries minimise effect on horticultural land
- Best fit with Ruahapia utilise where possible
- Allow for cube containers
- Provide a Havelock North link

- Limit traffic through Whakatu Residential area
- Preserve Maori land/Waahi Tapu/ Urupa
- Take traffic away from Ruahapia Marae
- Avoid Mangateretere School
- Provide as straight a corridor as possible
- Efficient linkage for South bound traffic
- Efficient use of established routes
- Easier/safer entrance onto Pakowhai Road
- Improve safety of entry and exit on Farndon Road
- Slow traffic on Chesterhope Bridge
- Fix what's required ASAP- i.e. the Ruahapia/Pakowhai, Whakatu /Ruahapia, Karamu/Ruahapia intersections on Ruahapia Rd. At Otene Road, possibly look at the feasibility of a bridge across Karamu to link up Station Rd, as iWay are intending to go over there.
- We didn't get time to consider the SH2/Napier intersection but agree a radical upgrade is required there.
- Efficiency of utilising (both time, money and traffic flow) a straight-line approach
- Minimising encroachment onto existing horticultural agribusiness and versatile land alignment to HPUDs
- Minimising adverse effects (landscape and noise) on existing residential community
- Avoiding sacred land
- Targeting bare land sites where appropriate
- Attractiveness to Whakatu community and with road itself green space, environmental aspects minimised
- Arterial Placement that forces the Whakatu industrial estate to be tidied up and become a lot more presentable, and encourages trucking to use new roading
- Arterial Placement that helps confine industrial activity to the planned estate zones.
- Minimising additional bridges, railway crossings
- Safety
- Away from the communities
- Follow approximates around where current roading systems flow
- Protect industry areas and potential development areas
- Follow title lines where possible
- Realign the Napier Road/Karamu Road roundabout system moving it backwards into the land triangle closer to Havelock/Hastings.
- Maximise the use of unusable land holdings such as near rivers where flood zones have been.
- Stay away from Maori land holdings and historical sites
- Recognise the necessity for future links of Tomoana Industrial to Whakatu Industrial and motorway with the use of Otene road.
- Keep the motorway as straight as possible for shorter travel times
- Less impact on total community.

The 8 route options developed by the break-out groups are attached as **Appendix D** to this report.

4.5 WORKSHOP THREE

The third workshop was a field trip departing from the Hastings District Council Chambers on 14 April, 2012.

This was an opportunity for Working Group members to visit the Whakatu Area and discuss route options on-site. The trip included a visit to the Port of Napier for a discussion about linkages from Whakatu.

Key elements of this field trip included:

- Looking at and discussing issues associated with the Whakatu Community, especially safety issues associated with Mangateretere School and its linkage to the community;
- Visiting the Karamu Stream and discussing environmental issues associated with crossing the stream;
- Viewing waahi tapu areas and being informed about them
- Visiting the site of the proposed Port of Napier Freight hub site
- Travelling through to Port of Napier via Pakowhai Road, the Expressway, Prebensen Drive and Ahuriri to the Port of Napier and discussing the other associated priority transport projects identified in the HPTS
- Visiting the Port of Napier and hearing a presentation regarding the strategic importance of the Port and transport links associated with it

4.6 WORKSHOP FOUR

The fourth workshop was held at the Hastings District Council Chambers on 17 April, 2012.

In Workshop Four, the Working Group refined and discussed the route options developed so far and identified any areas where further information was required in order to assist analysis.

To inform this process, the route options developed in Workshop Two had been loaded into GIS software by Council staff and were presented back to the Working Group. Given the similarities between some of the 8 original route options, Council staff had refined these options down to 5 distinct route options.

These 5 options were discussed and considered by the Working Group.

A number of refinements and improvements were suggested and agreed, resulting in updated routes for some options.

Option 5 (yellow) was not favoured and the Working Group agreed that this would be discarded without further analysis given that Option 5:

- required a bridge or road through waahi tapu and was located in close proximity to two urupa
- created severance of land by bisecting the Whakatu industrial area, causing a loss in industrial land
- didn't adequately take into account the Mangateretere School
- caused traffic to be pulled towards the Whakatu community

Option 4 (red) was also not favoured by the Working Group and agreement was reached that this would be discarded, particularly due to safety concerns around the Mangateretere School.

The Working Group reached consensus agreement that 3 route options would proceed for further analysis.

The Working Group also identified key areas of further information required for presentation at the next Workshop and discussed the process of multi-criteria assessment to be used in Workshop Six with some preliminary assessment criteria identified and discussed.

The key matters covered in Workshop Four were:

- From the 8 route options developed in Workshop Two, and based on the field trip discussions 5 refined route options were mapped and presented;
- These 5 options were further refined and 2 options were discarded;
- Further information requirements were identified for presentation at the next workshop; and
- The criteria to be used in the multi-criteria assessment process in Workshop Six were presented, discussed and refined.

Appendix E to this report provides the 5 options mapped by Council staff, noting that Options 4 and 5 were discarded by the Working Group.

Appendix F to this report provides a summary of further information requested by the Working Group to support their analysis.

4.7 WORKSHOP FIVE

The fifth workshop was held at the Hastings District Council Chambers on 8 May, 2012.

In Workshop Five, the Working Group received information requested through Workshop Four in order to inform the process of multi criteria assessment to be undertaken in Workshop Six.

In addition, the Facilitator re-opened discussion on Option 4, which had been previously discarded by the Working Group. It was suggested that Option 4 be brought back to the table in the interests of ensuring robust analysis on a variety of potential route options.

The key matters covered in Workshop Five were:

- GHD presentation of traffic modelling information on the route options that had been developed;
- Port of Napier presentation of concept plans for Port of Napier land within Whakatu and the potential of greater rail use for port servicing;
- Business Hawke's Bay presentation of information on Whakatu as a nationally competitive industrial area;
- Hastings District Council presentation of planning, land and community issues associated with the route options that had been developed
- Agreement that Option 4 would be considered for further analysis, providing 4 route options for the multi-criteria assessment process in Workshop Six.
- Agreement on the Assessment Criteria to be utilised by the Working Group in the multi-criteria evaluation process in Workshop Six

Appendix G to this report provides copies of the presentations given in Workshop Five.

Appendix H to this report provides the 4 route options that were confirmed for analysis in Workshop Six.

4.8 WORKSHOP SIX

The sixth workshop was held at the Hastings District Council Chambers on 16 May, 2012.

Workshop Six was a full day session with the single objective of applying the decision making criteria to the 4 route options and arriving at a consensus decision on which route to recommend to the Hastings District Council.

Further detail on the multi-criteria assessment process is provided in Section 5 of this report with the results of the process presented in Section 6.

4.9 WORKSHOP SEVEN

The seventh workshop was held at the Hastings District Council Chambers on 29 May, 2012.

In response to a request from the Working Group, a presentation was given on the costs, benefits and traffic modelling outcomes associated with a do minimum option of installing roundabouts (3) at Whakatu Road / Ruahapia Road; SH2 / Ruahapia Road; and Pakowhai Road / Ruahapia Road. This presentation is attached as **Appendix I**. The analysis showed that this option does not achieve a favourable benefit to cost ratio.

Workshop Seven was an opportunity for the Working Group to review, refine and ultimately approve this report as a true and accurate record of the process undertaken and recommendations made.

4.10 WORKSHOP EIGHT

The eighth and final workshop was held at the Hastings District Council Chambers on 17 July, 2012.

At this workshop Stephen Daysh tabled a letter he had prepared for the Project Manager reporting on the Option 3 Landowner meetings and Three Public Feedback Meetings which had occurred through June 2012 and the early part of July 2012. This report recommended further detailed design work and optimisation be undertaken in consultation with affected landowners in the following areas:

- 1. The State Highway 2, Napier Road, Pilcher Road Area
- 2. The Whakatu Road and Apollo Pac Area
- 3. The Ruahapia Road, Pakowhai Road, Farndon Road Area.

It was noted that this is consistent with the Working Groups recommendations in Section 6 of the Working Group Report.

The Working Group was also appraised of another waahi tapu site which had been identified by The Property Group since the last Working Group meeting (and which does not appear on the Council's District Planning Maps). It was agreed that the Working Group's proposed route option for the Whakatu Arterial (Option 3) should be amended slightly to avoid this area and a final (slightly amended) plan for this route was tabled and agreed. This is attached as **Appendix J**.

5 MULTI-CRITERIA ASSESSMENT FRAMEWORK

Multi-criteria decision analysis is a helpful way of assessing and comparing options. It is an internationally recognised technique that is often associated with infrastructure projects.

5.1 AIM OF THE ASSESSMENT

Any option recommended by the Working Group will have to meet the requirements of the Resource Management Act 1991 ("RMA") if it is to be consented and built. As such, in coming to a recommended route, the Working Group has adopted a process that is consistent with the requirements of the RMA.

Under section 5 the RMA has a single purpose which is "the sustainable management of natural and physical resources".

The Environment Court¹ has established that "The method of applying section 5 then involves an overall broad judgement of whether a proposal would promote the sustainable management of natural and physical resources. That recognises that the Act has a single purpose. Such a judgement allows for a comparison of conflicting considerations and the scale and degree of them, and their relative significance or proportion in the final outcome".

Given this, a multi-criteria assessment is a helpful way of considering and comparing a range of environmental considerations.

The aim is to undertake a clear and structured assessment of all relevant factors under Part 2 of the RMA associated with the 4 route options shortlisted for evaluation by the Working Group in order to:

- Provide a clear recommendation on which option should proceed to further investigation and consenting, including in particular, providing a clear understanding of the potential environmental effects of each option;
- Provide Working Group members with the opportunity to participate in a transparent process so they can contribute their respective knowledge and values to the assessment and have an opportunity to understand all of the relevant factors associated with the options, and their comparative costs, effects and benefits;
- Provide a robust and well-documented method for assessing and deciding on the option which meets the RMA section 168A "adequate alternatives" test.

An "adequate" consideration of alternatives under the RMA has been expressed by the Courts in various ways, including:

- A fair, rational and systematic process;
- A rigorous process conducted systematically and with integrity;
- Consideration that is sufficient or satisfactory;
- Sufficient investigations of alternatives to satisfy the proponent of the alternatives proposed;
- An open mind to alternatives;
- A business-like identification and comparison of alternative methods to satisfy a responsible proponent of the proposal;
- Realistic alternatives to be represented, before the preferred option is chosen; and
- The decision to be demonstrable and transparent.

¹ Green and McCahill Properties Limited vs North Shore City Council (A86/1996 at 46).

5.2 ASSESSMENT PROCESS

Through the series of workshops discussed in Section 4, the following process was adopted by the Working Group to develop information and options and apply the multi-criteria assessment:

- a) Develop information and knowledge about the problem, issues, constraints and opportunities;
- b) Develop route options for analysis
- c) Consider, negotiate and agree assessment criteria and interpretative notes;
- d) Work with the Independent Facilitator to assign weights to the assessment criteria;
- e) Through the workshop process, debate and "negotiate" a score for each option for each assessment criterion. The reasons for the scores given will be agreed and recorded.
- f) Calculate the "raw scores" and the overall weighted scores for each option to get a total score and overall ranking of options under the methodology.

5.3 AGREED ASSESSMENT CRITERIA AND RATING GUIDE

Eight (8) assessment criteria have been selected and developed by the Working Group.

Each criterion is outlined in Table 5 below, including its RMA Part 2 basis, some interpretative notes, and references to the relevant sources of information that assist in the analysis of each option.

A rating guide using a 1 to 5 score for each assessment criterion has been developed, where a 5 is a high or positive score and 1 is a low or negative score. This 5 point range is intended to provide an appropriate scale for scoring the relativity of the options across the defined criteria.

Table 5: Agreed Assessment Criteria and Rating Guide

	Criterion	Relevant RMA Part 2 Matters	Interpretative Notes	Relevant Background Information	Proposed Rating Guide
1.	Effects on Productive Land Use, Existing Use and Infrastructure and Development Opportunities	Section 5 specifies people and communities' "economic well-being" as an important component when considering sustainable management. Section 7(b) relates to the efficient use and development of natural and physical resources, 7(f) to the maintenance and enhancement of the quality of the environment, and 7(g) relates to any finite characteristics of natural and physical resources (including soils) as matters to have particular regard to.	 Should include consideration of: the extent of land required for the option; any severance effects and impact on productive land use; any severance effects and impact on likely future land use such as the Napier Port land; and any effects on existing or proposed infrastructure, including the railway line and any electricity transmission. 	Presentation provided by Philip McKay on 8 May 2012	 5 Minimal adverse effects on existing productive land uses and/or infrastructure, plus provides for enhanced land use and/or infrastructure development opportunities. 1 Significant adverse effects on existing productive land uses and/or infrastructure, no opportunities for enhanced land use and/or infrastructure development opportunities.
2.	Recreation and Tourism Effects and Opportunities	Section 5 specifies that sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social well-being. Section 6(a) refers to the preservation of the natural character of wetlands and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use and development, and Section 6(d) specifies	 Should include consideration of: Any effects on areas and resource characteristics which are currently used for recreational pursuits (such as cycling, walking angling, picnicking, etc.); any effects on current tourism activities; and any effects on the ability to encourage and provide for future tourism and recreation activities which could include a consideration of proximity to 	Presentation provided by Tony Harrison on 8 May 2012	 5 Maintains character, scale and type of existing recreational values and/or tourism values and provides other opportunities. 1 Little opportunity for existing and new recreational and/or tourism activities.

Criterion	Relevant RMA Part 2 Matters	Interpretative Notes	Relevant Background Information	Proposed Rating Guide
	the maintenance and enhancement of public access to and along lakes and rivers as matters of national importance that must be recognised and provided for. Section 7(c) relates to the "maintenance and enhancement of amenity values" and 7(f) to "maintenance and enhancement of the quality of the environment" as matters to have particular regard to.	centres of population, ease of access, and the "uniqueness" of any new recreational and tourism opportunity in the area.		
3. Effects on Natural Values	Section 5 specifies safeguarding the life- supporting capacity of water and ecosystems as important components when considering sustainable management. Section 6(a) refers to the preservation of the natural character of wetlands and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use and development, and section 6(c) refers to the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna. Both are matters of national importance that must be recognised and provided for. Section 7(a) relates to "kaitiakitanga", section 7(a) to the "ethic of stewardship", 7(c) "the maintenance	 Should include consideration of: the bio-physical impact on habitats of significant indigenous fauna and flora; water quality: downstream effects (including coastal processes), weed issues, effects and significance of short-term construction impacts. the ability to undertake biodiversity offsets 	Presentation provided by Tony Harrison on 8 May 2012.	 5 No adverse effect on significant habitats of indigenous fauna or water quality requiring mitigation or offset. 1 Loss of significant habitat and degradation of water quality, without the ability to effectively mitigate or offset.

	Criterion	Relevant RMA Part 2 Matters	Interpretative Notes	Relevant Background Information	Proposed Rating Guide
		and enhancement of amenity values", 7(d) to "intrinsic values of ecosystems", 7(f) to "maintenance and enhancement of the quality of the environment", 7(g) to "any finite characteristics of natural and physical resources, and section 7(h) to "the protection of the habitat of trout and salmon". Particular regard must be given to all of these matters in terms of river and wetland ecological values.			
4.	Effects on Existing Local Communities	Section 5 specifies that sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being. Section 7(aa) relates to the ethic of stewardship, 7(b) the efficient use and development of natural and physical resources, 7(f) the maintenance and enhancement of the quality of the environment which have to be had particular regard to in relation to existing communities.	 Should include consideration of: The ability to minimise adverse effects and manage change in existing communities any "physical" changes that may be experienced in Whakatu Village, and dwellings in the surrounding area (e.g. noise, dust, and changes in groundwater levels) any "social" factors such as changes to vehicle access to properties, effects on travel distances and road link security (e.g. lifelines), and effects on access 	Presentation provided by Philip McKay on 8 May, 2012	 5 Positive effects for existing communities. 1 Significant effect on existing communities and major social disruption, with no achievable or identified mitigation plan available.

	Criterion	Relevant RMA Part 2 Matters	Interpretative Notes	Relevant Background Information	Proposed Rating Guide
5.	Effects Associated with Tāngata Whenua Values including Historic Heritage, Archaeological Sites and Historic Places	Section 5 specifies that sustainable management means managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being. Section 6(e) specifies the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other tāonga as a matter of national importance to be recognised and provided for. Section 7(a) states that all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to kaitiakitanga. Section 8 specifies that in achieving the purpose of the RMA, all persons exercising functions and powers under it, in relation to managing the use, development and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).	 Should include consideration of: the values associated of specific sites in the area and any effects on those values the effects on Maori land impact on Mana Whenua ability to exercise responsibility for kaitiakitanga ability for Mana Whenua to exercise mahinga kai – access to fisheries 	District Plan Mapping and Registers NZAA Register and Historic Places Trust	 5 Little effect on archaeological or historic sites and the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other tāonga. 1 Significant effect on archaeological and historic sites and the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other tāonga.

	Criterion	Relevant RMA Part 2 Matters	Interpretative Notes	Relevant Background Information	Proposed Rating Guide
6.	Economic Benefits and Costs	Section 5 specifies that sustainable management means managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being. Section 7(b) relates to the efficient use and development of natural and physical resources.	 Should include consideration of: the benefits of enabling more efficient freight movement and reduced travel times capital and maintenance costs associated with each option 	Traffic Modelling and B/C analysis presented by GHD on 8 May, 2012.	 5 Substantial benefits and/or lowest costs. 1 Limited benefits and/or substantial costs.
7.	Traffic and Community Safety	Section 5 specifies that sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being. Section 7(aa) relates to the ethic of stewardship, 7(b) the efficient use and development of natural and physical resources, 7(f) the maintenance and enhancement of the quality of the environment which have to be had particular regard to in relation to existing communities.	 Should include consideration of: any improvement or change in safety for residents in Whakatu and dwellings in the surrounding area any improvement or change in safety for road users including pedestrians, cyclists, light and heavy traffic. 	Traffic Modelling and analysis presented by GHD on 8 May, 2012	 5 Substantial improvements to community and road user safety. 1 Negative effects on community and road user safety.

Criterion	Relevant RMA Part 2 Matters	Interpretative Notes	Relevant Background Information	Proposed Rating Guide
8. Connectivity		 Should include consideration of: effective and efficient linkages to existing industries and zoned industrial land in the Whakatu area. effective and efficient linkages to existing roads and cycle/pedestrian ways in the area around the arterial route. the potential to effectively and efficiently link to known future roading and cycle/pedestrian ways in the area around the arterial route. 	GHD on 8 May, 2012.	 5 Substantial improvements connectivity to the Whakatu Industrial Area and existing transport network with good potential for future strategic linkages. 1 No improvement in connectivity to the Whakatu Industrial Area and existing transport network with little potential for future strategic links.

5.4 AGREED WEIGHTING

Each criteria received a negotiated and agreed weighting by the Working Group during Workshop Six. These weightings and the reasons for them are presented in Table 6. A weight of 1 is considered as less important to the decision and a weight of 3 is considered more important to the decision associated with identifying a preferred Whakatu Arterial Link.

Table 6: Criterion Weighting

	Criterion	Weight	Reasons
1.	Effects on Productive Land Use, Existing Use and Infrastructure and Development Opportunities	2	Recognises that in order to meet the arterial function of the Whakatu Arterial route some level of effects on existing landuse and development is unavoidable.
2.	Recreation and Tourism Effects and Opportunities	1	Recognises that the project area has little in the way of current recreation and tourism value and as such will not be a key determinant of the route chosen
3.	Effects on Natural Values	1	Recognises that the project area is highly modified and characterised by residential, industrial and land- based production uses with reduced natural values at present and as such will not be a key determinant of the route chosen
4.	Effects on existing communities	3	Because the ability for a selected arterial option to remove heavy traffic from the community and improve amenity is a key driver and objective for the project
5.	Effects associated with Tangata Whenua Values including Historic Heritage, Archaeological Sites and Historic Places	2	Although this is an important criteria in the Whakatu area the four short-listed options all avoid identified waahi tapu sites and Maori owned land
6.	Economic costs and benefits	3	The route needs to be as cost effective as possible while providing tangible benefits for road users and the District and Regional economy
7.	Traffic and Community Safety	3	Because a safe road and intersections clear of community areas and facilities are primary objective for the Whakatu Arterial route
8.	Connectivity	3	because it is very important that the selected route services both existing and future potential industries, roads and pedestrian / cycleways in and around the arterial route efficiently and effectively

5.5 EVALUATION OUTCOME

During Workshop Six, raw scores were negotiated for each option against each assessment criteria, producing a weighted score for each option and a ranking between options. This matrix is provided in Table 7.

