

Cross Valley Link

Investment Case

Note: The information in this document reflects a point in time. Timings are indicative only and may change during the next phase of development. Costs are subject to funding availability and approvals.



Executive Summary



Project Overview and Strategic Context

The Cross Valley Link (CVL) is a proposed multi-modal transport corridor in Lower Hutt, identified as a Road of National Significance (RoNS) alongside the Petone to Grenada (P2G) Link Road. The project aims to connect State Highway 2 (SH2) with the Seaview, Gracefield, and Wainuiomata industrial and residential areas via a new bridge over the Hutt River and upgraded roading infrastructure. The CVL project is part of wider suite of network interventions identified as part of the Cross Valley Connections PBC.

Primary Objective: To "unlock housing growth" and support economic productivity by enhancing east-west connectivity.

Problem Statements (from NZTA feasibility study):

- 1. Resilience (75% weighting):** The current network is vulnerable to major natural events and sea-level rise, causing significant economic disruption.
- 2. Access (25% weighting):** Limited transport choices and congestion constrain access to social and economic opportunities.

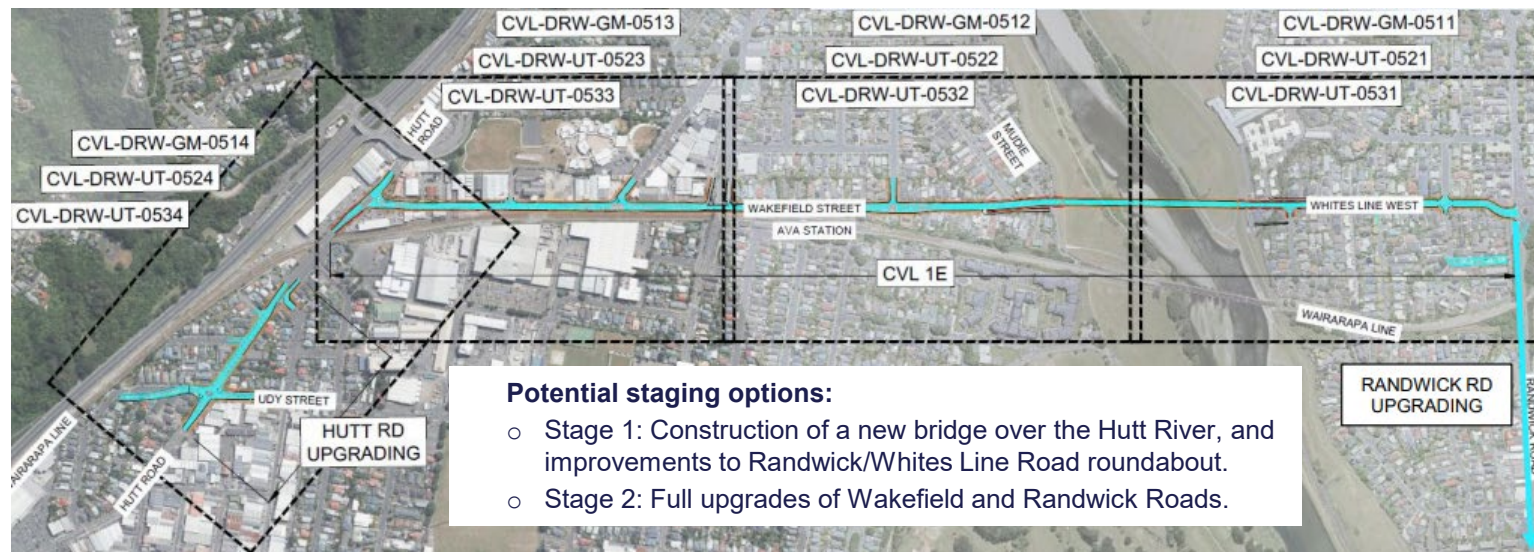
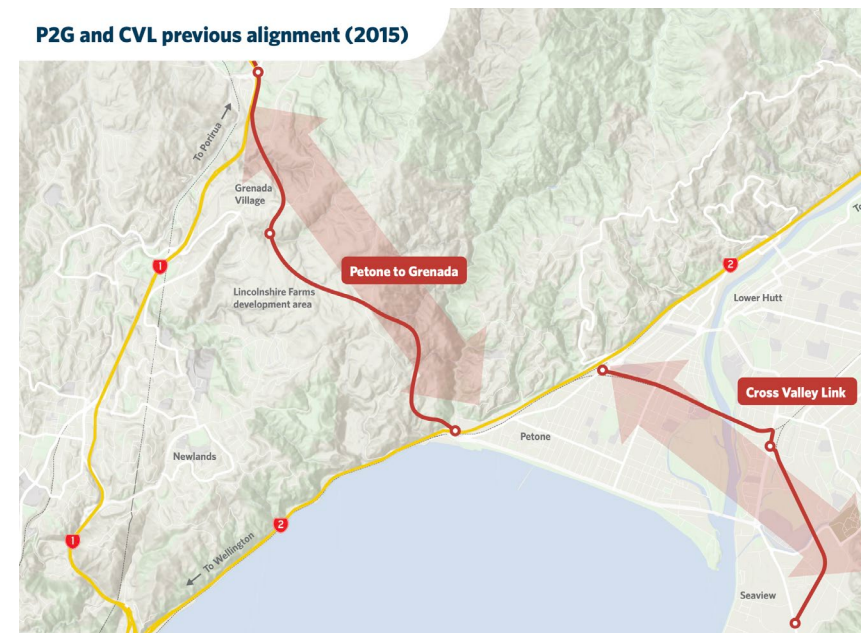
Strategic Alignment: The project is a cornerstone of Lower Hutt's *Sustainable Growth Strategy 2025–2055*, which anticipates a population increase of 40,000 people over 30 years.