Table 7: Evaluation Matrix

Option	Rating	Effects on Productive Land Use, Existing Industrial Use and Infrastructure and Development Opportunities	Recreation and Tourism Effects and Opportunities	Effects on Natural Values	Effects on Existing Communities	Effects associated with Tangata Whenua Values including Historic Heritage, Archaeological Sites and Historic Places	Economic Costs and Benefits	Traffic and Community Safety	Connectivity	Total rating	Ranking
	Raw score *	2	2	3	1	2	3	1	2	16	4th
Option 1 (Orange)	Comments	 Further away from core industrial area = less likely to be used Relatively high impact on residential, particularly S area S area is difficult with small holdings / residences Least progressive of options, limited improvement Possible impact on Maori and other land through road widening particularly around the railway crossing area No new rail crossings required Severance of land at Pakowhai end, but less than Options 3&4 	 Directing traffic away from the Pilcher Rd signage to Kidnappers Road is further away from the river than Options 3&4 	• The key issue is effects around the Karamu Stream and while no significant effects are anticipated with good design, increases in traffic will lead to some increased run off. This issue is the same for all options.	 Significant effects on Ruahapia Marae in terms of amenity 6 dwellings are affected in Paraire Rd Existing homes on Ruahapia Rd Doesn't take traffic away from the Whakatu Community as intended as compared to Options 3 & 4 	 Increased traffic effect on Ruahapia Marae and papakainga – proximity of the marae to the road would cause more severe effects on the functioning, amenity and access to the marae – marae is frequently used Any widening issues and effects on the waahi tapu site Proximity to urupa at Pakowhai Rd end – potential noise effects Road widening may create effects on Maori land around rail crossing area 	 BCR 3.6 1st year rate of return: 0.20 	 This is an upgrade of Ruahapia Road with existing issues around curves and poor sight lines Route is very close to the community at Ruahapia and Paraire – safety considerations It would be difficult to make a limited access road and provision will need to made for all of the current houses to maintain access 	 May not be able provide effective cycle lane due to space restrictions on existing roads It does link SH2 to Pakowhai but only a partial solution – does not address the full range of issues Long term future proofing because of potential to link to the Tomoana area via Otene Rd and through to future NE connector although this would be more costly than for Options 3&4 because the full length of Anderson Rd would need to be constructed 		
	Weighting **	2	1	1	3	2	3	3	3		
	Weighted score***	4	2	3	3	4	9	3	6	34	4th

Option	Rating	Effects on Productive Land Use, Existing Industrial Use and Infrastructure and Development Opportunities	Recreation and Tourism Effects and Opportunities	Effects on Natural Values	Effects on Existing Communities	Effects associated with Tangata Whenua Values including Historic Heritage, Archaeological Sites and Historic Places	Economic Costs and Benefits	Traffic and Community Safety	Connectivity	Total rating	Ranking
	Raw score *	4	2	3	3	3	3	3	3	24	3rd
Option 2 (Blue)	Comments	 Further away from core industrial area = less likely to be used Less land titles involves than Option 1 Shortest distance of new road / least amount of new land disturbed (not including widening) Possible impact on Maori and other land through road widening particularly around the railway crossing area No new rail crossings required Severance of land at Pakowhai end, but less than Options 3&4 	 Most effect on golf course Would leave access between Ruahapia Rd and Karamu Stream unaffected Road is further away from the river than Options 3&4 	The key issue is effects around the Karamu Stream and while no significant effects are anticipated with good design, increases in traffic will lead to some increased run off. This issue is the same for all options.	 Doesn't take traffic away from the Whakatu Community as intended as compared to Options 3 & 4 (but to a lesser degree than Option 1) Addresses community and marae effects on Ruahapia of Option 1. 1 dwelling affected near golf course 	 Proximity to urupa at Pakowhai Rd end – potential noise effects The closure of Ruahapia Rd would be positive from a marae amenity perspective, but this is balanced by a decrease in accessibility from the marae to other areas, e.g. Pakowhai, Napier, etc. Road widening may create effects on Maori land around rail crossing area 	 BCR 3.8 1st year rate of return: 0.22 	 This is a partial upgrade of Ruahapia Road with existing issues around curves and poor sight lines It would be difficult to make a limited access road and provision will need to made for all of the current houses to maintain access Decreases in traffic predicted by the model in Whakatu and Ruahapia Rd areas will improve safety 	 Alignment of Napier Rd is more favourable than Option 4 and therefore improved connectivity Difficulty providing effective cycle lane due to space restrictions on existing roads Potentially use closed portion of Ruahapia for cycle way / walkway More attractive and direct route for traffic than Option 1 Bypasses the industrial area so less favourable from a connectivity perspective than Options 3 & 4 for this industrial connectivity Attractive route from Havelock North to Napier and airport Long term future proofing due to potential link to Tomoana via Otene Rd through to future NE connector, although this would be more costly than for Options 3&4 because the full length of Anderson Rd would need to be constructed Pilcher Rd add-on a plus for connectivity Reduces traffic through industrial area that is not bound there, not having the arterial in the middle of the industrial area may facilitate better internal movements 		
	Weighting **	2	1	1	3	2	3	3	3		
	Weighted score***	8	2	3	9	6	9	9	9	55	3rd

Option	Rating	Effects on Productive Land Use, Existing Industrial Use and Infrastructure and Development Opportunities	Recreation and Tourism Effects and Opportunities	Effects on Natural Values	Effects on Existing Communities	Effects associated with Tangata Whenua Values including Historic Heritage, Archaeological Sites and Historic Places	Economic Costs and Benefits	Traffic and Community Safety	Connectivity	Total rating	Ranking
	Raw score *	3	3	3	4	4	5	4	4	30	1st
Option 3 (Green)	Comments	 Industrial land effects associated with ENZA and Apollo and Nimons Closer and more direct route to the Industrial area Additional rail crossing required Severance of horticultural land greater than Option 4 and effects on logical production layouts are significant (SH2 – ENZA) 	• Would leave access between Ruahapia Rd and Karamu Stream unaffected	• The key issue is effects around the Karamu Stream and while no significant effects are anticipated with good design, increases in traffic will lead to some increased run off. This issue is the same for all options.	Better than Option 4 at removing traffic from school	 Proximity to urupa at Pakowhai Rd end – potential noise effects 	 BCR 4.8 1st year rate of return: 0.29 	 Decreases in traffic predicted by the model in Whakatu and Ruahapia Rd areas will improve safety New road – clear sight lines and geometry 	 Alignment of Napier Rd is more favourable than Option 4 and therefore improved connectivity New road – good potential for cycle lanes etc. Attractive route from Havelock North to Napier and airport Long term future proofing because of potential to link to the Tomoana area via Otene Rd and through to future NE connector Pilcher Rd add-on a plus for connectivity 		
	Weighting **	2	1	1	3	2	3	3	3		
	Weighted Score***	6	3	3	12	8	15	12	12	71	1st

Option	Rating	Effects on Productive Land Use, Existing Industrial Use and Infrastructure and Development Opportunities	Recreation and Tourism Effects and Opportunities	Effects on Natural Values	Effects on Existing Communities	Effects associated with Tangata Whenua Values including Historic Heritage, Archaeological Sites and Historic Places	Economic Costs and Benefits	Traffic and Community Safety	Connectivity	Total rating	Ranking
	Raw score *	3	3	3	3	3	5	2	3	25	2nd
Option 4 (Red)	Comments	 Industrial land effects associated with ENZA and Apollo and Nimons Closer and more direct route to the Industrial area Additional rail crossing required Extra roundabout taking additional land Less overall land taken than Option 3 		• The key issue is effects around the Karamu Stream and while no significant effects are anticipated with good design, increases in traffic will lead to some increased run off. This issue is the same for all options.		 Proximity to urupa at Pakowhai Rd end – potential noise effects The two roundabouts surrounding Mangateretere School is a concern for school safety and function is important for this criteria as the school is a total immersion te reo school. 	 BCR: 4.6 1st year rate of return: 027 	 Decreases in traffic predicted in Whakatu and Ruahapia Rd areas will improve safety Safety concern of two roundabouts surrounding Mangateretere School, particularly around children biking / walking to school and being picked up / dropped off New road – clear sight lines and geometry 	 New road – good potential for cycle lanes etc. Attractive route for Havelock North residents to Napier and airport, particularly from Napier Rd and Te Mata - Mangateretere Rd Long term future proofing because of potential to link to the Tomoana area via Otene Rd and through to future NE connector Pilcher Rd add-on a plus for connectivity 		
	Weighting **	2	1	1	3	2	3	3	3		
	Weighted Score***	6	3	3	9	6	15	6	9	57	2nd

6 WORKING GROUP RECOMMENDATIONS

The Working Group recommends that the Hastings District Council accept the refined Option 3 (as shown in **Appendix J**) as the preferred route option for the Whakatu Arterial Link. Option 3 is recommended because it provides:

- improved safety for the Whakatu community by drawing traffic off residential streets and around the Mangateretere School location;
- improved safety at the SH2 and Pakowhai Road intersections;
- better connectivity to the industrial area;
- better economics as indicated by higher BCR and FYRR values;
- good potential to incorporate cycle lanes and walkways;
- an attractive route from Havelock North to Napier and the airport; and
- clear sight lines and geometry.

Given this recommendation, the Working Group also makes the following additional recommendations and comments to the Hastings District Council and it is requested that these are considered in any decision on the development of Option 3 for designation, detailed design and construction:

- Include an extended Anderson Road and roundabout at the Arterial;
- The extension of Anderson Road with a new bridge across the Karamu Stream to link to Otene Road and a strategic link through to the NE Connecter should be considered by HDC and the Regional Transport Committee;
- The design around the Pilcher Road / SH2 intersection is a key safety issue which must be well addressed in detailed design, particularly around the Mangateretere School;
- The design of the Pakowhai Rd arterial intersection is a key design issue and requires effective and safe linkages with Farndon Rd and Ruahapia Rd;
- Through design and traffic management, discourage the use of Farndon Rd as a heavy traffic route to Napier and the Port, but not to Awatoto;
- Any final design needs to look at maintaining efficient land use as much as possible and minimising the loss of fertile land;
- Maintaining good access to the Pakowhai Country Park will be an important design consideration for intersections in the Pakowhai / Ruahapia or Chesterhope Bridge area;
- Consider opportunities for discouraging the use of alternative, less-efficient routes (rat runs) and utilisation of closed roads for cycle / walkways; and
- If there are any road closures, road names will need to be altered to help with prompt identification and access for emergency services.

APPENDIX A

WHAKATU ARTERIAL PROJECT DISCUSSION DOCUMENT



Whakatu Arterial Project – Discussion Document

Introduction

The purpose of this document is to:

- announce the Whakatu Arterial Project [the Project],
- advise that the route for the Whakatu Arterial has not been decided,
- advise that the decision for any route will be subject to advice and information from consultation hui / meeting scheduled to conclude by 14 March 2012,
- advise that the decision for any route will also be subject to a "design by enquiry" process to be conducted with members of the community (stakeholders) following the consultation hui / meeting,
- advise that the Project will seek advice from Maori landowners about the protection of any Maori land in the Project area.

The Project is within a strategic partnership of Hastings District Council, Hawke's Bay Regional Council, and New Zealand Transport Agency.

Rationale

The Project is identified as a priority for development in the region. It will contribute to increased prosperity and thereby have a positive impact on social wellbeing. The Project will account for environmental wellbeing and cultural wellbeing.

Background

The Heretaunga Plains Transport Study (HPTS) was formally adopted by the Regional Transport Committee on 17 February 2012. The study is an integrated transport and land use study which incorporates the latest land use projections to forecast future travel patterns



and freight movement.

The study reviewed over 30 roading projects around the district to mitigate the effects of increased traffic, including three alternative alignments of a Whakatu Arterial. Three projects were seen as beneficial to progress further, being a Whakatu Arterial, Prebensen Drive widening and improvements at the Pakowhai / Expressway intersection. The analysis showed that a better connection between the Expressway and SH2 would be beneficial to the overall network by reducing volumes along SH2 and diverting more traffic onto the Expressway. Preliminary analysis shows that this project meets the criteria for subsidy from National road funding sources.

While some preliminary analysis has been undertaken on three alternative alignments, they all show positive benefits to the community. However, no decision has been made on a final alignment and this will be undertaken with the aid of a series of workshops that will be undertaken with members of the community. Comments made by the public, at the public meetings and any additional feedback prior to the workshops being engaged, will be taken into account in the determination of the final alignment.

Protection of Maori land

There are 40 Maori land blocks in the study area. The Project intends to seek advice from landowners about protecting Maori land. It is an objective of the Project to avoid the use of Maori land for development with respect to subdivisions, and roading networks. For further information contact Hastings District Council.

Consultation Schedule

Public Meetings	29 February to 14 March 2012
Design by Enquiry Workshops	19 March to end April 2012

If you have any further enquires after the conclusion of the public meetings, please contact Sarath Kuruwita on <u>sarathk@hdc.govt.nz</u>

Design by Enquiry

A series of workshops will be undertaken on a weekly basis that will involve both technical staff and community stakeholders. The workshops will review existing flow patterns, any land issues, flood plains and environmental effects. The workshops will then determine potential alignments, and objectively determine a preferred alignment(s) for further technical investigation.

The workshops will require a 2-3 hour per week commitment from each participant for a 4-5 week period. In order to be a success, members from the community need to be engaged in the process. If you are interested in being on the team, please contact Sarath Kuruwita on <u>sarathk@hdc.govt.nz</u> before Friday 16 March. Around 10 people from across all the community will be selected. More than that will not work for such an intensive workshop process. The workshops will commence the week of 19 March 2012.

Project timeline

Application for Funding:	November 2011
Funding decision:	July/August 2012

Schedule of meetings:

29 February 2012	Whakatu Community Hall – Whakatu community 5:30 p.m.
2 March 2012	Hawke's Bay Chamber of Commerce – business community
	5:30 p.m.
6 March 2012	Kohupatiki Marae – mana whenua
	5:30 p.m.
8 March 2012	Hawke's Bay Regional Council – environmental groups
	5:30 p.m.
13 March 2012	Hawke's Bay Opera House – Assembly
	Room: residents of Hastings
	5:30 p.m.
14 March 2012	Whakatu Community Hall
	Industry, horticulture, transport, infrastructure enterprise
	5:30 p.m.

APPENDIX B

WORKING GROUP TERMS OF REFERENCE





Whakatu Arterial Project

Enquiry by Design - Working Group

Terms of Reference

1. BACKGROUND / CONTEXT

Hawke's Bay is a highly productive region with a number of industries focusing their activities in the Whakatu area.

The Heretaunga Plains Transport Study (HPTS) was formally adopted by the Regional Transport Committee on 17 February 2012. The study is an integrated transport and land use study which incorporates the latest land use projections to forecast future travel patterns and freight movement.

The study reviewed over thirty roading projects around the district to consider ways to mitigate the effects of increased traffic and identified the Whakatu Arterial as the highest priority roading project.

It showed that a better connection between the Expressway and SH2 would be beneficial to the transport network by reducing traffic volumes in some areas; and, diverting more traffic onto the Expressway. The project is intended to contribute to increased prosperity and have a positive impact on social wellbeing.

While the project has been identified as a priority, the route taken to form the connection has not been decided. There are a wide range of criteria to consider in choosing the final route and community input will be an essential consideration. A key part of this analysis will be undertaken by the Whakatu Arterial Project enquiry by design process.

Meeting	Purpose	Time / Date	Venue
One	Scoping and Opportunities	5.30pm, Tue 27 March	HDC
Two	Options Development	5.30pm, Tue 3 April	HDC
Three	Walk / Drive Over	2.00pm, Sat 14 April	On site
Four	Information Gaps and Studies	5.30pm, Tue 17 April	HDC
Five	Invited Experts	5.30pm, Tue 8 May	HDC
Six	Evaluation Matrix and Outcome	Full Day to be Determined	HDC
Seven	Confirm Final Report	5.30pm, Tue 29 May	HDC

2. MEETING SCHEDULE

3. PURPOSE

The Working Group shall come to an informed recommendation on a preferred route for the Whakatu Arterial Project.

4. WORKING GROUP MEMBERS:

The Working Group has the following members:

Name	Role	Phone	Email
Bayden Barber	Kaumatua		baydenbarber@gmail.com
Rauru Kirikiri	Chair		raukirikiri@gmail.com
Stephen Daysh	Facilitator	834 4344	stephen.daysh@emslimited.co.nz
Simon Bendall	Assistant Facilitator	834 4098	simon.bendall@emslimited.co.nz
Ru Collins	Working Group Member		<u>ru@hdcnz.com</u>
Rod Heaps	Observer		rod@hdcnz.com
Sarath Kuruwita	Advisor	0277 056 763	sarathk@hdc.govt.nz
Marama Laurenson	Advisor	0275 555 493	maramal@hdc.govt.nz
Jag Pannu	Advisor	0274 748 319	jagwinderp@hdc.govt.nz
Phil McKay	Advisor	0274 955 442	philipam@hdc.govt.nz
Brett Chapman	Advisor	0274 398 032	brettc@hdc.govt.nz
Esther-Amy Bate	Advisor	021 847 598	esther-amy@hbrc.govt.nz
Aki Paipper	Working Group Member	870 0804	akinator@hotmail.com
Darren Tichborne	Working Group Member	870 0066	tich@diggerworkz.co.nz
Jo Whare	Working Group Member	870 0820	pwhare@xtra.co.nz
Michaela Vodanovich/	Working Group Member	876 5938 ex 708	michaela.v@hawkesbaychamber.co.nz
Murray Douglas	(and alternate)	876 5938	murray.douglas@hawkesbaychamber.co.nz
James Lee	Working Group Member	027 551 9820	Leej@wca2.co.nz
David Renouf	Working Group Member	878 3239	
David Mardon	Working Group Member	878 3383	mavisdavid@gmail.com
Mahina Apatu	Working Group Member	876 7173	mahina.apa2@gmail.com
Chris Bain /	Working Group Member	833 4402	chrisb@portofnapier.co.nz
Nick Cornwall	(and alternate)	833 4533	nick@portofnapier.co.nz
Bill Nimon	Working Group Member	021 745 585	bill@nimons.co.nz
Phillipa Page	Working Group Member	876 6630	phillipa@pagebloomer.co.nz
Des Ratima	Working Group Member	027 548 2688	desratima52@gmail.com
Carl Baker	Working Group Member	0274 437 974	carlbaker.hhr@actrix.co.nz
Kim Santer	Working Group Member	876 0573	kim.santer@kiwirail.co.nz
Laura Skilton	Technical Advisor	04 576 0623	laura.skilton@ghd.com
Tony Harrison	Technical Advisor	870 9105	tony.harrison@ghd.com

5. WORKING GROUP REPORT

A report will be compiled by the Facilitator / Assistant Facilitator following the conclusion of Meeting Six. A first draft shall be circulated to all Working Group members within one week following Meeting Six, and confirmed as final in Meeting Seven.

The report shall record the matters traversed and present any recommendation of the Working Group. The report will be made public by Hastings District Council.

6. OPERATIONAL PROTOCOLS

- a) Meetings will be held in the Hastings District Council Chamber.
- b) Meetings will be held in accordance with the Meeting Schedule listed above, however should the Working Group complete milestones in a shorter time period, the meeting schedule may be amended by majority agreement.
- c) Hastings District Council will provide administrative support for the functioning of the Working Group.
- d) Working Group members agree to attend and participate in all scheduled meetings. In the case that a member cannot attend a meeting, the member must provide their apologies prior to the start of the meeting. Apologies shall be made through Marama Laurenson (see contact details in Section 4) to the Chair.
- e) Working Group members agree to participate in an open, honest and collaborative way. All contributions made within the Working Group will be "without prejudice" and not taken out of context outside of the Working Group.
- f) Open discussion and ideas sharing at Working Group Meetings are encouraged in order to share information (including individual experiences and knowledge), however discussion that occurs within the Working Group is not to be reported or disclosed outside the Working Group until the final report is confirmed and provided to the Hastings District Council.
- g) Any press releases require Working Group agreement prior to release and all public comment attributed to the functioning of the Working Group will be made through the Chair.
- Attendance at Working Group meetings shall be limited to those persons identified in Section 4 of this Terms of Reference document. Other persons may be invited to attend Working Group meetings (for example invited experts, technical support staff, etc) at the sole discretion of the Chair.
- i) All recommendations should be reached by Working Group consensus.
- j) These Terms of Reference may be updated as agreed by the Working Group

APPENDIX C

CONSTRAINTS, ISSUES AND OPPORTUNITIES



Whakatu Arterial Project

Enquiry by Design Workshop One 5:30-8:30PM, 27 March, 2012 **Council Chamber** Hastings District Council

Constraints

- Bridge over rail
- Community sensitivities: •
 - o NIMBY
 - o Noise
 - Funding limitations
- Waahi tapu / Urupa •
- Chesterhope Bridge:
 - o Bottleneck problems (too many roads in too small an area)
 - o Weight limits
 - o Studies needed?

Issues

- Loss of horticultural lands
- Devaluing land
- Traffic on Ruahapia Rd •
- Protection of water ways:
 - o Storm water
 - o Runoff
- Existing industries and industrial growth
- Havelock North serviceability
- Connectivity: Hastings-Tomoana-Whakatu corridor ٠ (cycle/Rd etc.)

- Safety Whakatu

- Jobs •
- Economic growth •
- Remove HCV from coastal route •
- Station Rd / Railway Rd intersection •
- Increased value of industrial land •
- Landuse planning residential / industrial (overall plan)
- •
- Increased use of rail
- Access pedestrians and cycle
- Improve amenity in Whakatu (landscape, beatification, CBD)
- Landscape and environment
- National competitiveness: •
 - Planned business park
 - Wet industry

- Mana Whenua aspirations:
 - route (scenic)
- freight

Opportunities

• Pakowhai / Ruahapia interchange improvement Turn off on to Farndon Rd improvement

Environmental health and low impact design

Central North Island location and Port

• Looking at broader transport issues – future?

• Mana Whenua engaging with Council, Industry, etc

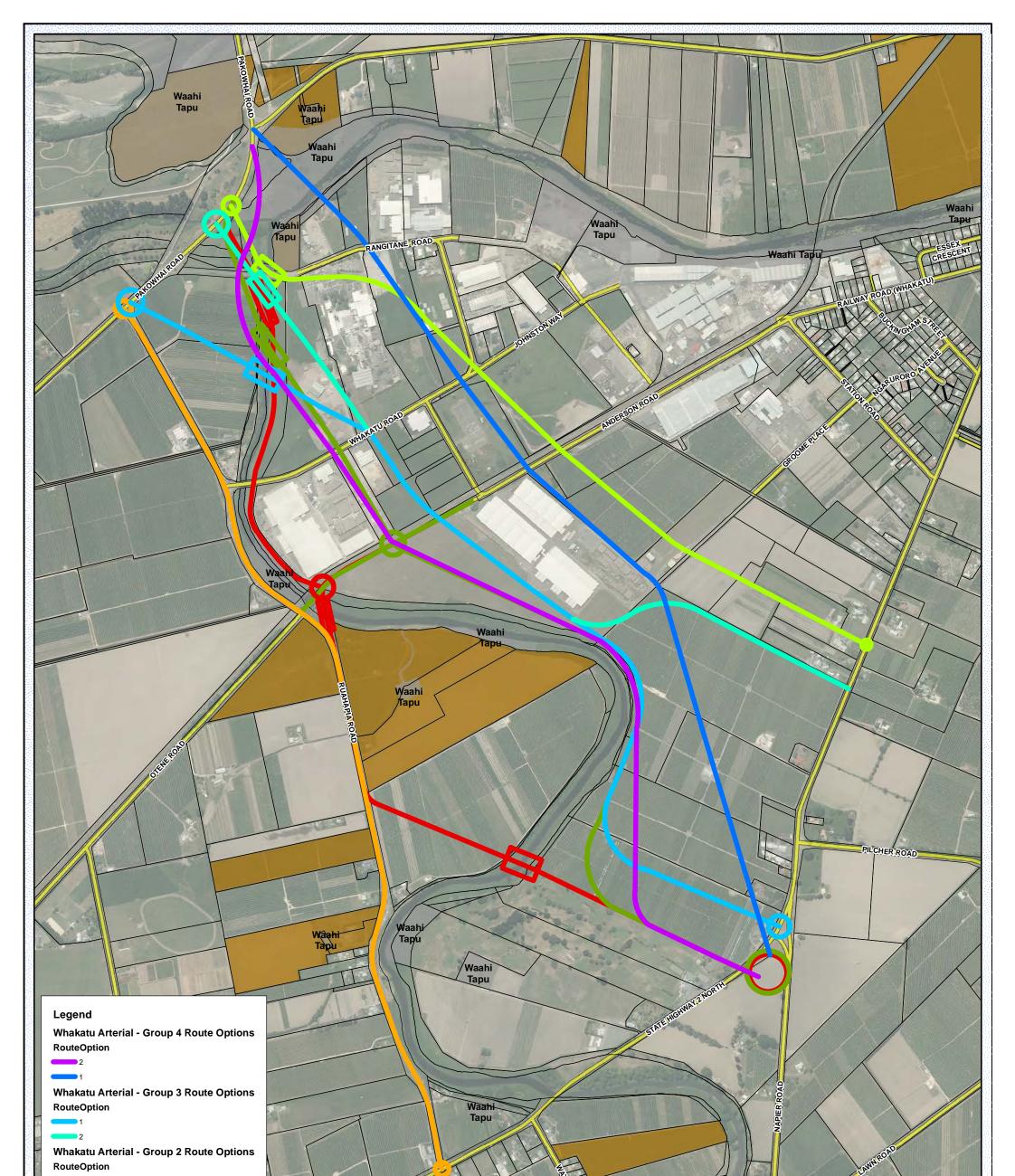
• Eg. Tourism, improving / enhancing coastal

• New VDM Amendment Rule (increased truck weight / size limits) - less movements for same amount of

APPENDIX D

8 ROUTE OPTIONS – WORKSHOP TWO





Whakatu Arterial - Group 2 Route Options RouteOption 2

1 Whakau Arterial - Group 1 Route Options Option 2

Maori Land 03/04/2012

Whakatu Arterial Project - Enquiry by Design Workshop Option Development

DATA SOURCE: Cadastral information derived from the Land nformation New Zealand's Core Record System (CRS). CROWN COPYRIGHT RESERVED



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AREROAD

Waahi Tapu

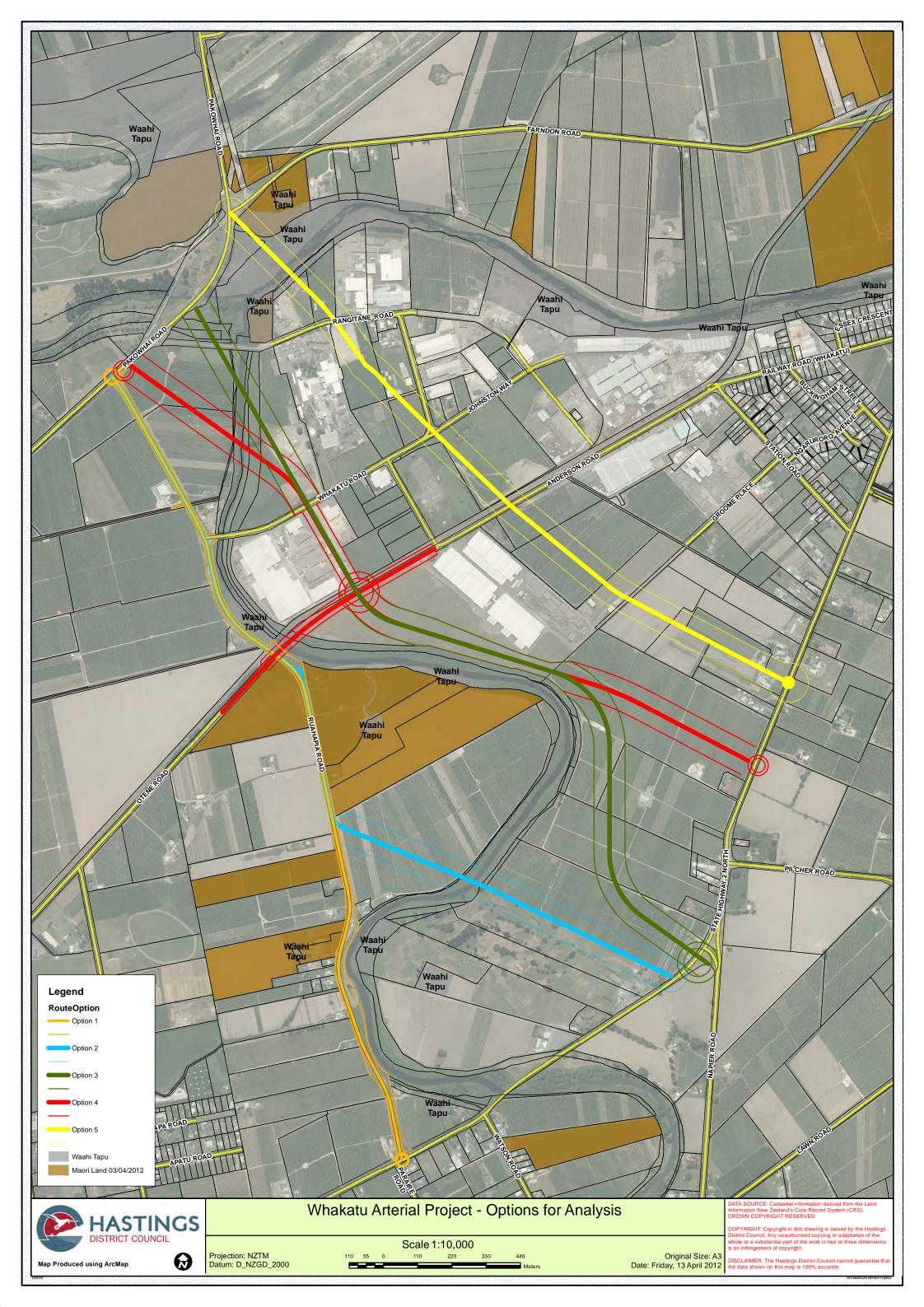
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Waahi Tapu

APPENDIX E

5 ROUTE OPTIONS – WORKSHOP FOUR





APPENDIX F

SUMMARY OF FURTHER INFORMATION REQUESTS



Whakatu Arterial Project

Enquiry by Design Process

Information Package Summary – 17 April 2012

Specific Information Requests arising from Workshop Two (3.4.12) and the Site Visit (14.4.12)

Traff	ic Modelling and Engineering Aspects (Co-ordinators - Tony Harrison / Sarath Kuruwita)
•	Details on how much traffic flows out of Whakatu heading north vs how much flows south
•	What is the best place for Napier Road roundabout, in consideration of residents in the area
•	Is a heavy/commercial traffic only route an option?
•	How do we deal with existing industry within residential zones and the heavy traffic volumes this generates
•	Railway Bridge at Farndon Road – is it feasible to raise to allow for double stacked trains?
٠	Corridor connectivity is an important criteria
•	Pilcher Road Roundabout needs to be looked at
•	Info from HBRC on the Karamu Stream – future plans and constraints
•	Need to know HBRC flood control related issues and concerns about bridging the Karamu
•	What are the engineering constraints for where the new arterial road meets Pakowhai Road
•	If Ruahapia Road is used partially where would be the cut-off area and how would the people and the marae get access
٠	How might the Anderson Road / Otene Road link be factored into the options
٠	What is the economic split between just better linking Whakatu with the Port and
	providing the full arterial link which for traffic from the south and west could link to Whakatu and through to the expressway
٠	NZTA are stakeholders in transparency with us
•	Would there be only a single point of entry from Pakowhai? Only moving the existing point of entry.
•	Still need to consider Chesterhope bridge?
٠	Still need to consider a roundabout at Pakowhai and Ruahapia?
٠	Bring Farndon in too? Better to have two roundabouts – a large one for the trucks?
٠	The Anderson Road Otene Road link will require a complex integration: sewage, bridge etc., the bridge may provide opportunity to span Karamu?

Facilitator Notes:

- 1. Many of these queries will be answered through the traffic modelling exercise which will be reported on 8 May 2012 by GHD.
- Some of the questions can only be answered in specific detail as part of detailed design engineering which would follow identification of the preferred route / corridor.

- 3. Pilcher Road intersection and Anderson Road / Otene Road link are separate projects but we need to keep them in mind when assessing the route options for Whakatu Arterial.
- 4. Discussions with HBRC Engineers regarding Karamu Stream issues will occur before the 8 May 2012 and will be reported back.

Maori Land / Waahi Tapu (Co-ordinator - Marama Laurenson)	
• What can we learn about the waahi tapu area (Farndon Road) and the constraints this	
presents?	
• Roundabout is needed at Chesterhope Bridge – what are the waahi tapu constraints?	
Need more information on the waahi tapu.	
 Ruahapia is important regarding waahi tapu. 	
Most of the options you look at cross a stream somewhere which means they will cross	S
waahi tapu somewhere. It would be a good thing to discover how we may use waahi	
tapu areas in a way that we can achieve something positive together.	
• Need to preserve waahi tapu, but we may need to consider all options to make best	
possible decision with all the information we have got.	

Facilitator Notes:

- 1. The project area has several waahi tapu areas identified on the District Plan and this is a key issue for the project so more information is important.
- 2. Marama will liaise in the first instance with the mana whenua representatives on the Working Party to bring appropriate information to the table on 8 May 2012.

Planning / Land / Community issues (Co-ordinator Philip McKay)
 Impact on productive land – we don't want to bisect properties
Need to know:
 Up to date land use - current and planned
 Business park
 Plan change 56
• Need analysis on land usage, e.g. what is the minimum useful size for an industrial lot?
 Ruahapia is important regarding waahi tapu – District Plan schedules
• Most of the options you look at cross a stream somewhere which means they will cross
waahi tapu somewhere. It would be a good thing to discover how we may use waahi
tapu areas in a way that we can achieve something positive together.
• The detail is missing, maps etc not necessarily up to date re recent development; and
regarding easements etc with HBRC, Transpower lines and switchyard, Power companies
etc we need more detail to refine our approach.
What building consents are in the pipeline? Katrina, Phil Evans, Murray Arnold
• 3 options to be reviewed against HPUDS to ensure consistency with that high level policy
direction

Facilitator Notes:

1. The HDC GIS system has a lot of information which is helpful, but it is recognised that Whakatu is a dynamic and growing area so we need to be able to bring the latest land and planning information to the table as part of the evaluation process.

Questions raised not covered above in the Information Package Tables but answered below by the Facilitator:

• Are we thinking about a solution for the whole of the network, or just shifting the problem, for example to Hyderabad Rd?

The Heretaunga Plains Transportation Study assessed the whole network and defined the Whakatu Arterial as the priority project, but other strategic projects have been identified on the network as well which will facilitate better linkages on the Plains. The key point is the focus of our Working Party is to find a solution for the Whakatu Arterial element only.

• Port of Napier – need to present concept plans for distribution hub to the Working Group to show what is being considered for the area and the constraints this may present, e.g. bisecting the site with a road will ruin it. Do this at next workshop?)

Chris Bain provided an explanation of the Port of Napier's Whakatu land and future possibilities on the site visit on 14 April 2012

• Can we consider options outside of Whakatu area?

Yes, provided the objective of linking State Highway 2 to Pakowhai Road / Expressway is met but note this was the clear brief when the four groups defined their preferences on 3 April 2012.

• Traffic Flow difference if route is taken through Whakatu

This question is not clear and needs clarification as to meaning?

• How does Whakatu itself look after the road has gone through?

It is unclear if this question relates to traffic flows or more generally about future community planning for Whakatu?

Landscaping to beautify and demarcate the residential area from the industrial area – does this group need to be involved in this?

The Whakatu Community Plan has a master plan for landscaping. But this will be added to the engineering considerations in this project: traffic calming to be included.

• Corridor connectivity is an important criteria

Agreed, and this will be one of the assessment criteria.

APPENDIX G

FURTHER INFORMATION PRESENTATIONS



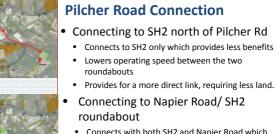




Napier Road Roundabout

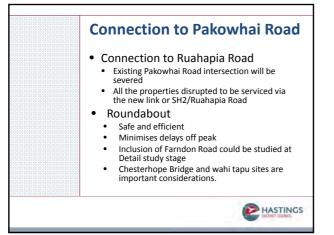
- NZTA have advanced plans
- Land has been acquired
- NZTA are collaborating with HDC
- Can be constructed as a stand alone project

PHASTINGS



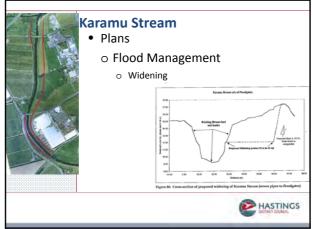
- Connecting to Napier Road/ SH2
- Connects with both SH2 and Napier Road which provides more benefits
- Easier operation around a single roundabout
- Need to redesign NZTA roundabout (5 legs)



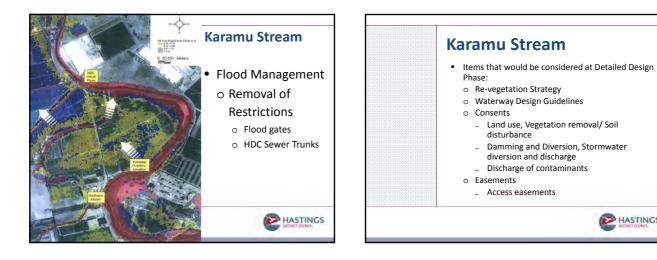




Karamu Stream
Information
 Long term plan (20+ yrs.)
 Flood Management
 Re-vegetation Strategy
 Waterway Design Guidelines
o Consents
o Easements



HASTINGS



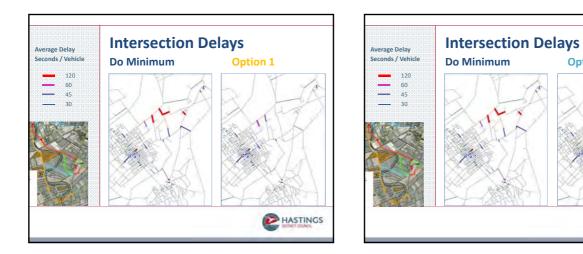
 Flows to and fro 	m Whak	atu - Ex	isting		
		Го			
Summary of travel	Whakatu				
1 Napier CBD	1%	1%			
2 Rest of Napier	21%	20%			
3 Hastings north of Napier	1%	1%			
4 Hastings CBD	9%	9%			
5 Urban Hastings	22%	21%			
6 Havelock	6%	6%			
7 Flaxmere	3%	2%			
8 Rural Napier to Hastings	30%	31%			
9 Rural south of Hastings	8%	8%			
vehicles • Existing industry traffic calming o • Economic split – come from the r expressway – th	r service a signif oute co	lanes cant ar nnectin	over time nount of g the sou	the bene th east to	fits o the
flows					HASTIN

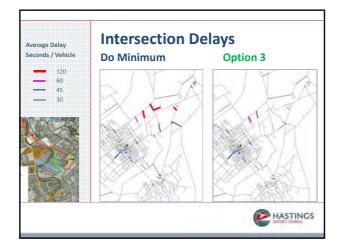
THE A	WHAKATU – NET\	NOR	(IMP/	ACTS		
2	CHANGES TO 2026 DA	ILY TR	AFFIC	VOLU	MES	
	Road	DM (2026)	Option 1	Option 2	Option 3	Optior 4
	Option – daily volume (Napier Rd end)	-	11,400	6,900	8,200	8,80
TARK	Option – daily volume (Pakowhai end)		17,600	16,500	19,300	19,70
1 Start	Pakowhai Road (Sth of Ruahapia)	16,100	-100	2,000	900	80
- mile-	Pakowhai Road (Nth of Farndon Rd)	13,200	1,400	1,400	1,600	1,40
	Ruahapia Road (Otene – Whakatu)	7,800	3,600	3,500	-1,600	-1,50
	Ruahapia Road (SH2 end)	4,600	6,800	-200	-3,200	-3,20
	Elwood Road	5,300	-1,700	-100	-2,100	-1,90
	Anderson Road	8,400	-3,200	-4,600	-5,000	-5,10
	Napier Road (South of SH2)	4,400	-900	1,900	2,300	2,00
	SH2 (South of Richmond Road)	11,200	-1,400	-2,400	-3,200	-2,40
	St Georges Road	6,500	-1,800	-1,800	-2,100	-2,10
	Crosses Road	9,500	-1,700	-1,600	-1,800	-1,30
	Havelock Rd (Karanema to St Georges)	25,700	-500	-700	-700	-70
	Railway Road (West of SH2)	1,900	-400	-1,000	-1,500	-1,50
	Station Road East (Near SH2)	5,700	-2.800	-3.200	-2,800	-3,20

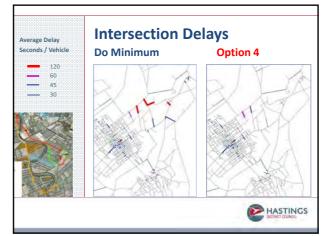
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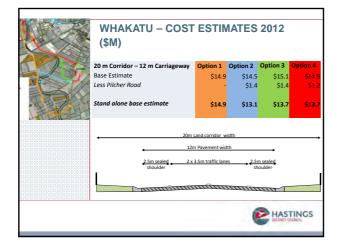
Option 2

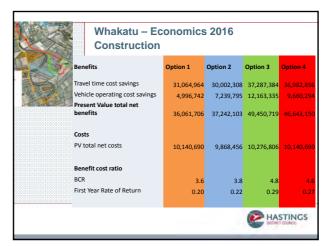
HASTINGS

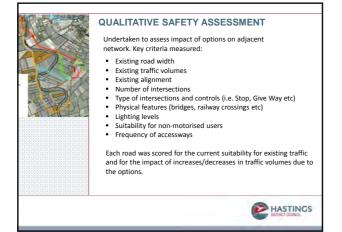


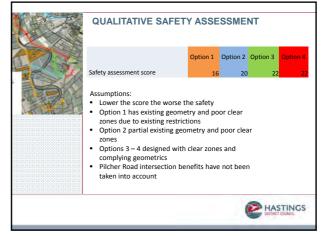






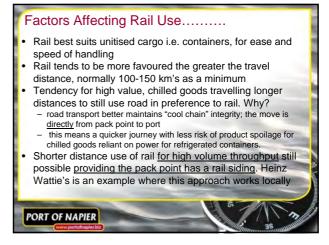






Issue	Option 1 (orange)	Option 2 (Blue)	Option 3 (Green)	Option 4 (Red)
Air quality, noise and vibration	м	L	L	L
Water resources	м	м	м	м
Culture and heritage	H	L	L	NA
Terrestrial ecology	L	L	L	L
Aquatic ecology	L	L	L	L
Land use / transport integration	L	L	L	L
Landscape & visual effects	м	L	L	L
Social impacts & community severance	м	м	м	м
Public health	NA	NA	NA	NA
Construction effects	M	L	L	L
Total	16	11	11	
Major Points	Social, Landscape, and air, noise and vibrations effects on dwellings and Marae on Paraire and Ruahapia Road. Karamu Stream Crossing Impacts on Ruahapia Road traffic during construction Maori land	- Severence of farmland,	Karamu Stream Crossing Severence of farmland, and access restrictions due to road closures.	Karamu Stream Cross Severence of farm land, and access restrictions due to road closures.





Factors Affecting Rail Use.....

- Decision as to whether rail (or road) transport is used to/from Port is made by the exporter or importer (and not the Port)
- All transport costs to/from Port are paid by the exporter or importer (and not the Port)
- Rail cost in a short distance situation with a siding is minimised when containers do not have to be handled more than once e.g. at Whakatu Cold Stores, container loading is under cover directly into containers which remain on a rail wagon.
- Rail use over short distance is more expensive due to double handling costs if additional moves are required to locate containers to/from a siding by truck, which also incur time delays

PORT OF NAPIER

Factors Affecting Rail Use.....

- A large <u>unimpeded</u> distribution hub site may conceptually be more attractive for increased use of rail <u>if:</u>

 a rail siding is integrated into the sites core operations
 no additional handling is required to move containers to/from rail <u>and</u>
- The benefit of significantly increased rail reduces existing
- road use (due to the critical mass of containers moved)Ultimately any increase in rail use is a commercial matter
- and rests with Kiwi RailThe Port is not in a position to potentially assume
- responsibility for rail transport unless the <u>net transport cost</u> is better than current road based costs <u>and</u>
- Rail costs of moving containers from/to a Whakatu distribution hub can be passed onto exporters and importers

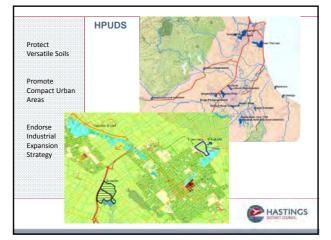
 in which case they are not disadvantaged by using rail

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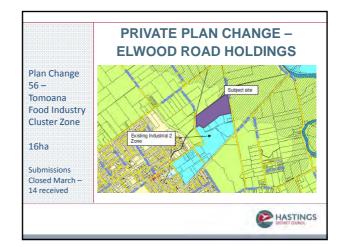




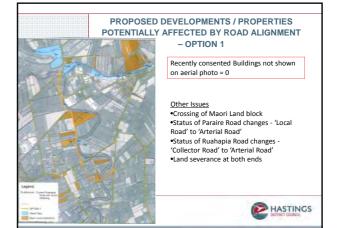


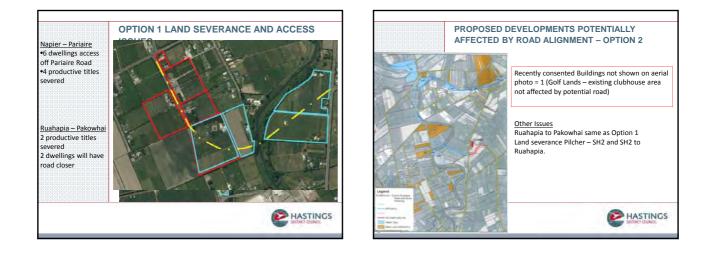


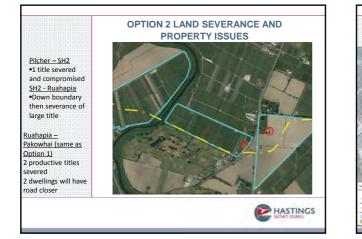
	Area (ha)	Up to 2019		Beyond 2019	
	Version of IES	2003 IES	2009 Update	2003 IES	2009 Update
	Omahu Road	39	13	0	16
ES 2009 Update -	Irongate	11	35	26	43
25ha, being Tomoana Stage 1 in	Tomoana / Whakatu	38	0	60	25
the medium term.	Total	88	48	86	84



	ND USE IMPLICAT	
Zone	Minimum Subdivision Size	Comment
Industrial 2	1,000m2 (front) 2,000m2 (rear)	Min. 20m frontage to get useable shape
Plains	12ha	Potential to create new land titles with low utility
		HASTING



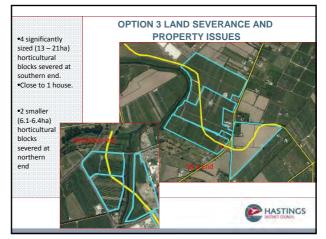


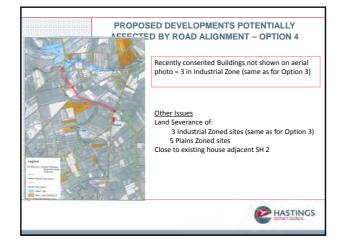




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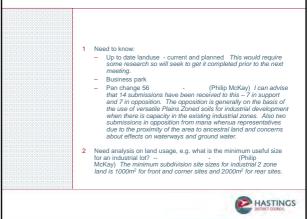