Recommended option:

Heading east, the CVL corridor starts at the new P2G/Hutt Road/Hector Street intersection and then continues north along Hutt Road to a new signalised intersection at Wakefield Street. CVL then continues east along Wakefield Street and across the Hutt River via a new bridge to White Lines West and a new connection to the Randwick Road roundabout which connects to Wainuiomata. CVL then heads south along Randwick Road to Seaview.

Upgrades to existing roads and intersections are planned, to accommodate an increase in expected traffic volumes.

P2G and CVL previous alignment (2015)



Potential staging options:

- Stage 1: Construction of a new bridge over the Hutt River, and improvements to Randwick/Whites Line Road roundabout.
- Stage 2: Full upgrades of Wakefield and Randwick Roads.

Benefits from CVL



Improving travel times
CVL is expected to deliver a 2-3 minute reduction in east-west travel times between Wainuiomata / Seaview and SH2.



Supporting all transport modes
The CVL design assumes a MVP in terms of active mode provisions. Notwithstanding, the new bridge will provide better access between Woburn and Ava for all modes. The bridge will also link to existing recreational routes along Hutt River and creates an opportunity for MetLink to use CVL as a bus route.



Better network resilience
CVL improves network resilience by providing a new alternative route to The Esplanade, that offers a reduced risk of tsunami, lower potential impact during a flood event, and traverses better ground conditions.



Supporting housing growth
By improving connectivity, CVL helps enable development in Wainuiomata, Woburn and Waterloo, all areas identified as having the greatest capacity for future housing growth within Hutt City.



Supports benefit realisation of P2G and Melling Interchange
CVL helps maximise the desired benefits of major projects such as P2G and the Melling Interchange. Traffic modelling shows between 10 and 25% of trips on P2G will also use CVL.

S7(2)(b)(ii)

Benefits
(with/without WEBs)
\$382M - \$721m

Incremental BCR
1.2 - 2.3

Statutory Approvals

Obtaining key statutory approvals is the next critical step. Proceeding now will capitalise on current momentum and safeguard the corridor from land-use pressures, so immediate route protection is recommended. Hutt City Council (HCC) is proposed as the requiring authority, consistent with the route's long-term operation. Securing these approvals will also support planning for the P2G project.

CVC programme refresh

To support the next steps for CVL and P2G, the 2021 Cross Valley Connections PBC will be refreshed. This will ensure that planning for the future transport network aligns with both projects and provides a clear, cohesive vision for the network.

Consenting Pathway: While the Fast-Track Approvals Act 2024 could be considered for CVL, the **council decision-making process**, followed by any potential appeals, is currently the recommended approach.

S7(2)(e)



Why now?

The implementation timing for the CVL project is uncertain. Protection of the corridor through a designation is recommended now for the following reasons:

- Aligns with the approach taken on P2G
- Protects the corridor from incompatible development
- Provides certainty to community on the alignment
- Makes the corridor shovel ready and reduces implementation time when the project is progressed
- Helps to inform future RMA processes

Physical works procurement: No construction date is confirmed. A Design and Construct (D&C) model is likely for the main components of the project to drive innovation, while Measure and Value (M&V) may be used for less complex sections if staged.