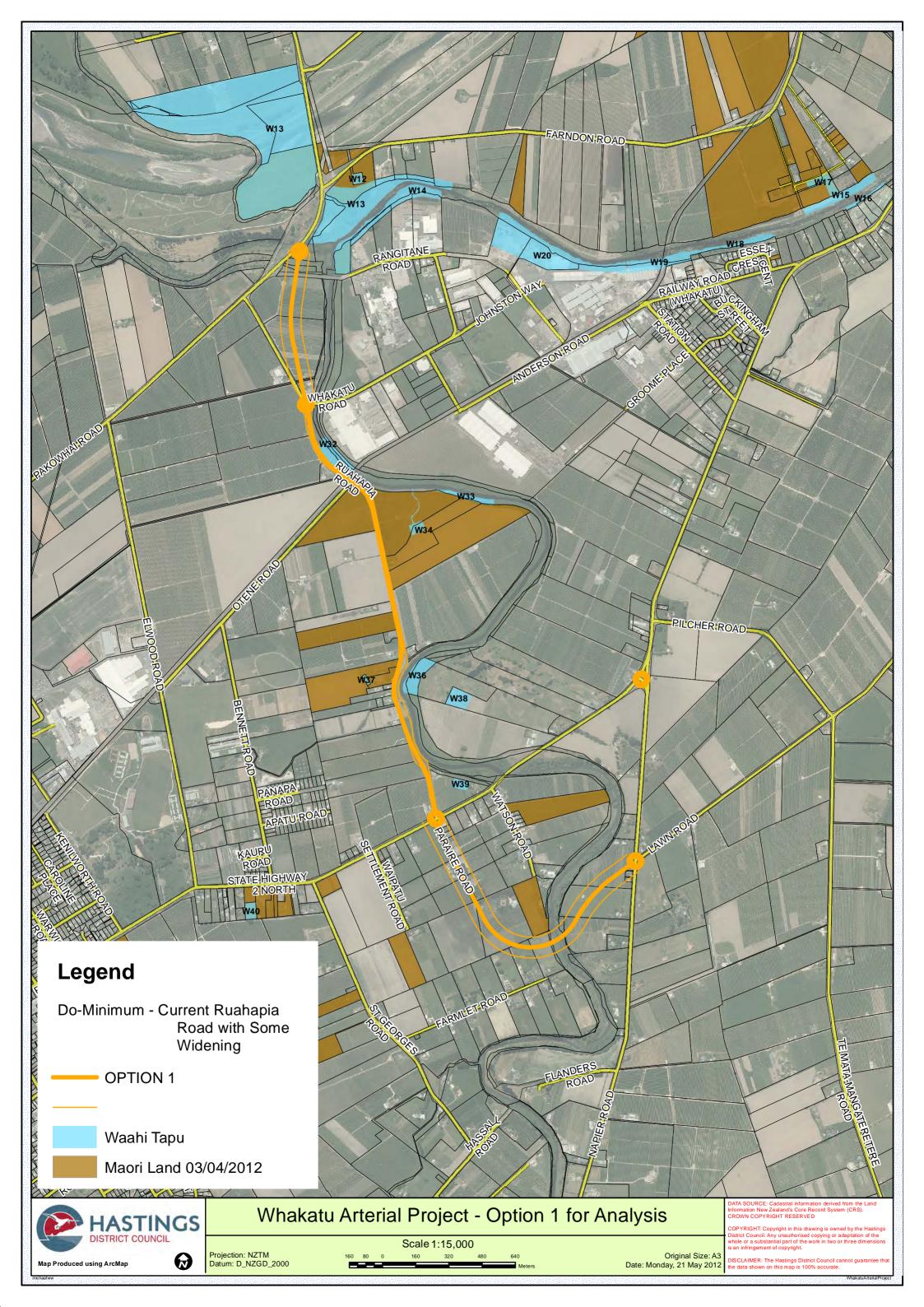


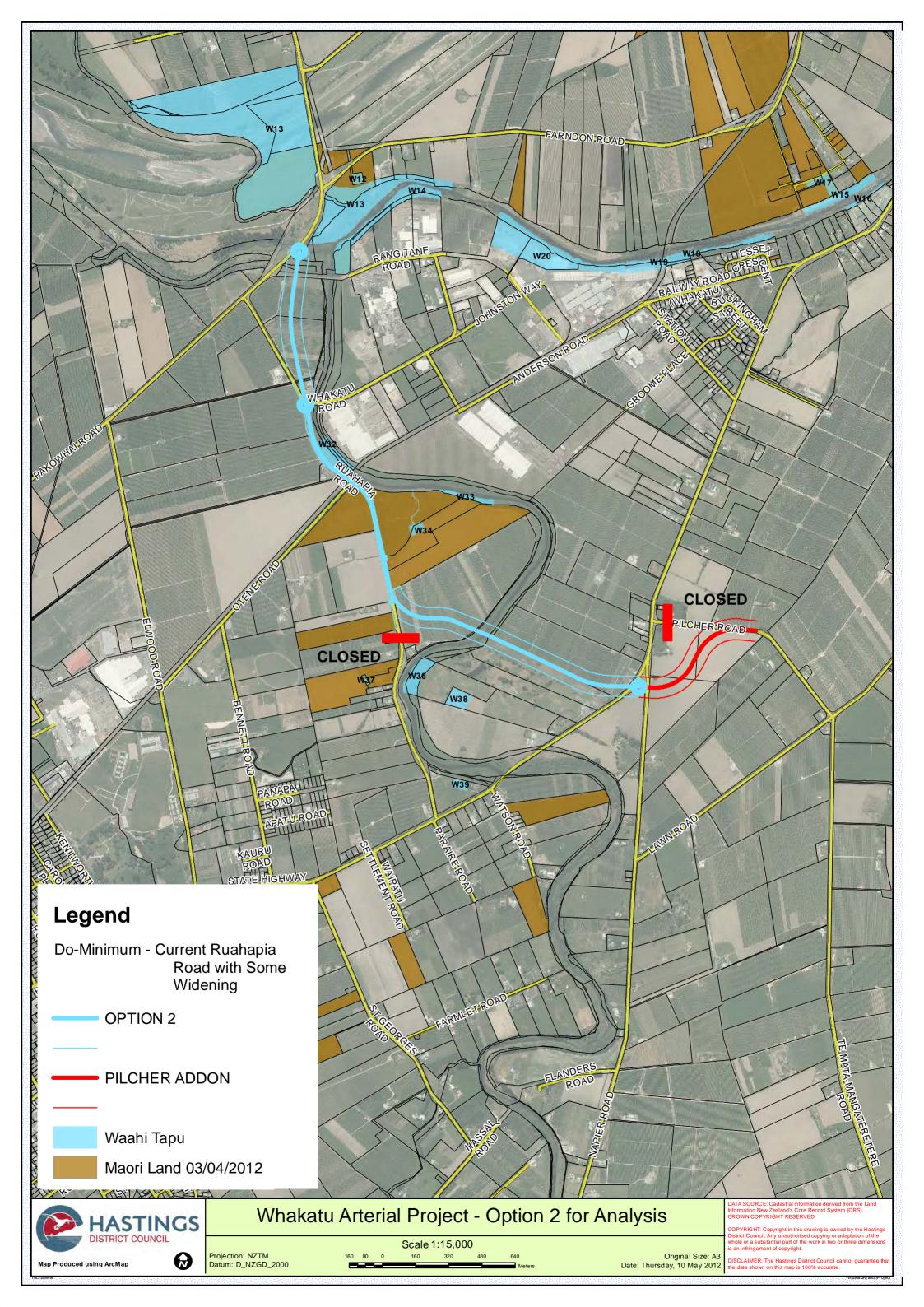


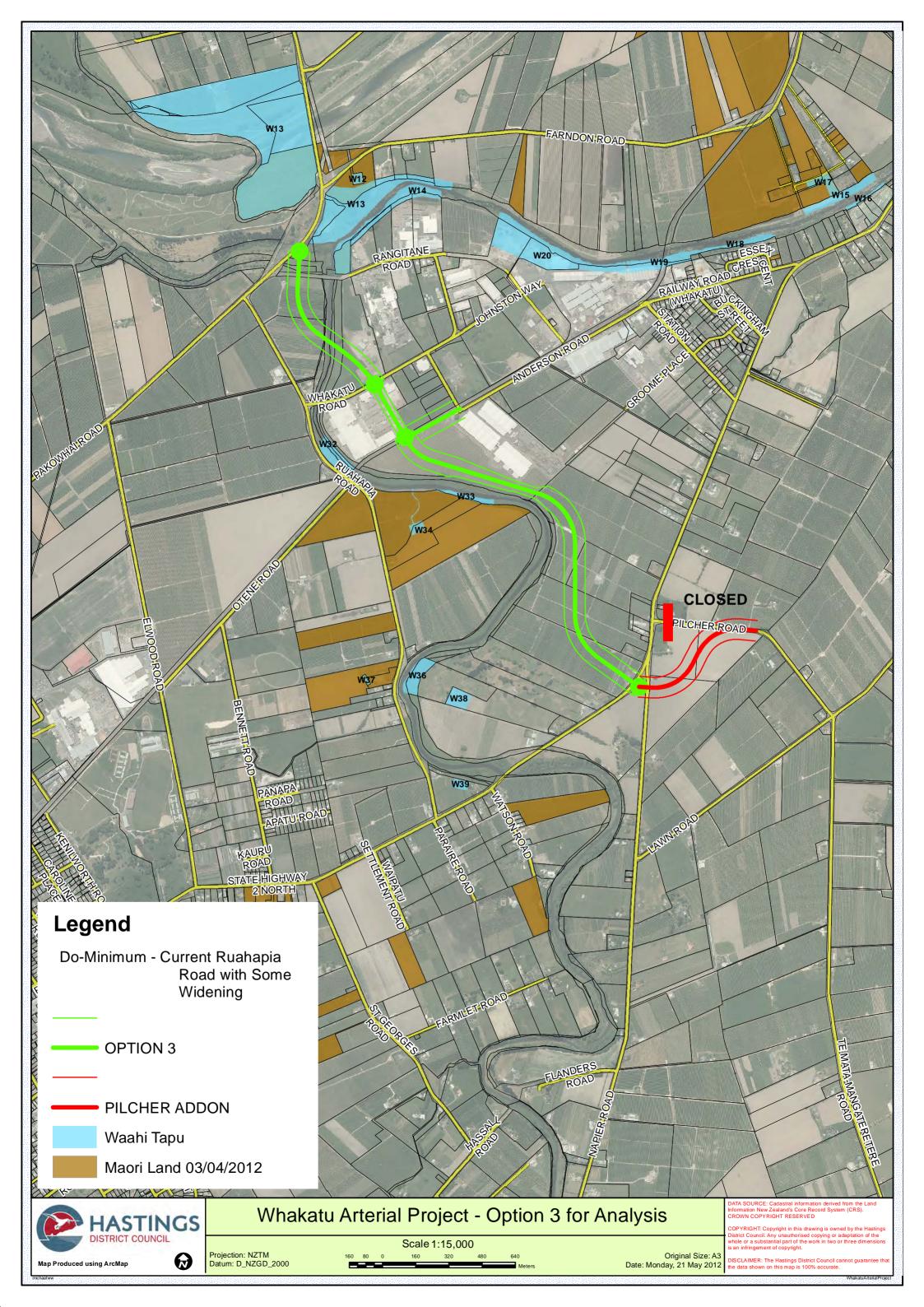
APPENDIX H

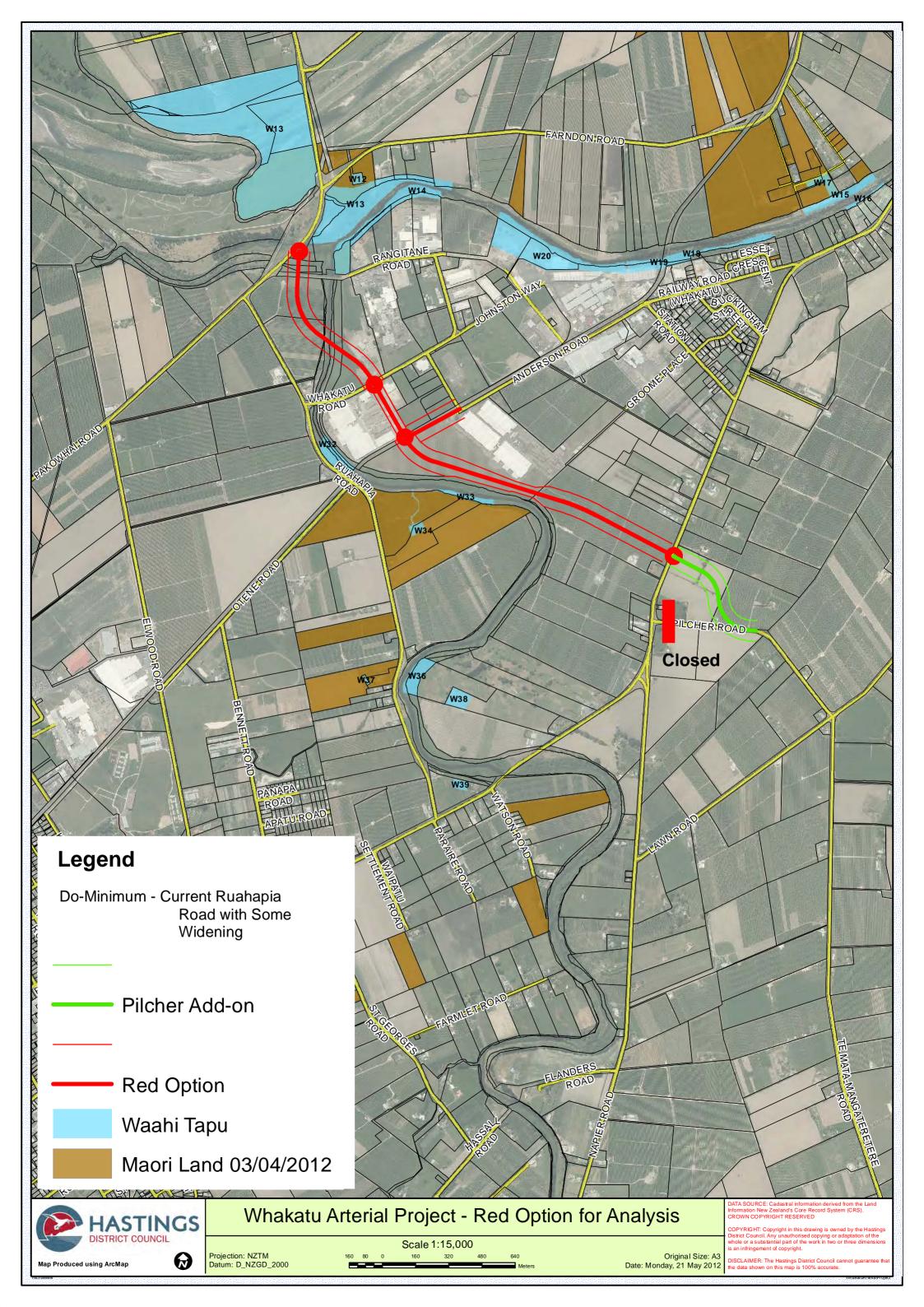
4 ROUTE OPTIONS FOR FINAL ANALSYIS











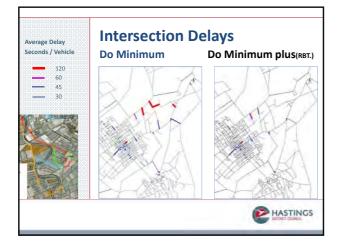
APPENDIX I

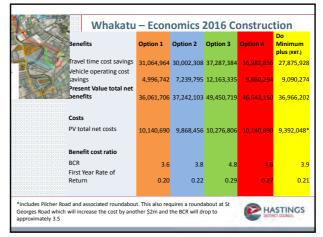
ANALYSIS OF DO MINIMUM (PLUS ROUNDABOUTS) OPTION



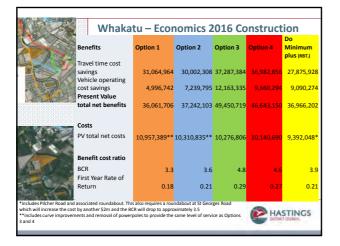


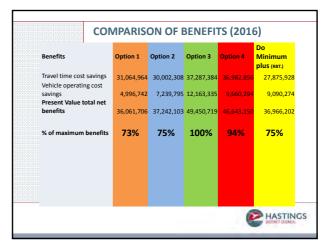
WHAKATU – NETWORK IMPACTS							
CHANGES TO 2026 DAILY TRAFFIC VOLUMES							
Road	DM (2026)	Option 1	Option 2	Option 3	Option 4	Do Minimum plus (RBT.)	
Option – daily volume (Napier Rd end)	-	11,400	6,900	8,200	8,800		
Option – daily volume (Pakowhai end)		17,600	16,500	19,300	19,700		
Pakowhai Road (Sth of Ruahapia)	16,100	-100	+2,000	+900	+800		
Pakowhai Road (Nth of Farndon Rd)	13,200	+1,400	+1,400	+1,600	+1,400	+1,00	
Ruahapia Road (Otene – Whakatu)	7,800	+3,600	+3,500	-1,600	-1,500	+4,60	
Ruahapia Road (SH2 end)	4,600	+6,800	-200	-3,200	-3,200	+1,30	
Elwood Road	5,300	-1,700	-100	-2,100	-1,900	-2,00	
Anderson Road	8,400	-3,200	-4,600	-5,000	-5,100	-2,20	
Napier Road (South of SH2)	4,400	-900	+1,900	+2,300	+2,000	-10	
SH2 (South of Richmond Road)	11,200	-1,400	-2,400	-3,200	-2,400	-80	
St Georges Road	6,500	-1,800	-1,800	-2,100	-2,100	+20	
Crosses Road	9,500	-1,700	-1,600	-1,800	-1,300		
Railway Road (West of SH2)	1,900	-400	-1,000	-1,500	-1,500	-10	
Station Road East (Near SH2)	5,700	-2.800	-3,200	-2,800	-3,200	-2,40	





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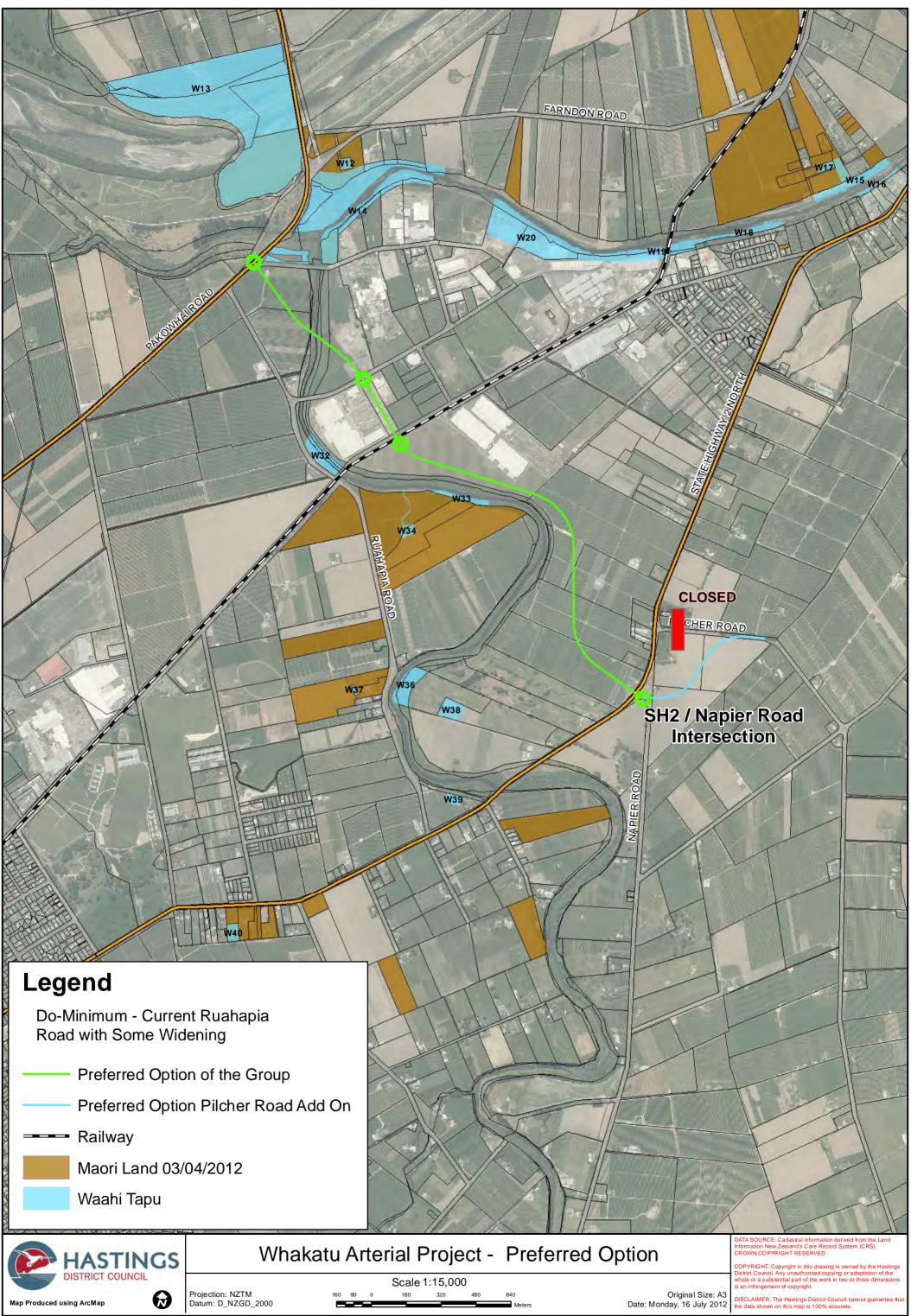




APPENDIX J

FINAL PROPOSED ROUTE - OPTION 3 (REFINED)





APPENDIX B

STATE HIGHWAY 2 INTERSECTION OPTIONS ANALYSIS



Whakatu Arterial Project

State Highway Two Intersection Options Analysis

Prepared For:

Hastings District Council Private Bag 9002 Hastings 4156

October 2013

FINAL REPORT

Prepared By Environmental Management Services Limited PO Box 149 NAPIER



ENVIRONMENTAL MANAGEMENT SERVICES Limited

Table of Contents

1	INTRODUCTION	.1
2	PURPOSE OF THE ASSESSMENT	.1
3	KEY CONSIDERATIONS	.1
4	ASSESSMENT PROCESS	.2
5	AGREED ASSESSMENT CRITERIA AND RATING GUIDE	.3
6	AGREED WEIGHTINGS	.5
7	EVALUATION OUTCOME	.6
8	CONCLUSIONS AND RECOMMENDATIONS	.9

APPENDICES

A. STATE HIGHWAY TWO INTERSECTION OPTIONS

1 INTRODUCTION

The Whakatu Arterial Project is proposed to provide a strategic roading link between State Highway 2 North and Pakowhai Road in order to improve connections into and out of the Whakatu Industrial area and through to the Expressway and Port of Napier. This new linkage will support economic growth and productivity of land use and will also improve the safety and efficiency of the wider transport network.

To identify potential route options, the Hastings District Council initiated an Enquiry by Design process. An Enquiry by Design Working Group was formed and a preferred route option identified, together with a series of supplementary recommendations. This process and outcome is reported in *"Whakatu Arterial Project: Enquiry by Design Working Group Report"* dated July 2012 and prepared by Environmental Management Services Ltd ("EMS").

During initial detailed design, it became apparent that there were various options for the location and design of the State Highway 2 intersection with the proposed Whakatu Arterial, and that these options may result in different environmental effects. These options are attached as **Appendix A** to this report.

The Hastings District Council sought to consider these options based on their ability to meet Whakatu Arterial project objectives, recommendations from the Enquiry by Design Working Group and their comparative environmental effects, including a consideration of costs.

In order to undertake a robust and objective assessment, a panel of invited experts was convened to undertake a multi-criteria analysis of the options. This process and outcome is presented below.

2 PURPOSE OF THE ASSESSMENT

To consider options for the State Highway 2 intersection with the proposed Whakatu Arterial and recommend a preferred option to proceed to detailed design.

3 KEY CONSIDERATIONS

In considering the intersection options proposed, the following objectives for the Whakatu Arterial project were considered:

The objectives of the Whakatu Arterial Project are to enhance, and improve the safety and efficiency of, the transport network of the district and region so as to:

• improve accessibility for individuals and businesses and support economic growth and productivity;

• provide convenient, efficient and safe access for freight movements to and from the Whakatu Industrial Area;

• promote the use of the Napier-Hastings Expressway for the road transport of freight and vehicles between the Whakatu Industrial Area and the Port of Napier;

• provide convenient, efficient and safe access between Havelock North, and the Napier/Hastings Airport and Napier's north western employment and residential areas; and

• enhance the safety of the Whakatu residential area by reducing freight movements through it.

In addition, specific additional recommendations from the Whakatu Arterial Enquiry by Design Working Group were considered. The following relevant recommendations have been taken from the 2012 Working Group Report:

• The design around the Pilcher Road / SH2 intersection is a key safety issue which must be well addressed in detailed design, particularly around the Mangateretere School;

• Any final design needs to look at maintaining efficient land use as much as possible and minimising the loss of fertile land;

4 ASSESSMENT PROCESS

A multi-criteria analysis process was used to compare the intersection options. The analysis was carried out by a panel of invited experts through a series of workshops, as summarised in Table 1 and Table 2 below.

Panel Member	Organisation	Relevant area of expertise / role
Tony Harrison	GHD	Traffic and engineering
Stephen Daysh	EMS	RMA planning (facilitator)
Simon Bendall	EMS	RMA planning (recording and reporting)
John Wilton	AgFirst	Agricultural/productive land use impacts
Nevil Hegley	Hegley Acoustics	Noise impacts
Rebecca Mackenzie	The Property Group	Property / landowner impacts
Sarath Kuruwita	Hastings District Council	Observer / advisor

Table 1: Multi-criteria Analysis Panel Members

Table 2: Workshops

Workshop Date	Description
15 April, 2013	Initial workshop convened to consider two intersection options developed as concepts pre-detailed design. The options were not evolved from topographical survey and were two dimensional in their design, Nevil Hegley was the only Panel Member joining the workshop by phone. Given the practical difficulties of this, Panel Members agreed that Mr Hegley would only participate in the definition and weighting of criterion and the scoring of options with respect to noise considerations.
11 July, 2013	Additional workshop convened as a teleconference (excluding John Wilton who was unavailable) to consider a new intersection option concept (Option 3) which was identified during further design work.
24 September, 2013	Final workshop convened to evaluate options following the outcome of detailed design work. Once geometric design (both horizontal and vertical alignments) and land restrictions were taken into account, the differences between Options 1 and 3 were so minor that these options were considered to be essentially equivalent. Option 2 and 3 were therefore carried forward through detailed design and presented for final assessment in this workshop. Nevil Hegley was unavailable for this session and nominated Rhys Hegley for his role, who joined by phone.

The multi-criteria analysis was conducted as follows:

- 1. Options were identified for analysis in this instance, two intersection options were ultimately assessed (*Appendix A*).
- 2. Criteria were defined to assess against each option. Criteria were chosen to reflect the overall objectives of the project, recommendations from the Whakatu Arterial Enquiry by Design Working Group and relevant considerations under the Resource Management Act 1991. EMS as

workshop facilitators provided some suggested criteria and these were debated and agreed by the panel.

- 3. Each criterion was then assigned a weighting on a scale of 1 to 3 in terms of its importance compared to other criterion in meeting the objectives of the project. A weighting of 3 means the criterion is critical, 2 is important but not critical, and 1 is relevant but not important. EMS provided some suggested weightings and these were debated with changes agreed by the panel.
- 4. The options were then considered against each criterion, and scored on a scale of 1 to 5 to produce a raw score. 5 is a high or positive score in terms of the criterion and 1 is a low or negative score. Panel members provided insights in terms of their own areas of expertise and scores were debated and agreed.
- 5. A weighted score was then produced for each criterion and option, by multiplying the raw score by the weighting.
- 6. Weighted scores for each option are added up across all criteria, producing a final score, and allowing the options to be ranked and a preferred option identified.

5 AGREED ASSESSMENT CRITERIA AND RATING GUIDE

Five (5) assessment criteria were identified and agreed by the Panel. Criterion are outlined in Table 3, including relevant RMA Part 2 matters, some interpretative notes and an agreed rating guide to assist with the scoring of each option.

Criterion	Relevant RMA Part 2 Matters	Interpretative Notes	Rating Guide
1. Effects on Productive Land Use	Section 5 specifies people and communities' "economic well- being" as an important component when considering sustainable management. Section 7(b) relates to the efficient use and development of natural and physical resources, 7(f) to the maintenance and enhancement of the quality of the environment, and 7(g) relates to any finite characteristics of natural and physical resources (including soils) as matters to have particular regard to.	 Should include consideration of: the extent of land required for the option; any severance effects and impact on productive land use; any severance effects and impact on likely future land use; and any effects on existing or proposed infrastructure. 	 5 Minimal adverse effects on existing productive land uses and/or infrastructure, plus provides for enhanced land use and/or infrastructure development opportunities. 1 Significant adverse effects on existing productive land uses and/or infrastructure, no opportunities for enhanced land use and/or infrastructure development opportunities.

Table 3: Agreed Assessment Criteria and Rating Guide

Criterion	Relevant RMA Part 2 Matters	Interpretative Notes	Rating Guide
2. Noise Effects	Section 5 specifies that sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social well-being. Section 7(c) relates to the "maintenance and enhancement of amenity values" and 7(f) to "maintenance and enhancement of the quality of the environment" as matters to have particular regard to.	 Should include consideration of: Any changes that may be experienced in existing dwellings and other buildings and land use such as the Mangateretere School. 	 5 NZS 6086¹ will be complied with and a high level of amenity is achieved. 1 NZS 6086 is not complied with by a significant margin.
3. Effects on Existing Local Communities	Section 5 specifies that sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being. Section 7(aa) relates to the ethic of stewardship, 7(b) the efficient use and development of natural and physical resources, 7(f) the maintenance and enhancement of the quality of the environment which have to be had particular regard to in relation to existing communities.	 Should include consideration of: The ability to minimise adverse effects and manage change in existing communities any "social" factors such as changes to vehicle access to properties, and effects on access any effects on private property including existing buildings. 	 5 Little adverse effects on any existing communities. 1 Significant loss of existing communities and major social disruption, with no achievable or identified mitigation plan available.
4. Economic Benefits and Costs	Section 5 specifies that sustainable management means managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being. Section 7(b) relates to the efficient use and development of natural and physical resources.	 Should include consideration of: the benefits of enabling more efficient freight movement and reduced travel times capital and maintenance costs associated with each option 	 5 Substantial benefits and/or lowest costs. 1 Limited benefits and/or substantial costs.

¹ NZS 6806:2010 Acoustics - Road-traffic noise - New and altered roads

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Criterion	Relevant RMA Part 2 Matters	Interpretative Notes	Rating Guide
5. Traffic Flow and Traffic Safety	Section 5 specifies that sustainable management means managing the use, development, and protection of natural and physical resources	 Should include consideration of: any improvement or change in safety for dwellings in the 	5 Substantial road safety benefits, highly efficient operation and high levels of service.
	in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being. Section 7(aa) relates to the ethic of stewardship, 7(b) the efficient use and development of natural and physical resources, 7(f) the maintenance and enhancement of the quality of the environment which have to be had particular regard to in relation to existing communities.	surrounding area and the Mangateretere School. • any improvement or change in safety for road users including pedestrians, cyclists, light and heavy traffic.	1 Limited road safety and efficiency benefits and poor levels of service.

6 AGREED WEIGHTINGS

Each criterion received a negotiated and agreed weighting by the Panel. These weightings and the reasons for them are presented in Table 4. A weighting of 3 means the criterion is critical, 2 is important but not critical, and 1 is relevant but not important.

	Criterion	Weight	Reasons
1.	Effects on Productive Land Use	3	The Whakatu Arterial Working Group has a specific recommendation to maintain efficient land use as much as possible. This has been given a high weighting due to this factor despite the fact that both options have impact on productive land.
2.	Noise Effects	2	Recognises that the placement of the intersection may have significant noise impacts on dwellings but any design is going to have to meet NZS 6806 – in meeting the standard you will not necessarily achieve full protection for outdoor amenity areas.
3.	Effects on Existing Local Communities	3	Recognises that existing dwellings in the area have the potential to be significantly impacted as a result of the placement of the intersection.
		The route needs to be as cost effective as possible while providing tangible benefits for road users and the District and Regional economy.	
			Whilst design difference between the options is subtle, the actual capital cost is a significant proportion of the overall project cost (i.e. 10%) there is limited R funding and potential and risks to the project from higher costs.

5. Traffic Flow and Traffic Safety	3	Because a safe road and intersections clear of community areas and facilities are primary objective for the Whakatu Arterial route, and Whakatu Arterial Working Group has a specific recommendation to consider safety, particularly around the Mangateretere School.
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7 EVALUATION OUTCOME

Using the agreed criteria and rating guide, each option scored and a weighted score calculated, producing a ranking for each option. The outcome of the assessment is summarised in Table 5.

Table 5: Evaluation Outcome

Option	Total Raw Score	Total Weighted Score	Rank	
One ²	-	-	-	
Тwo	19	50	1 st =	
Three	19	50	1 st =	

Table 6 provides the evaluation matrix in its entirety which includes comments supporting the assigned scores.

² Option One was ultimately abandoned as it was considered to be equivalent to Option 3 following detailed design and consideration of geometric and land restrictions.

Table 6: Evaluation Matrix

	Rating								
Option		Effects on Productive Land Use and Property Impacts	Noise Effects	Effects on Existing Local Communities	Economic Costs and Benefits	Traffic Flow and Traffic Safety	Total rating	Ranking	
	Raw score *	3	4	4	3	5	19	1 st =	
Option 2	Comments	 Excluding the Haley residential property, removes approximately 7.09 ha of productive rural land – the 0.5 ha difference between this option and Option 3 is considered to be immaterial in a productive land use sense Negligible impact on orchard operations on Omahuri property, but greater impact on orchard operations on Mr Apple property Increased opportunity to balance impact on Omahuri property with greater potential severance area to be added to their property compared with Option 3 Both options have the same impact on the Ward property The small severance from the Haley property will be available for productive land use. 	 One dwelling is removed by this option and the road is further away from the other affected dwelling. This option does not create any issues that will prevent NZS 6086 from being met through appropriate mitigation measures. Appropriate (mitigation) treatment may be required to protect the amenity of the cottage to the south of Pilcher Road 	 This option has a complete impact on a residential property, requiring the removal of an existing dwelling. However removing one house will be a beneficial outcome for adjoining orchard properties in terms of reverse sensitivity issues. Both options will require screening for spray drift and associated orchard activities. In both options, the Mangateretere School with benefit from the closure of Pilcher Road. 	 The effects of this option require the purchase of a residential property, cost estimates indicate that this increases the net land costs over Option 3 by \$378,000 for this intersection element of the overall project. Constructions costs are equal between options 	 Overall traffic safety is significantly improved over current road alignment Equivalent efficiency between both options Provides the opportunity to maximise design sight distances without significant property impact compared with Option Three. One less private driveway providing minor safety benefits over Option Three, however the actual traffic flow and safety benefit of this is not considered significant enough to score higher than Option Three 			
	Weighting **	3	2	3	2	3			
	Weighted score***	9	8	12	6	15	50	1 st =	

	Rating								
Option		Effects on Productive Land Use and Property Impacts	Noise Effects	Effects on Existing Local Communities	Economic Costs and Benefits	Traffic Flow and Traffic Safety	Total rating	Ranking	
	Raw score *	3	3	4	4	5	19	1 st =	
Option 3	Comments	 Removes approximately 7.55 ha of productive rural land. This option impacts an additional horticultural property and associated infrastructure (Omahuri) but gives a reduced impact on the Mr Apple Property Less potential severance available to balance impact on the Omahuri property horticultural operations Both options have the same impact on the Ward property 	 This option does not create any issues that will prevent NZS 6086 from being met through appropriate mitigation measures. Appropriate (mitigation) treatment may be required protect the amenity of the cottage to the south of Pilcher Road 	 Retains the dwelling on the Haley property which can be re-sold to new owners who will be aware of the designation on purchase. Both options will require screening for spray drift and associated orchard activities. In both options, the Mangateretere School with benefit from the closure of Pilcher Road. 	 Lower land costs for this option and more straightforward reinstatement, while transport benefits are equivalent to Option 2. Constructions costs are equal between options 	 Overall traffic safety is significantly improved over current road alignment Equivalent efficiency between both options 			
	Weighting **	3	2	3	2	3			
	Weighted score***	9	6	12	8	15	50	1 st =	

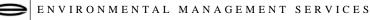
8 CONCLUSIONS AND RECOMMENDATIONS

Two options (Option 2 and Option 3) were ultimately considered in the final assessment workshop on 24 September, 2013.

These options, while varying slightly in their scoring between criteria, achieved an equal overall score. This result indicates that Option 2 and Option 3 are, on balance, equal in terms of their effects and ability to meet project objectives.

Information made available to the Panel in a memo with revised values based on the final detailed design from The Property Group dated 2 October, 2013 suggests that Option 2 would cost approximately an additional \$378,000 in net land costs over Option 3. This cost difference is primarily caused by the total requirement in Option 2 for the Haley property (including removal of dwelling), where Option 3 retains this dwelling with appropriate mitigation measures for road noise, etc.

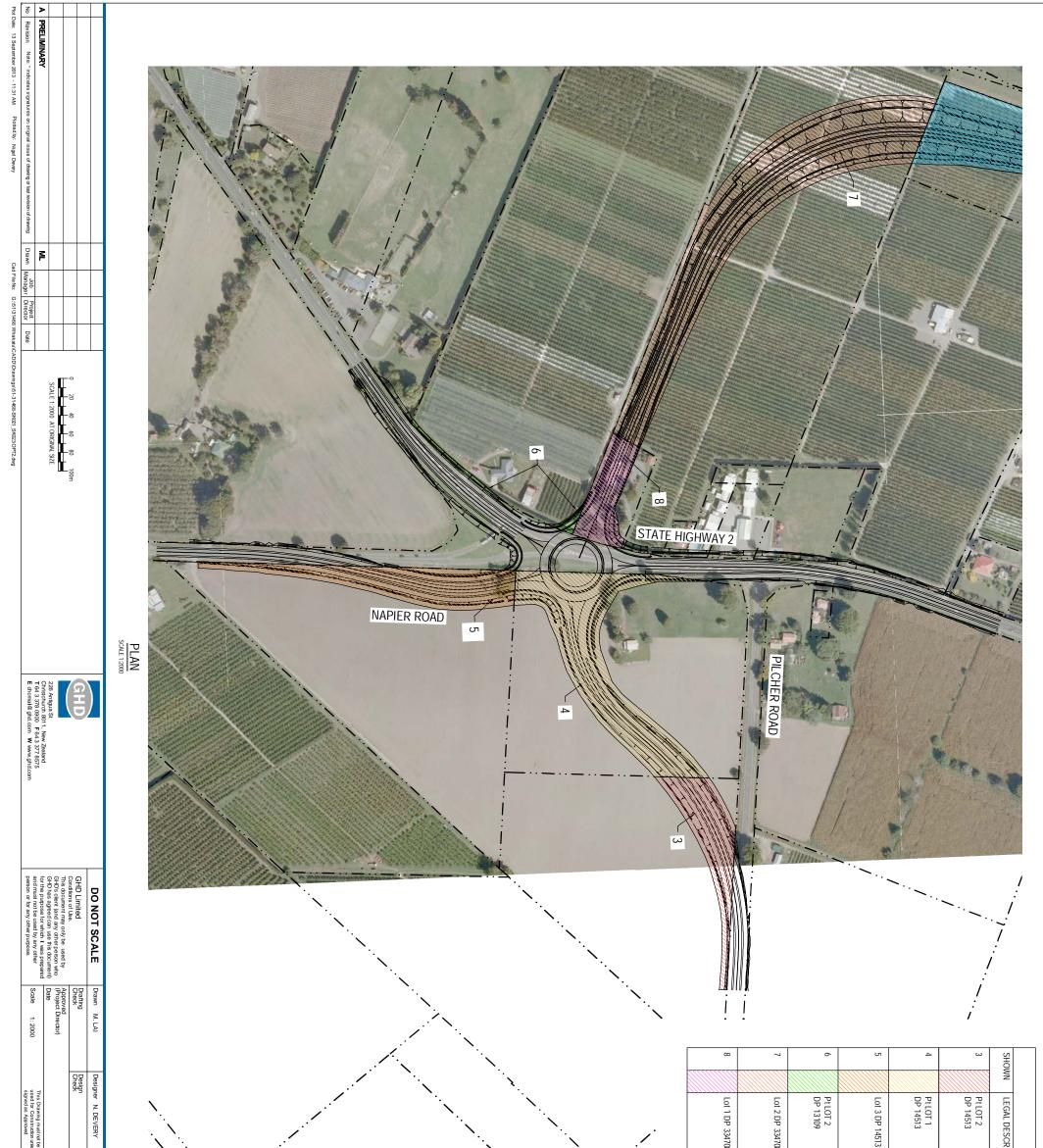
It is acknowledged that this cost difference is likely to be the final determining factor for Hastings District Council in selecting a preferred option, given the equal outcome of this assessment process.



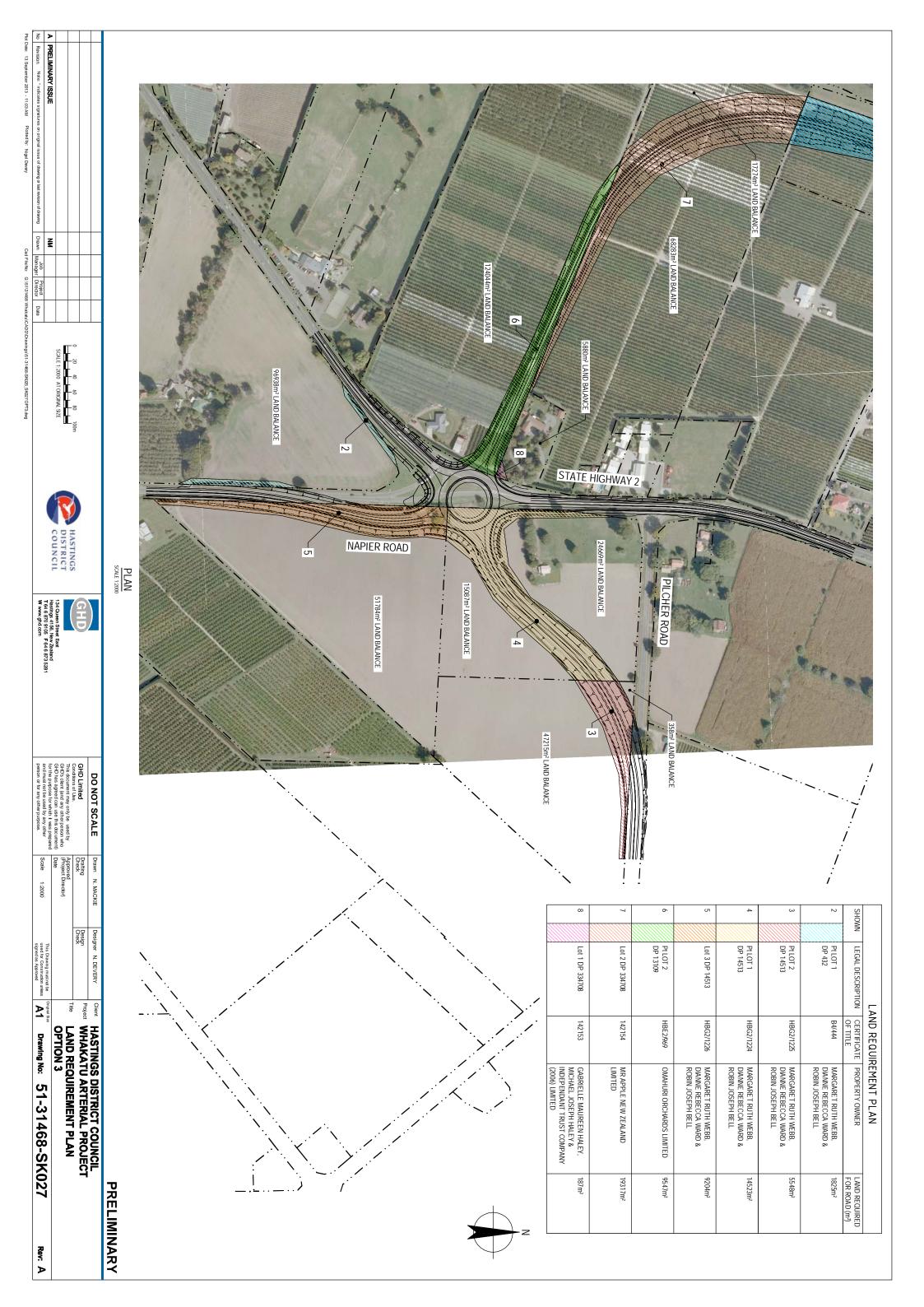
APPENDIX A

STATE HIGHWAY TWO INTERSECTION OPTIONS

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	PRELIMINARY	THE LAND REQUIREMENT PLAN OPTION 2	bas Original Same A1 Drawing No: 51-31468-SK021 Rev: A			MARGARET RUTH WEBB. DIANNE REBECCA WARD & ROBIN JOSEPH BELL OMAHURI ORCHARDS LIMITED COMAHURI ORCHARDS LIMITED MICHAEL JOSEPH HALEY & INDEPENDANT TRUST COMPANY (2006) LIMITED	
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APPENDIX C

CONCEPT PLAN FOR PAKOWHAI REGIONAL PARK



Level 3 IBM Centre 82 Wyndham Street Auckland New Zealand

> PO Box 91250 Auckland 1142 New Zealand

Tel: 64 9 358 2526 Fax: 64 9 359 5300 www.boffamiskell.co.nz

12 February 2014

Simon Bendall Environmental Management Services PO Box 149 Napier 4140



Dear Simon

RE: Proposed Whakatu Arterial Link Road Conditions affecting Pakowhai Regional Park (Hawke's Bay Regional Council)

Boffa Miskell Ltd have been contracted to assist the Hawke's Bay Regional Council (HBRC) in addressing the potential landscape and visual effects of the proposed Whakatu Arterial Link (WAL) road (and associated upgrades of Pakowhai Road) in regard to Pakowhai Regional Park. Principally this has involved a review of the proposed roundabout adjacent to the park, its effects on the vehicle entrance, the park itself, the old Chesterhope Bridge (now a pedestrian and cycle bridge) and the associated cycleway and walkway links through the area.

Following the discussions between HBRC and WAL teams, we have now completed the preparation of a concept plan for the park entrance. This plan, entitled 'Agreed Concept Plan (Option F)' and attached to this letter, details the following:

- Relocation of the vehicle entrance to the park as an exit from the proposed roundabout.
- Re-contouring of the land immediately south of the bridge in order to accommodate the roundabout and mitigate (as best as possible) potential effects in regard to the visual continuity of the bridge structure.
- Re-alignment of the concrete pedestrian and cyleway paths leading to the bridge, including shortening of the northwestern balustrade.
- Re-alignment of the post and rail fence.
- Removal of one Redwood tree (other smaller vegetation clearance is not marked).
- Creation of an earth bund in the location of the existing entrance to provide acoustic and visual mitigation.

Also included in this plan are some additional future elements that will be undertaken outside of the WAL project, including:

- Development of a future car-park extension, including potential removal of a further single tree.
- Development of additional pedestrian paths within the park including a future stream crossing).
- Removal of the old river stop-bank, although we note that the material in this stop-bank can be made available for the WAL construction.

We also attach a copy of the 'Access Options Assessment' plan which details future considerations for an at-grade pedestrian and cycleway crossing on Farndon Road, alongside a future overhead 'iconic' crossing to link two areas of the park together. It is understood that the provision of these crossings is outside of the WAL process.

It is understood that you propose the following conditions in the designation application in relation to Pakowhai Regional Park:

Enhancement of the Pakiaka/Pakowhai Area

- D21. The Requiring Authority shall consult with the Hawke's Bay Regional Council on measures to support initiatives relating to the enhancement and beautification of the Pakiaka/Pakowhai area proposed as part of the Pakowhai Regional Park Development Plan. This support shall include, but need not be limited to:
 - a) Participating in and supporting consultation led by the Hawke's Bay Regional Council with mana whenua, including the Pakiaka Urupa Trust, to develop a concept plan for the enhancement and beautification of the Pakiaka/Pakowhai area; and
 - b) On or before the date of commencement of construction of the WAL, the Requiring Authority shall contribute \$15,000 to the Hawke's Bay Regional Council to support the implementation of the concept plan.

Pakowhai Regional Park

D22. The Requiring Authority shall integrate the WAL with the Pakowhai Regional Park generally in accordance with the concept plan attached as Schedule X to these conditions, including the following specific items:

- Closure and removal of the existing park access road off Pakowhai Road;
- Construction of a new access road off the WAL roundabout on Pakowhai Road;
- All necessary modifications to the existing car park to accommodate the realigned access, including maintaining the existing number of car parks as currently provided;
- Realignment of existing paths as required;
- Contouring and landscaping to the old bridge approach to manage any impacts on safety, amenity and bridge structural integrity;
- A planted earth bund to separate the carpark from the new roundabout.

All works shall be completed to an agreed standard with the Hawke's Bay Regional Council.

D23. The Requiring Authority shall contribute an additional \$5,000 to the Hawke's Bay Regional Council for additional planting, landscaping or other works to enhance the new park entrance area.

Advice note: The concept plan attached as Schedule X has been developed by the Hawke's Bay Regional Council at the Requiring Authority's cost. Some of the elements identified on the plan are beyond the scope of mitigation required for the Project and represent further works planned by Hawke's Bay Regional Council.

We confirm, on behalf of HBRC, that the conditions will address all of our concerns in relation to the effects of the proposed WAL road on Pakowhai Country Park. We note that 'Schedule X' as referred to above will become the Agreed Concept Plan (Option F) as attached to this letter.

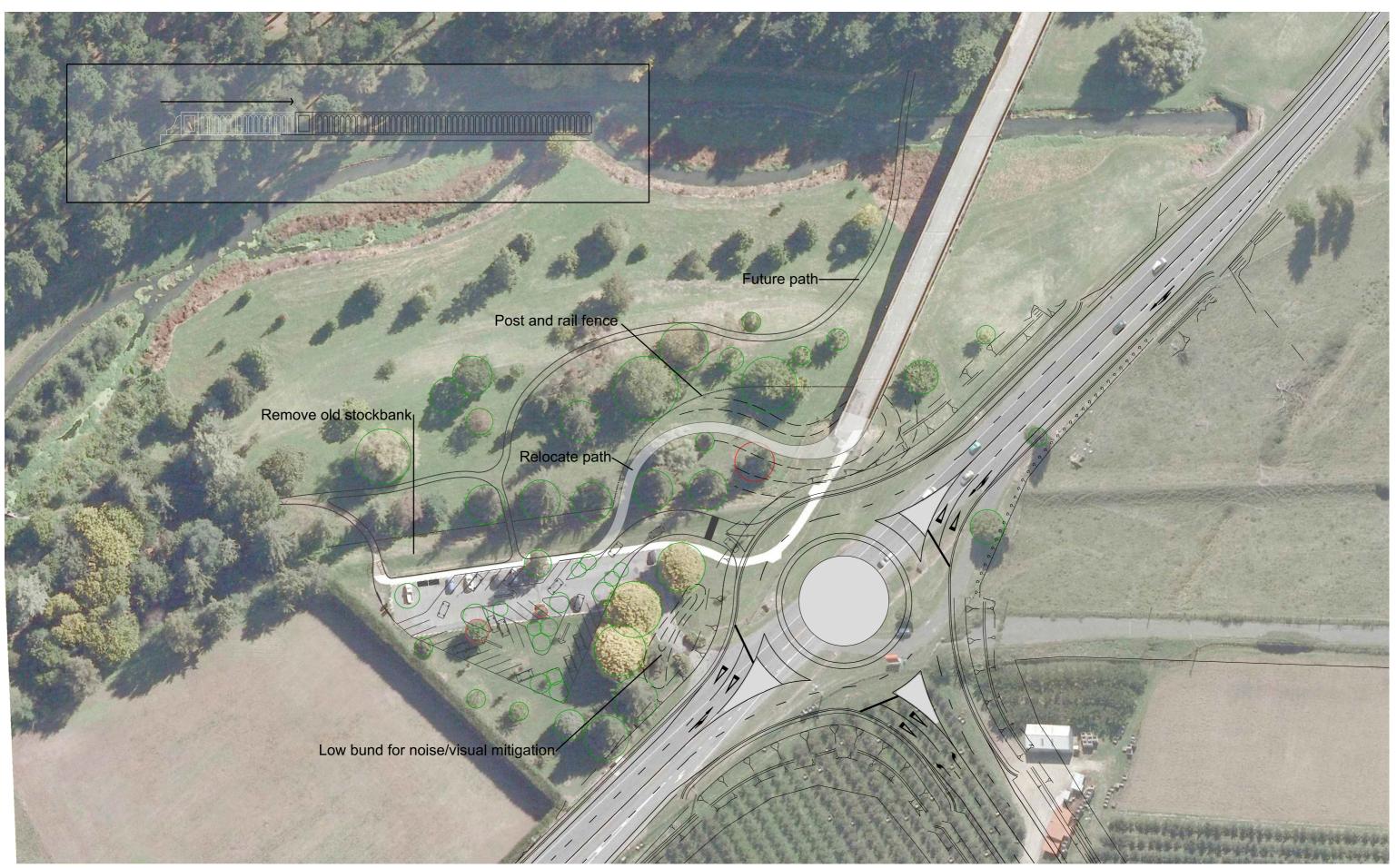
To ensure clarification, it is our expectation that 'landscaping' as referred to in condition D22 will include the shortening of the bridge balustrade and reinstatement of the post and rail fence as indicated in the plan. Any future planting will be undertaken by HBRC, and we acknowledge the granting of an additional \$5,000 towards this (or other landscaping works). Thank you for engaging with us in this process, and for ensuring that the best outcomes will be achievable as part of the WAL construction. We anticipate working with your team during detailed design to ensure that the concept is followed through effectively.

Please do not hesitate to contact me should you require any further information.

Yours sincerely BOFFA MISKELL LTD

Shannon Bray Landscape Planner

- Attachments: Agreed Concept Plan (Option F) Access Options Assessment
- cc: Stephen Cave, HBRC Gary Clode, HBRC



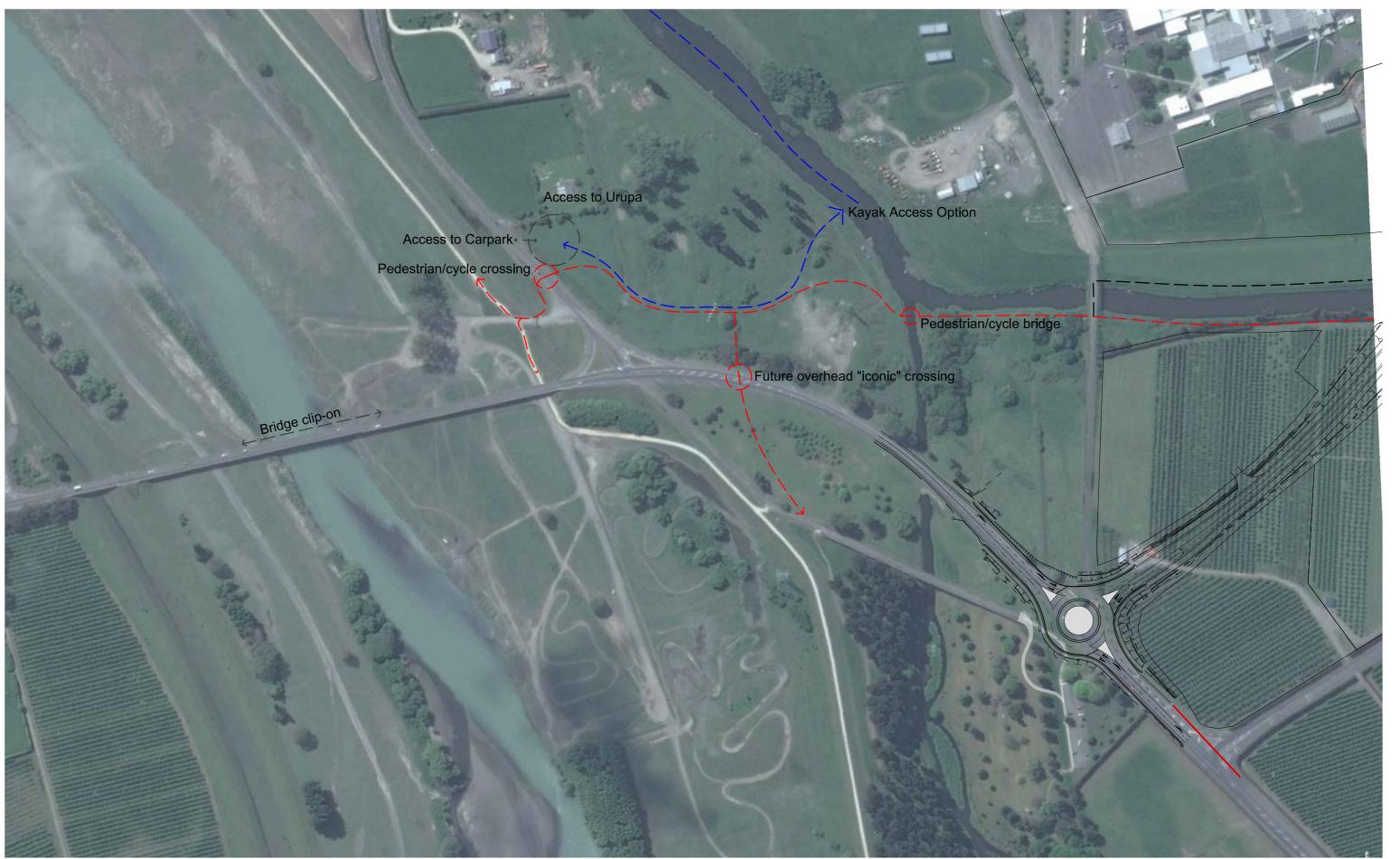


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Pakowhai Regional Park Agreed Concept Plan (Option F) Date: June 2014 | Revision: A | Graphic prepared for Hawke's Bay Regional Council by Boffa Miskell Limited Author: kieran.dove@boffamiskell.co.nz | Checked: SBy





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Cycle Route Option 1
Cycle Route Option 2
Kayak Option

Pakowhai Regional Park Access Options Assessment Date: June 2014 | Revision: A | Graphic prepared for Hawke's Bay Regional Council by Boffa Miskell Limited Author: kieran.dove@boffamiskell.co.nz | Checked: SBy

APPENDIX D

MEMORANDUM: CLOSURE OF RUAHAPIA ROAD RAIL CROSSING





HASTINGS DISTRICT COUNCIL 207 Lyndon Road East Hastings 4122 Private Bag 9002 Hastings 4156

MEMORANDUM OF ADVOCACY

STR-1-7-14-525

Phone 06 871 5000 Fax 06 871 5100 www.hastingsdc.govt.nz

TE KAUNIHERA O HERETAUNGA

TE NAUNIHERA U HI
Jagwinder Pannu
Marama Laurenson and Sarath Kuruwita
02 April 2014
Whakatu Arterial – Proposed closing of Ruahapia Road Rail Crossing

Introduction

File Ref

- 1 The purpose of this document is to record the purpose and outcome of the meetings held to discuss the proposed Ruahapia Road crossing closure.
- 2 The meetings were held to provide opportunities for parties potentially affected by the proposed closure of the Ruahapia Road rail crossing to formally state their views

The rationale for the proposed closing of the Ruahapia Road Rail Crossing is:

- 3 Kiwi Rail requires that if a new rail crossing is provided for the Whakatu Arterial, either the existing Whakatu Road (Anderson Road) crossing or the existing Ruahapia Road crossing is closed.
- 4 The rationale of this policy is based on safety. The long term objective of Kiwi Rail is to improve safety. One tactic to do this is to reduce or at least maintain the existing number of level crossings.
- 5 The effectiveness of the Whakatu Arterial project requires that the existing Whakatu Road (Anderson Road) crossing be retained to support traffic movements within the Whakatu Industrial Area. This crossing is vital to maintain the access to the Whakatu Arterial from the Whakatu Community and the southern half of the industrial area.
- 6 Throughout the consultation process, before and after the enquiry by design workshops, the community, including mana whenua, continually raised concerns about the high traffic volumes, the configuration of Ruahapia Road; (that attracts high speed and unsafe driving practices) and the risks to safety.
- 7 It was deemed by the project team that the proposal to close the Ruahapia Road Rail Crossing would address the matters outlined in paragraphs 3 – 6 above.

Consultation

8 A round of consultation meetings/hui were held on the proposed detailed design of the Whakatu Arterial including the proposed closure of the Ruahapia Road rail crossing. The following meetings were specifically held for the benefit of Ruahapia Road residents and Ruahapia Marae.

11 December 2013	Ruahapia Marae	To account for the Ruahapia Marae whanau
20 December 2013	Council Chamber	To enable Ruahapia Marae representatives to understand the project and the rationale for the closure
7 January 2014	Council offices	To enable Ruahapia Marae representatives to further discuss the matter directly with the project manager, Sarath Kuruwita and Jagwinder Pannu Transportation Manager
.5 February 2014	Council Chamber	To enable Ruahapia marae representatives, Ruahapia Road residents and Kiwi Rail to further understand the project and rationale for closure and state their views.

Background

- 9 In 2012, a comprehensive process was conducted, through consultation and the Enquiry by Design workshops for the community, landowners, the public, the business sector and mana whenua, to identify a preferred option for the Whakatu Arterial route. The consultation feedback was then given to roading engineers to apply the detailed design process.
- 10 Through the subsequent detailed design process, the requirement for closing of the Ruahapia Road Rail Crossing [the rail crossing] as outlined in the Rationale, paragraphs 3 6 was developed.
- 11 The proposal to close the rail crossing drew concerns from the whanau of Ruahapia Marae, in particular, Peter Paku and Gordon Paku. To hear these concerns first

hand, a hui was held at Ruahapia Marae on 11 December 2013. Views were expressed freely.

- 12 Subsequently, Council and the consultants considered that a series of meetings [as per the table above] would be useful to establish the boundaries of these concerns, culminating in the meeting on 5 February 2014.
- 13 The parties invited to the 5 February 2014 meeting were Ruahapia Marae representatives, KiwiRail and landowners on Ruahapia Road as affected parties related to a proposal to close the crossing.
- 14 Gordon Paku invited trustees of the Aorangi Trust whose land is situated on the corner property between Bennett Road and Karamu Road SH2 with no direct spatial relationship to the crossing. Council made particular invitations to Ruahapia Marae and Ruahapia residents on this occasion, as the wider whanau whanui had previously had two other opportunities to meet, one at Kohupatiki, and one at Ruahapia. The Aorangi Trust members came with concerns about the developments at the show grounds, and the future planning, if any, around Elwood Road. These matters were not pertinent to the purpose of the meeting.
- 15 Finally, aside from the views of the Paku brothers, all other parties in attendance at the 5 February meeting were not opposed to the proposed closure of the Ruahapia Road rail crossing. Primarily, this was because it will reduce the traffic volume (from daily 3000 to 400), and improve traffic safety significantly.
- 16 The closing of the rail crossing would address increased safety as a benefit of reduced traffic volumes and reduced speed where the road would no longer be a straight thoroughfare, and is consistent with the requirements of Kiwi Rail. The Whakatu Road (Anderson Road) crossing incorporated in the detail design is pivotal to the relevance and effectiveness of the primary objective of the Whakatu Arterial project: to serve the industrial commercial activities of Whakatu and their efficient, safe and economic relationship to the wider regional transport system.

Methodology for the meeting on 5 February 2014

- 17 Advisors to Council had suggested that a workshop be held on 5 February 2014 to achieve a "solution" and that is what was proposed in the invitation to the participants. The following framework led the discussion, chaired by Councillor Kerr:
 - Acknowledge the attendants
 - Listen
 - Identify the issues
 - Acknowledge the issues
 - Thank the participants.

18 The workshop provided a fair and frank opportunity for all parties to have their views recorded in an appropriate way. It is noted that there was a resounding majority support for the project as a whole.

Main points raised at the meeting

- 19 Peter Paku related his view of the history of the area, with respect to customary practices, rights and responsibilities. He referred to expectations under the Treaty of Waitangi regarding remedy and conversation towards greater understanding between all the parties: especially since the incursion of settlement, and the effects of development. Peter is comfortable with the project but not comfortable with the closing of the crossing.
- 20 Other residents of Ruahapia road were comfortable with the closing of the crossing. Some residents / owners on Ruahapia Road who were not able to attend the meeting expressed this view in writing.
- 21 Cushla Paku considered the closure of the crossing to be beneficial with respect to the reduction of traffic volumes and the increased safety outcome. She was concerned about the effect on time and distance for the journey from home to work. She also noted that if the Elwood Road crossing were to close in future, this would create access issues. The Council responded that any closure of the Elwood Road crossing would be done in conjunction with the North Eastern Connector Road, and access would therefore not be negatively impacted.
- 22 Kiwi Rail advised that it has a national policy that opening a new crossing requires the closing of an existing one, and outlined the significant safety implications presented by rail crossings.
- 23 The Council outlined its views that it was required to close one crossing in accordance with Kiwi Rail's policy, however closing the Whakatu Road / Anderson Road crossing presents significant issues for the Whakatu Industrial Area and the proposed Whakatu Arterial.

Recommendations

It is recommended that:

- 1. The Whakatu Arterial project proceed on the basis of the Ruahapia Road rail crossing being closed to enable a new rail crossing to be built for the Whakatu Arterial and to reduce traffic volumes and increase safety on Ruahapia Road; and
- 2. The RMA application documentation provide a summary of the process taken in reaching this decision, including reflecting the following key points:

- a. Representatives of Ruahapia Marae support the Whakatu Arterial project but are opposed to the Ruahapia Road crossing closure.
- b. Other residents were not opposed to the Ruahapia Road crossing closure for the reasons of increased safety, and notable reduction of traffic volumes on Ruahapia Road.
- c. Council officers support the Ruahapia Road crossing closure for the reasons of safety and the reduction of traffic volumes on Ruahapia Road.
- d. The Ruahapia Road crossing closure is consistent with the policy direction of Kiwi Rail related to safety and the reduction of fatalities.

nama Laurenson

Marama Laurenson Strategic Advisor Culture and Heritage

Sarath Kuruwita Transportation Development Engineer

Ruahapia Marae - 11 Dec 2013

5.30pm - 8.30pm

Attendance list was taken: Names to be added.

Dale Moffit – questioned the closing of Pilcher road. Was that just to satisfy the land owners on the old road? Answer: increase safety for the school.

Jenny Mauger – Questioned the cost/ benefit analysis. What are the cost savings to the whanau especially an extra 2 min/ 2 km to get to Pakowhai

Gordon Paku – Why is Ruahapia the last marae to be spoken to? Should have been the first.

Bayden Barber – gave korero on proposed beautification of Pakowhai park in partnership with HRC, HDC and manawhenua. Need to consult with Pakiaka urupa trust on this but whanau were positive.

Aunty Maria Otene (Budgie) – The Otene rd crossing is very dangerous. She sees the volumes of traffic from her house.

Rose Mohi – Is the racecourse going to be moving to the Stadium? Answer: This has not been confirmed by council. Still to early to say.

Peter Paku – Are they going to be built together? No they are independent kaupapa. Why is HDC going to cut off their road?

Dale Moffit – Is the stormwater designed for a 1 in 10 year event? Does it just take the water from the road only or the whole catchment?

Peter Paku – Why are HDC closing the ruahapia road? Answer: Kiwirail requested it be closed. Why? Safety issues and the fact that they will be putting in a new crossing at Anderson Road. Add one take one away.

Margie Mcguire – Who do the HDC say are manawhenua? Answer: The four marae of the area, namely Waipatu, Kohupatiki, Matahiwi and Ruahapia. Gordon said Waiohiki are in there too.

Margie Mcguire - Should use the term tangata whenua. Who are they? The 8 families that belong to Ngati Hori. Angry that the 8 families werent personally consulted on the kaupapa. She said that some of them weren't accepted onto the EBD group.

Gordon Paku – If this is primarily about industry, why then is the road bringing traffic from Havelock North? Answer: it is part of the economic benefit as well, quicker transit to the Airport for public etc.

Aunty Budgie - Accidents are likely to happen at Otene road. Real safety issues. Answer: It will be closed as part of the proposal. This will increase safety and take traffic off Ruahapia road.

Winipere Mauger – Why close Ruahapia? What is going to happen to the other internal roads?

Jenny Mauger – Wini was born in lawn road so she knows the area better than most. Closing the rail crossing is a key issue as it cuts off their access to the other side of Ruahapia

Des Ratima – Was the EBD group advised of the recent changes (i.e. closing Otene crossing)? Answer: Yes at the recent meeting of the group. Des did not know about it and did not attend. What was their reaction? There was no descenting comment on the change. Des was disappointed with this as it was not the original plan of the group. Along with swales and riparian planting they need to include rain gardens. Answer: They have similar designed features that are called by another name. Kiwirail were part of the EBD group but never voiced the need to close Otene road crossing.

Jenny Mauger – Kiwirail should have been on the panel tonight to hear the concerns of the whanau and answer the questions.

Dale Moffit – Anderson Rd crossing too close to the roundabout? Is it safe? Answer: Yes it is safe

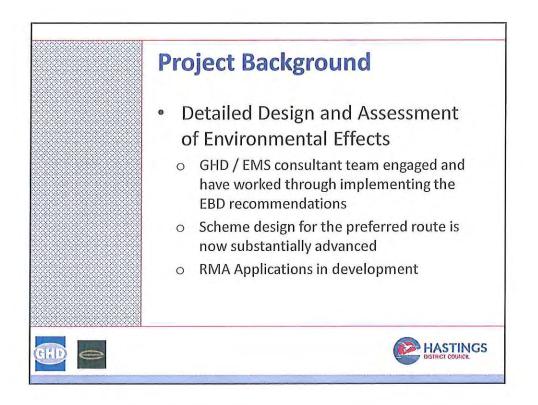
Peter Paku – Heinz Watties were wanting to access to Whakatu. Could a bridge be added to link Otene and Anderson? This was floated during the EBD process but was not with the scope of the project. Could not confirm of this would happen.

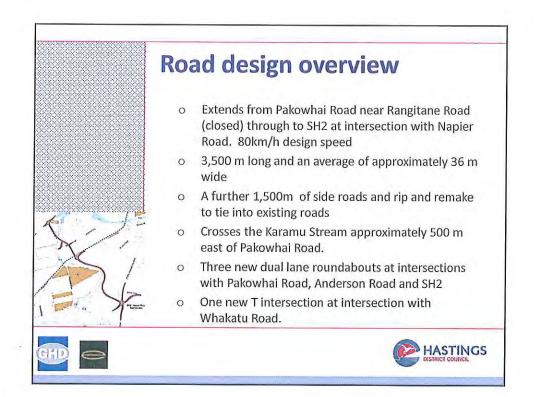
Jenny Mauger – Working with HBRC. Move the sewage pipes so that the awa becomes navigable by waka. Kiosk business for whanau at the Pakowhai park a possibility. How will dredging endanger kākahi? Answer: It is in the HDC longterm plan to lower the pipes.

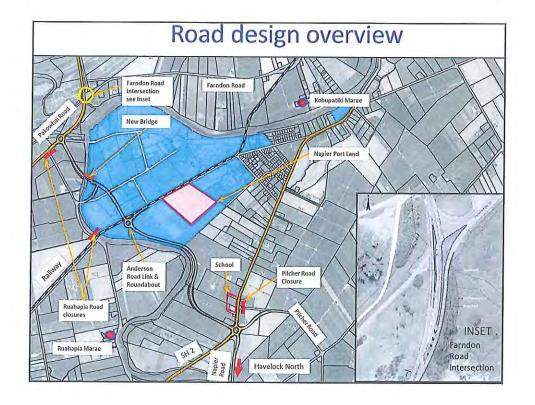
Erena Tuika – Concerned about the increased traffic past Waipatu marae. Can the speed limit be reduced? Does GDH have any traffic data to show increased volume? Tony will send her the data.

21/02/2014

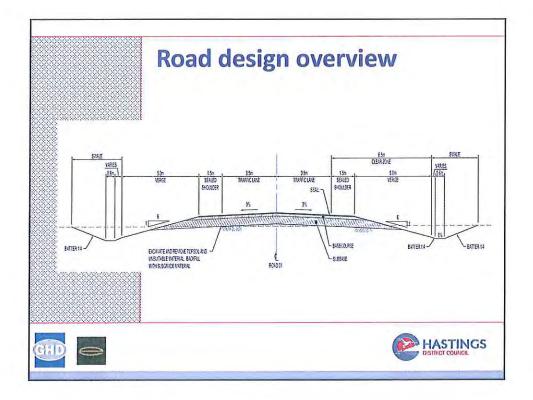


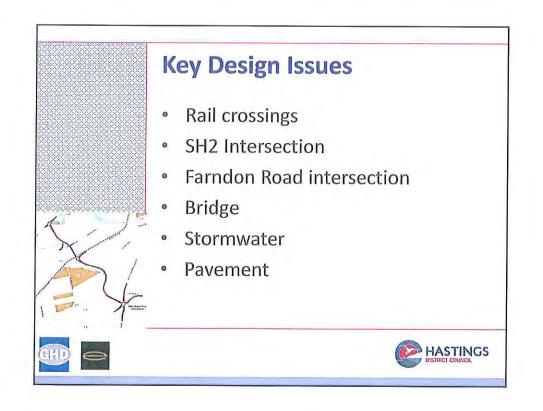


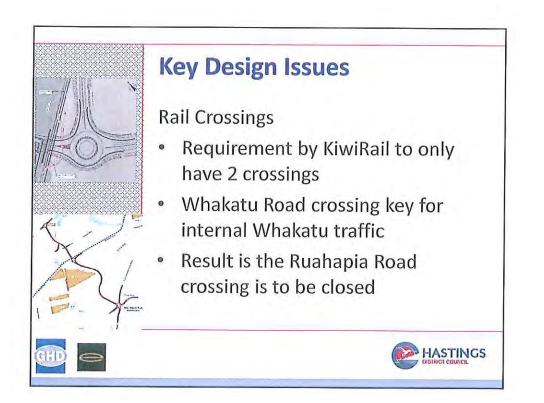


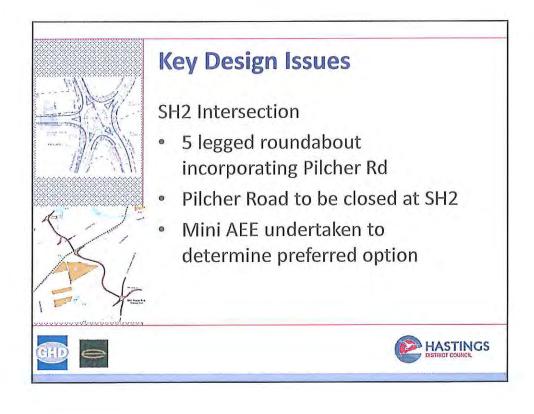


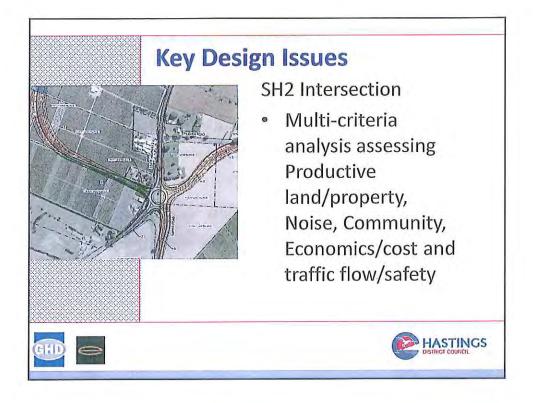


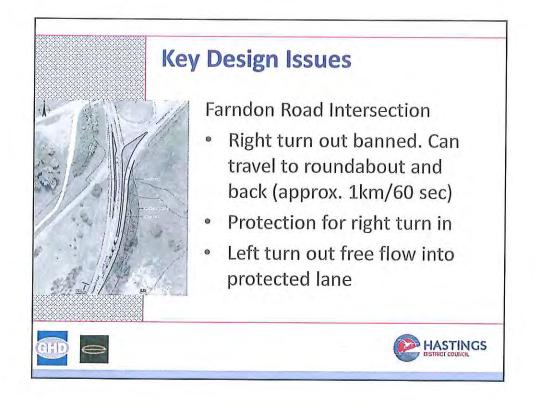


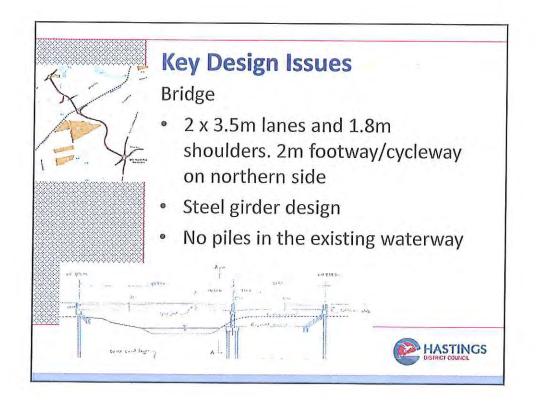


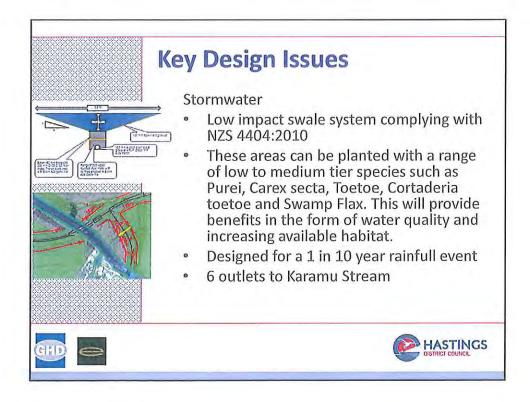


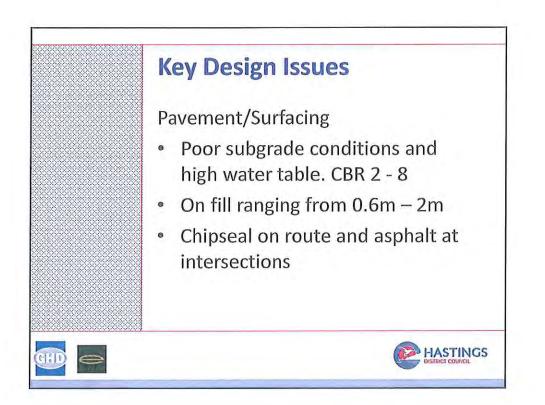


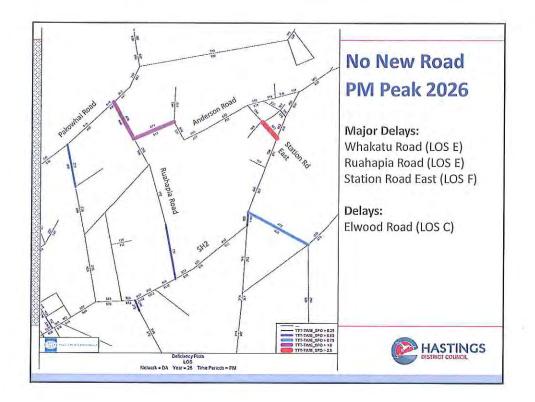


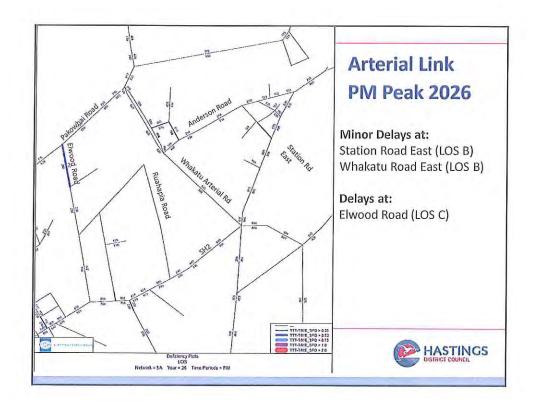


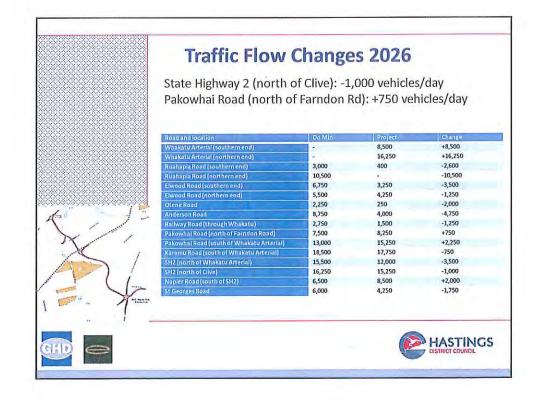


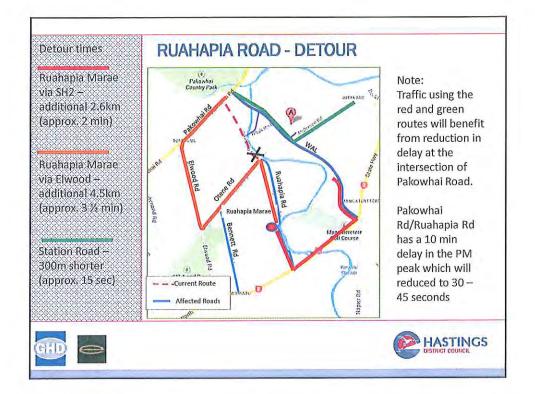


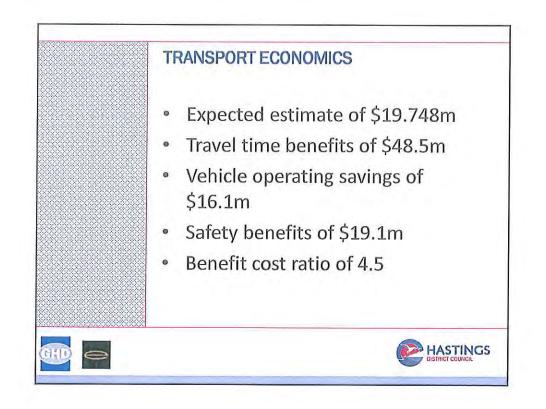


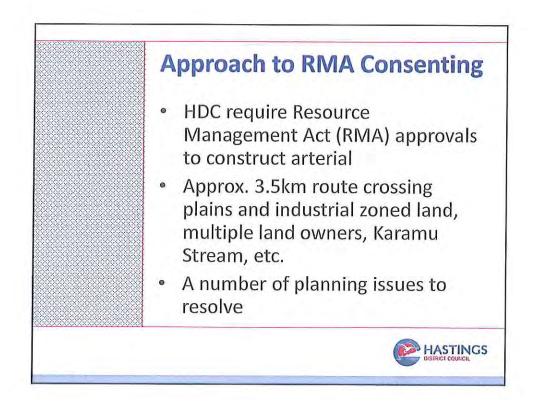


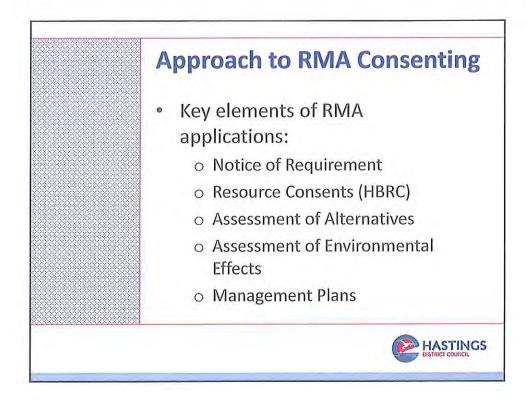


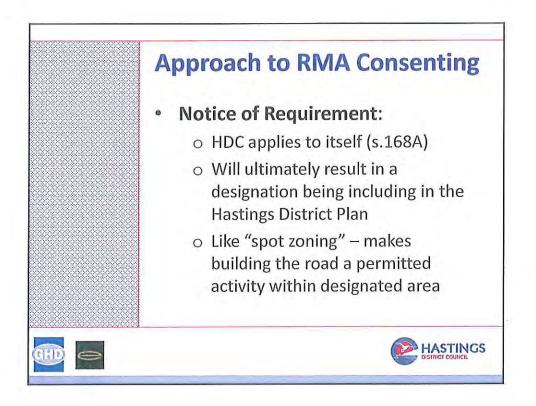


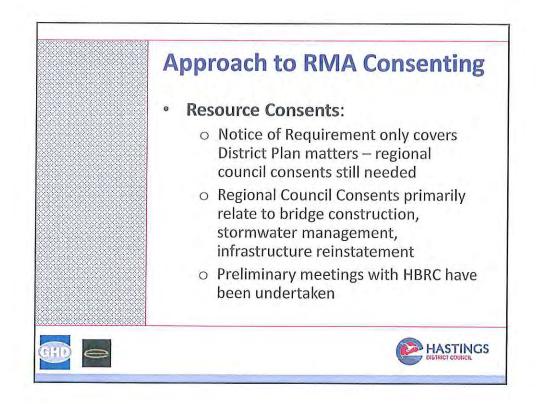


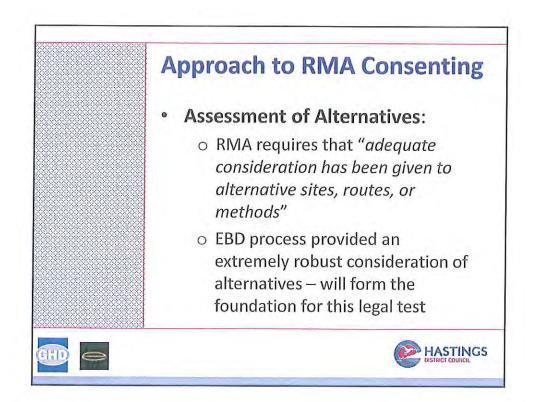


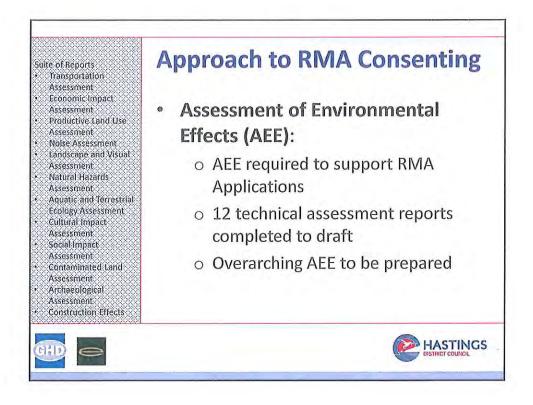




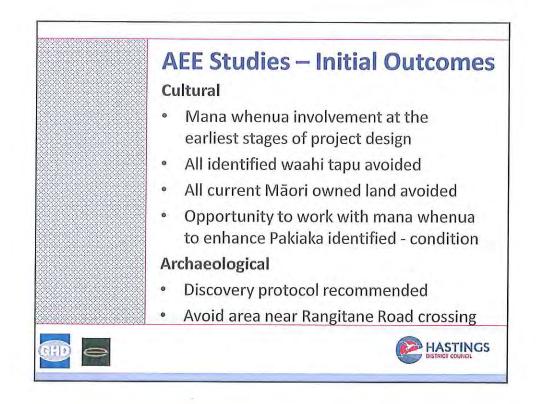


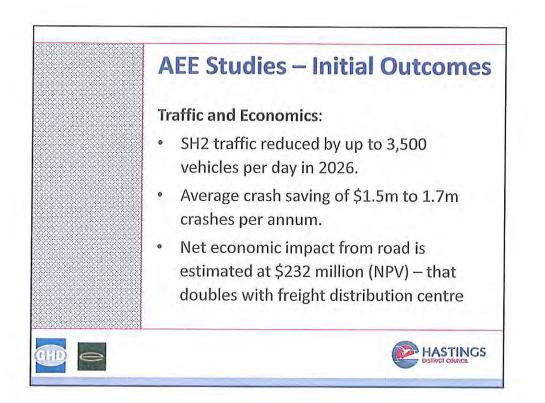


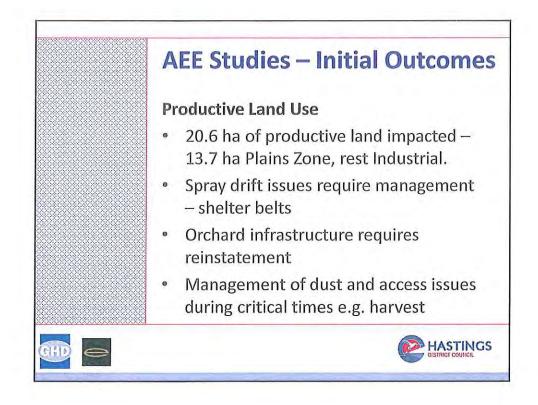


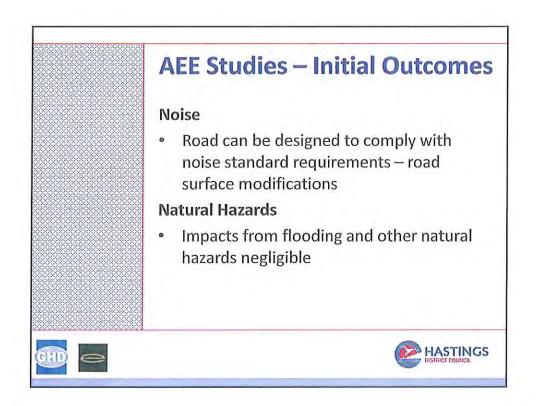


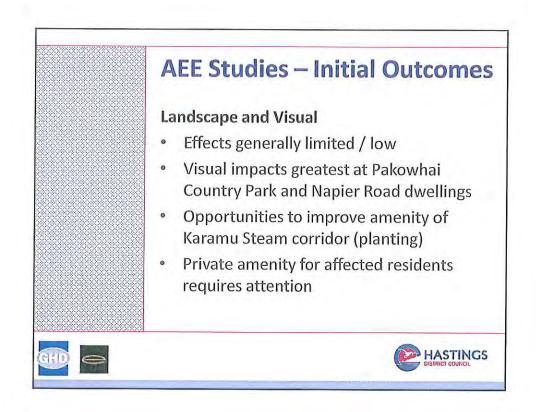


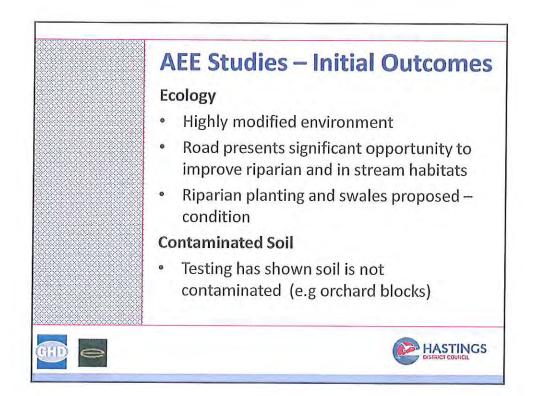


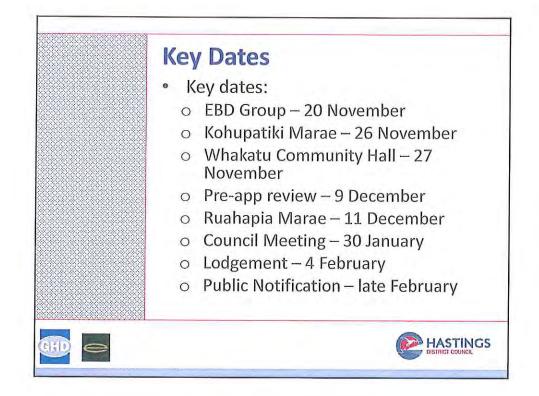


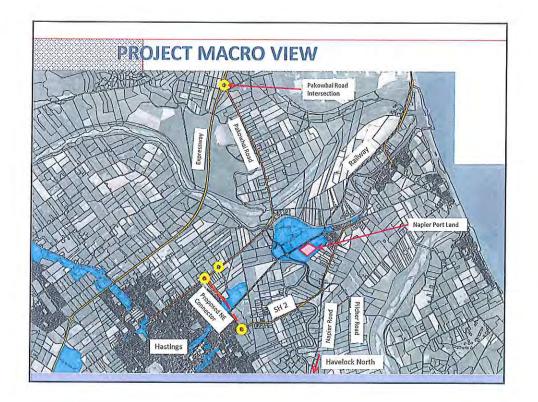












WHAKATU ARTERIAL - RUAHAPIA MARAE MEETING ATTENDANCE REGISTER MEETING DATE 11/12/2013

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MEETING ATTENDANCE REGISTER WHAKATU ARTERIAL – RUAHAPIA MARAE MEETING DATE 11/12/2013

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20 December 2013, Hastings District Council, 9.00am

Present: Peter Paku, Gordon Paku, Darren Tichborne, Aki Paipper, Des Ratima, Sid Macillroy, HDC and Project Team members.

A presentation was given by HDC/ GHD outlining the Whakatu Arterial project.

Sid: Dangerous Intersection at Pakowhai and Elwood Road, especially the right turn. Jag – HDC is considering a new design to improve safety.

Gordon: Since Strawberry Farm was established there have been a lot more accidents. St Georges traffic are going to take Elwood Road. Gordon has sheep on the Northern end of Ruahapia road and crosses Otene rd around 6 times a day. He feels Anderson Rd crossing should close. Jag answered these concerns.

Sid: How long would the traffic que up when the trains are in use? – Sarath, Kiwirail will shorten shunting. Are they going to change the speed limit to 80km?

Peter: Ruahapia road was gifted to Council by hapu for access. Lots of people have been killed in accidents, however no locals have been killed. It was used before the Takitimu waka arrived to transport the dead from Waiohiki to the Cape. Reducing the speed limit was not necessarily good for hapu? Ruahapia are used to these issues (speed, traffic safety etc.) They are willing to fight at the hearings. The moving of the racecourse will make a bigger mess for the locals, more traffic on SHW2 and take longer to get home.

Gordon: Have never seen an accident at Ruahapia/ Otene crossing. Remove the trees that impair vision not the crossing.

Des: Ruahapia/ Otene crossing closing was not originally part of the EBD process. Need to clarify that it was the decision of Kiwirail and not the EBD. Since changes there has been a noticeable reduction in truck traffic past Whakatu. This is a good result. More traffic likely through the industrial park with a proposed incineration plant to be developed. Des wanted to know if all the information is on the table and why things had changed.

Gordon: Northern Arterial proposed closing Elwood crossing. Why didn't know that this would happen (if you add a crossing you would have to close one in return).

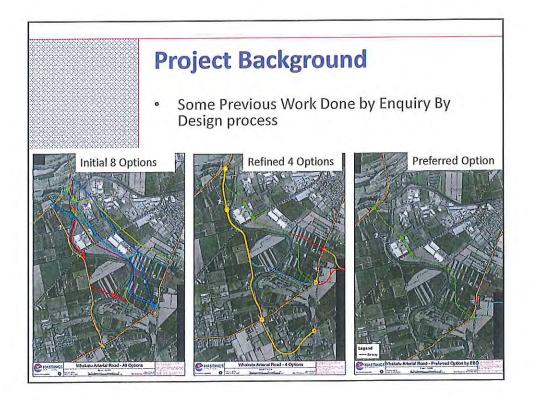
Peter: Put up the other option and compare each together (closing Anderson rd crossing)

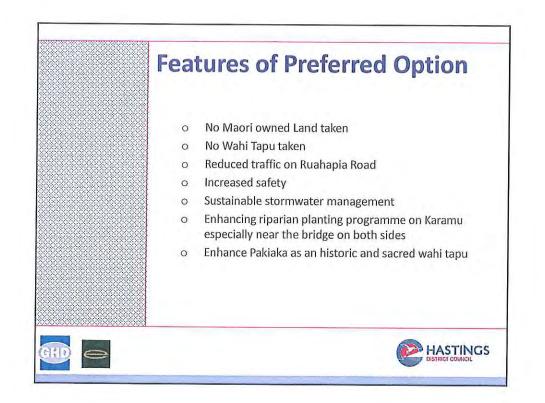
Jag: Acknowledged the importance of collaborating with Manawhenua

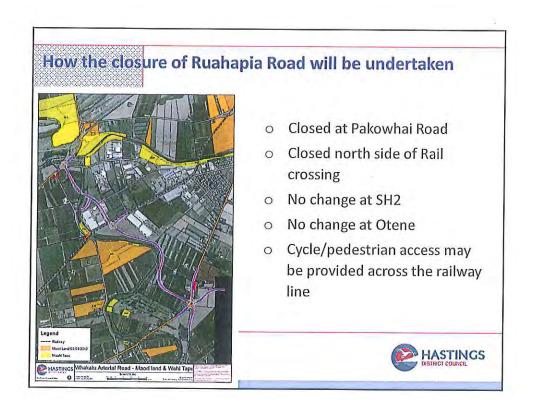
Des: Lots of assumptions regarding closing of rail crossing

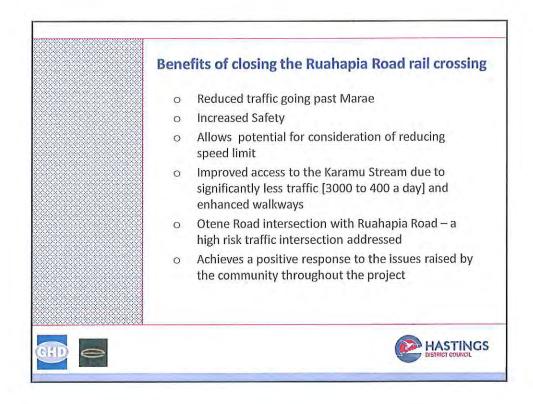
Darren: Upgrade the Elwood road intersection (add a slip lane). Make St Georges rd to Elwood road an unviable option for traffic. Possible access from Ruahapia road to Whakatu via a bridge to the Roundabout. Should have done the homework first before coming up with the preferred option. The EBD went through a robust process and identified the preferred option, now we need to make it work.

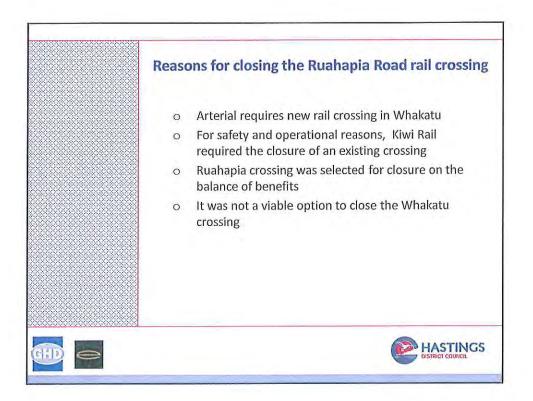




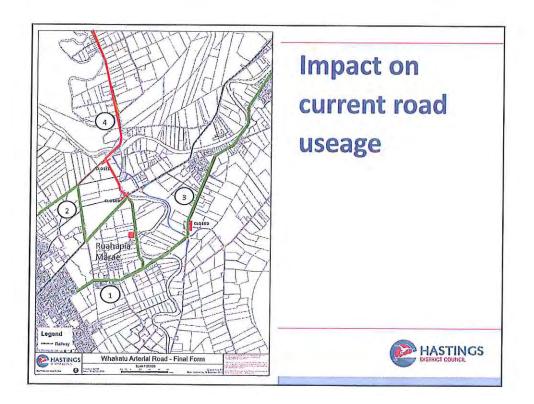


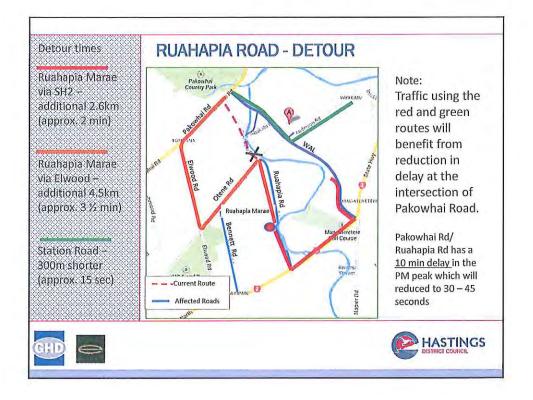




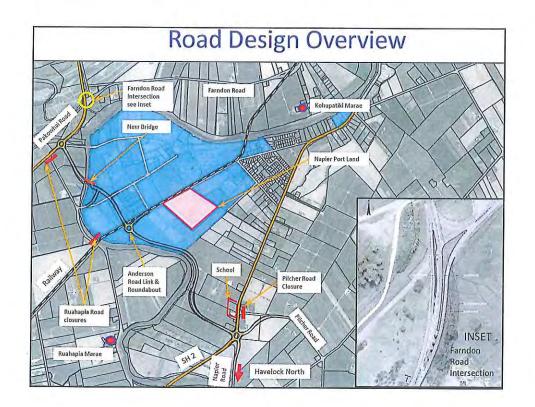


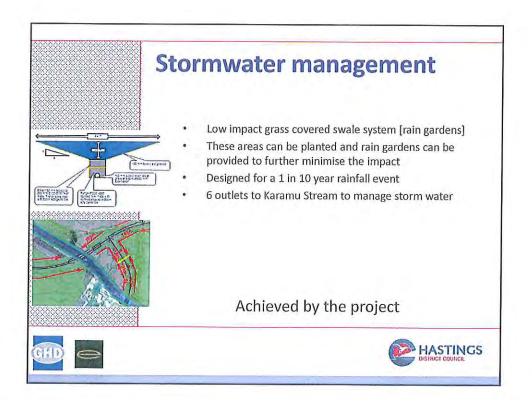
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### Notes of the Meeting with Peter Paku and Gordon Paku

07th January 2014

Hastings District Council

3rd Floor Meeting Room.

3:00-5:00PM

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Issues faced by the community were discussed and identified.

- Safety of Right and Left turns from Ruahapia Road to State Highway 2
- Higher speeds on the Ruahapia Road
- Visibility issues
- Safety at Left turn from Elwood Road to Pakowhai Road
- Railway crossing on the Ruahapia road needs to be kept open. If it was closed that will be an infringement on their treaty rights. Compulsion to keep it open is from cultural issues rather than traffic or economic issues.

Solutions suggested were:

- Erection of a picket fence treatment for the Right and Left turns from Ruahapia Road to State Highway 2
- Limit speed to 80kph on Ruahapia Road
- Remove high trees (Hedges) at the corner of Otene Road/ Ruahapia Road
- Left turn from Elwood Road to Pakowhai Road be improved
- Two roundabouts on Extended Anderson road and Whakatu Road along with crawler lane for trucks from Whakatu road to Anderson road along the new arterial

Minimum position for acceptance is;

- Erection of a picket fence treatment for the Right and Left turns from Ruahapia Road to State Highway 2
- Keeping the Railway crossing open
- Keeping the left turn off Ruahapia Road to Pakowhai Road open. There is a possibility of a full closure being accepted if it can be demonstrated that it is unsafe.

cleved PL QSM. J.P

Workshop on Ruahapia Road Crossing

Hastings District Council

Council Chambers 5th February 2014 1.00-5.00PM

# AGENDA

Karakia & Mihi	32	Reimona Jhonson
Introductions & Objectives	-	Chair
Overview & Issue description	÷	Stephen Daysh (Facilitator)
Traffic information	-	Tony Harrison, Consultant
Statement of Views	4	Stephen Daysh (Facilitator)
<ul> <li>Kiwi Rail</li> <li>Ruahapia Marae</li> <li>Ruahapia Residents</li> <li>Council</li> </ul>		
Summary		Stephen Daysh (Facilitator)
Close	141	Chair

Afternoon Tea to be served after the workshop

### Whakatu Arterial – Ruahapia Road Rail crossing Workshop

Council Chambers

Hastings District council

05th February 2014

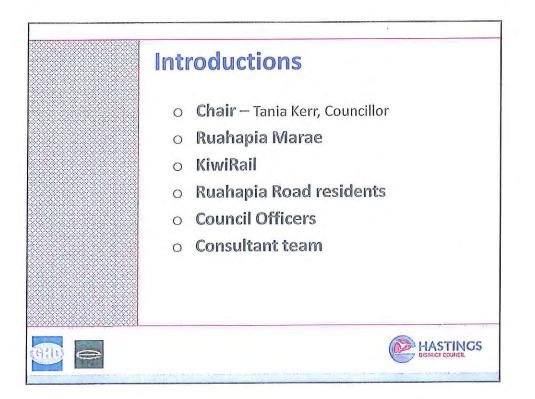
1.00PM-4.00PM

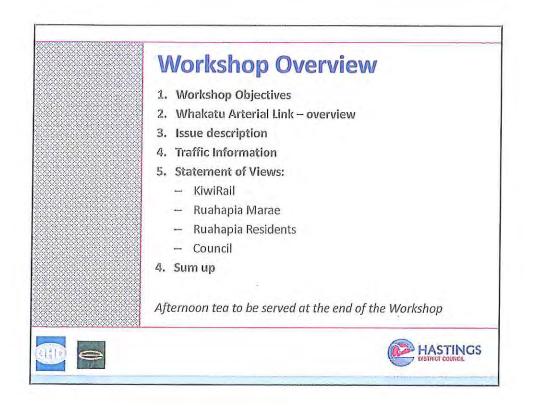
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Tania said for clarity, the Whakatu road Crossing would be known for the work shop as Anderson road Crossing	
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	the Whakatu road Crossing would be known for the work shop as Anderson road

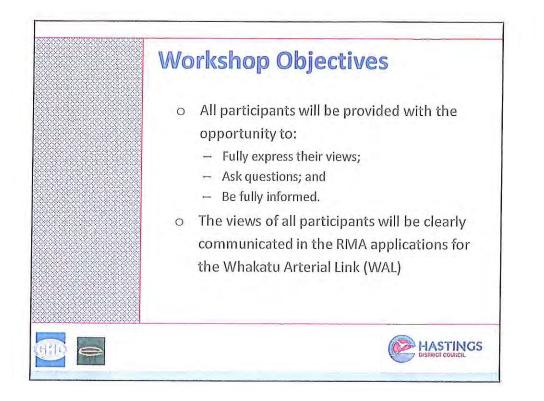
Peter Paku wanted to know the start of the	Sarath Kuruwita	
construction	informed that the team	
	is targeting January	
	2015 as the	
	construction start date.	
Peter Paku – Requested the improvements for	Tania wanted to know	Peter was comfortable
the Ruahapia Road intersection with State	the parts of the project	with the project but
Highway 2 to increase safety. (Along the lines of	that they are	not comfortable with
picket fence type treatments on Pakowhai	comfortable and the	the Ruahapia Road
road). Further request was to keep the left turn	parts that they are not	crossing closure.
on to the Pakowhai Road from Ruahapia Road	comfortable.	
open. Described the history of Ruahapia Road.		
The historical wrongs done to them.		
Kushla Paku – Initial thoughts were that closure	Different options	Kushla was
was a good thing as it brings the traffic volumes	available to her were	comfortable with the
and speeds down. Then was worried about	explained by the	closure after the
getting to work.	Transportation Manager	explanations.
Duncan – Resident of Ruahapia road. Supports		
the closure of the Ruahapia road crossing from		
the safety point of view. That crossing has been		
a real hazard over the years.		
John Skilton – Kiwi Rail. Explained that aim of		
kiwi Rail is to minimise the no. of Crossings.		
Therefore, the policy of closing one crossing		
when opening a new crossing.		
Bill Nimon – Supports the closure of Ruahapia		
Road crossing from the safety point of view		
Tania acknowledged the presence of Andrew		
Dillon – Resident and Mahina Apatu – Waipatu		
Marae		
Tania thanked the group for the clear views		
expressed and brought the meeting to a close		
Karakla was performed by Reimona Johnson		

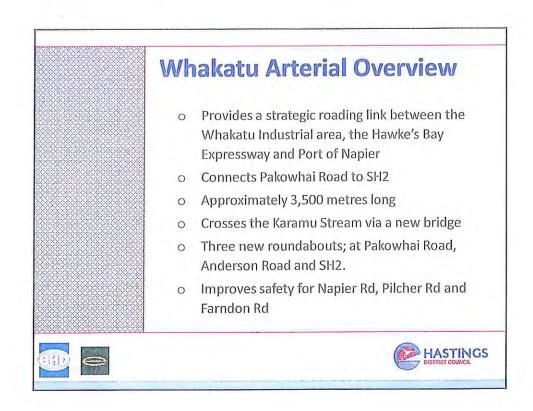
### 21/02/2014

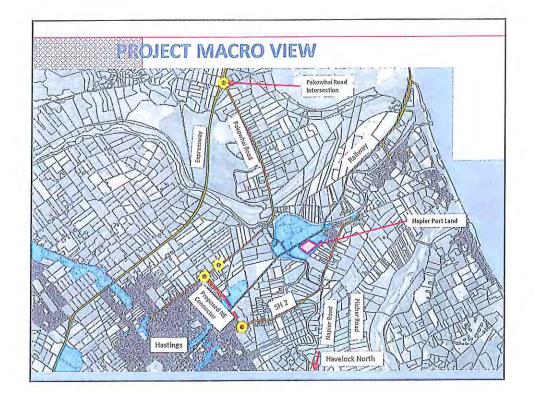


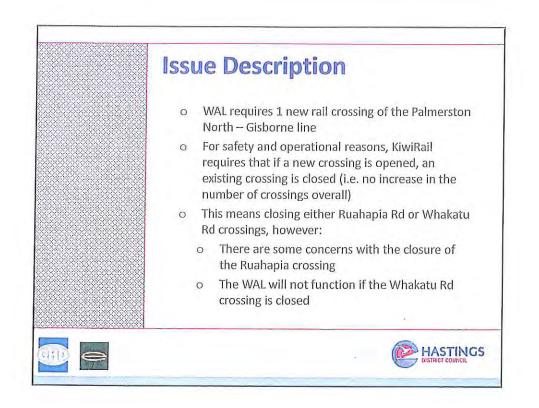


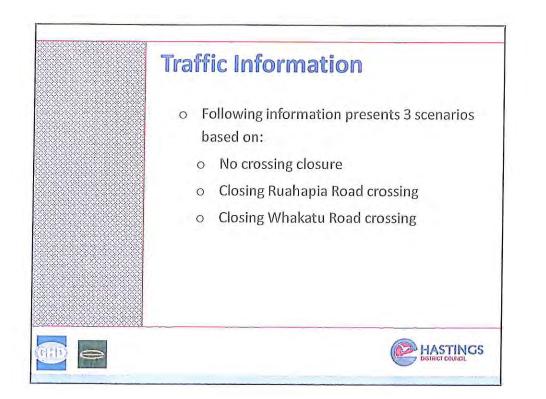












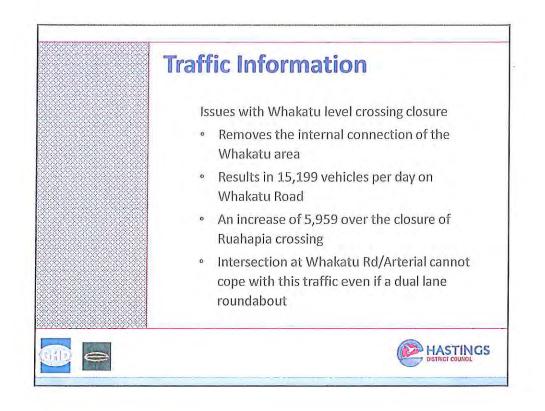
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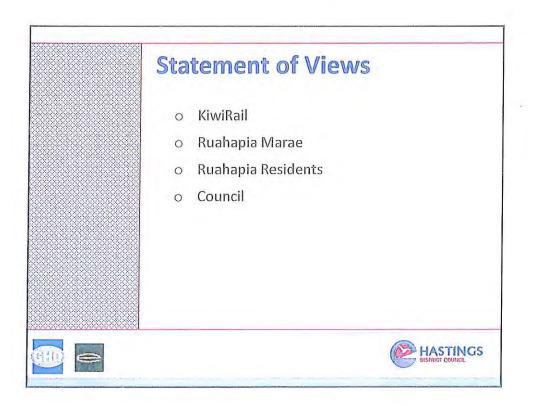
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121		(e	HASTINGS

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Traffic Info	rmatio	n	
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Richaple Road (northernend) Otone Road	12,678	4,316 3,396	-6,184 +1,146
/Anderson Road	8,527	2,273	-6,477
Wieleru Road Stalinerth of Whateru Arterial)	11,558	15,199 12,186	+3,641 -3,314
	10,124	12,180	-3,314

Traffic Info			ŧ	
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			HA DISTR	





21/02/2014

Sum up	
o Key points o Next steps	

# HASTINGS DISTRICT COUNCIL

# MEETING ATTENDANCE REGISTER Whakatu Arterial Workshop 5 February 2014

	PRESENT	APOLOGIES
GILL NIMON - LUCKNOW HOIDINGS	~	
fater Paku - Ruchapia Manae	Rustee.V	f.
Corden Parker - Russian Rol Main		
Philips Page	and and a second	
Kushla Paku	V	
Sid MGIVON Y Bennett Rol Wain	le home	
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Solomn Purcell - Havelock With-	11 ^{11 1}	
Paul Sheep Auring Maar. Touch Bard	~	
Dincon MARKIE RUNKAPIA Road.	-	
John Skilden - Kiwi Pail	~	
Gareth Nicholl - The Property Crowy		
Rebena Markenzie - The Property a	eup V	
Stuphen Daysh - Ems		
Simon Benabill - BUS	V	
Tomy Harrison - GHD		
Ahananna Adunensan	Union	
Tania Kerr - Chair	V	
Keimana Johnson - Kowmaker		
Sarath.		
MEETING DATE: 5th Feb 2014	4	
SIGNATURE:		

Areven Dillon steand extra courz R 238 RUAHARIA Rd 9.789054 027224363/ 4

#### Sarath Kuruwita

From: Sent: To: Cc: Subject: lan and Vicki Gold <iandv.gold@xtra.co.nz> Wednesday, 5 February 2014 11:19 a.m. Sarath Kuruwita David Allan Ruahapia Rd rail crossing closure

Dear Sarath,

I am writing as representative of GOAL Enterprises, owner of 233 Ruahapia Rd (the Farmlands Horticulture site). It is our opinion that we are comfortable with the closure of the Ruahapia Rd rail crossing AS LONG AS a quality access road will be built from the WAL to Ruahapia Rd across the Whakatu Rd bridge. This road needs to be able to comfortably allow ingress and egress of all vehicles including articulated trucks to service our site on Ruahapia Rd.

Regards Ian Gold

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lan and Vicki Gold

Sperton's laudiounions

195B Harper Rd Waimarama R D 12 HAVELOCK NORTH 4294 ph: 06 874 6663

Andreni Buillon support.