Cashflow

Based on the current project cashflow, anticipated expenditure has been assessed against the updated 2026 LTP allocation. Overall, and subject to NZTA FAR decisions, approximately \$15.4M has been allocated across the 2025–2034 period for pre-implementation activities, including CVL route protection, and CVC programme updates. A further \$159.4M for implementation (i.e. construction) and property acquisition is signaled from 2034/35 onwards for the CVC programme. The projected cashflow for the next 10 years is outlined below (amounts in millions):

	2025/2026	2026/2027	2027/2028	2028/2029	2029/2030	2030/2031	2031/2032	2032/2033	2033/2034
CVL Pre Implementation	\$0.0	\$1.1	\$3.6	\$4.1	\$5.0	\$0.0	\$0.0	\$0.0	\$0.0
CVL Implementation and Property	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
CVC programme update and detailed investment case	\$0.4	\$0.4	\$0.4	\$0.4	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
Total Cashflow by financial year	\$0.4	\$1.5	\$4.0	\$4.5	\$5.0	\$0.0	\$0.0	\$0.0	\$0.0

Funding Gap: The updated LTP 2024-2034 allocates ~\$13.8M for CVL pre-implementation activities and \$1.6M for wider CVC programme updates. About ~\$159.4M is signaled for the CVC programme, including for implementation and property acquisition for CVL, from 2034 onwards.

Options for funding gap: HCC typically receives a 51% Funding Assistance Rate (FAR) from NZTA, but as a RoNS project, HCC is seeking a higher proportion of NLTP funding for all CVL phases. This is a key action which will be discussed further in the next phase.

Governance and Risk Management

Delivery will follow HCC's Portfolio Management Framework, overseen by a CVL + CVC Steering Group chaired by the Head of Capital Delivery.

Key Risks:

The following key risks have been identified for the delivery of this project.

- **Funding:** The schedule is highly sensitive to the availability of external funding and NZTA board approvals.
- **Consultation:** Limited consultation has been carried out with the community. This will be a focus of the approvals phase (next phase).
- **Interface with P2G:** the P2G project is progressing in parallel with CVL. Risk around the interface is proposed to be managed through development of a Memorandum of Understanding.

This investment case recommends HCC:

1. Endorse the preferred route of the CVL project
2. Endorse proceeding with Statutory Approvals for the CVL project
3. Endorse development of a detailed Investment Case to confirm the supporting CVC elements (noting the existing CVC programme will be updated in FY 2026)
4. Approve funding of:
 - \$15M for Statutory Approvals and design development for the CVL project
 - Note if successful the Statutory Approvals will result in a potential early property acquisition risk of approximately \$15M.

Introduction to Cross Valley Link

BACKGROUND

The Government Policy Statement on Land Transport (GPS) 2024-34 identified the Petone to Grenada (P2G) Link Road and the Cross Valley Link (CVL) as a Road of National Significance (RoNS). They are identified jointly as a RoNS to “unlock housing growth” and will contribute to the primary strategic priority of the GPS, which is to support economic growth and productivity.

P2G and CVL are adjacent initiatives. P2G is proposed to provide an east-west corridor between the key urban areas of Lower Hutt (SH2) and North Wellington/Porirua (SH1). CVL is proposed to connect SH2 (and a future P2G corridor) with the Seaview/Wainuiomata areas via a new/ upgraded corridor. Both projects were originally considered by NZTA before NZTA made the decision to progress only P2G to route protection. Recent investigations into CVL have been progressed by HCC.

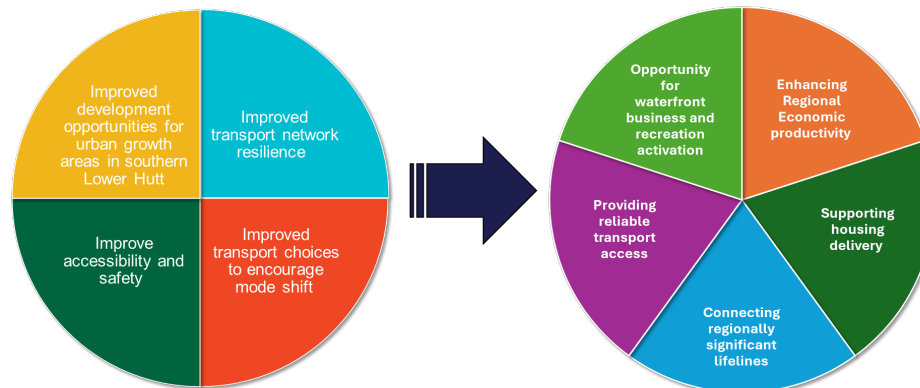
An Investment Case has been progressed for P2G by NZTA which includes a Feasibility Study for CVL. The focus of the Feasibility Study was to identify the alignment, form, and function that CVL needs to be to deliver on the project objective. NZTA have made a decision to progress P2G only to route protection.

Cross Valley Connections PBC

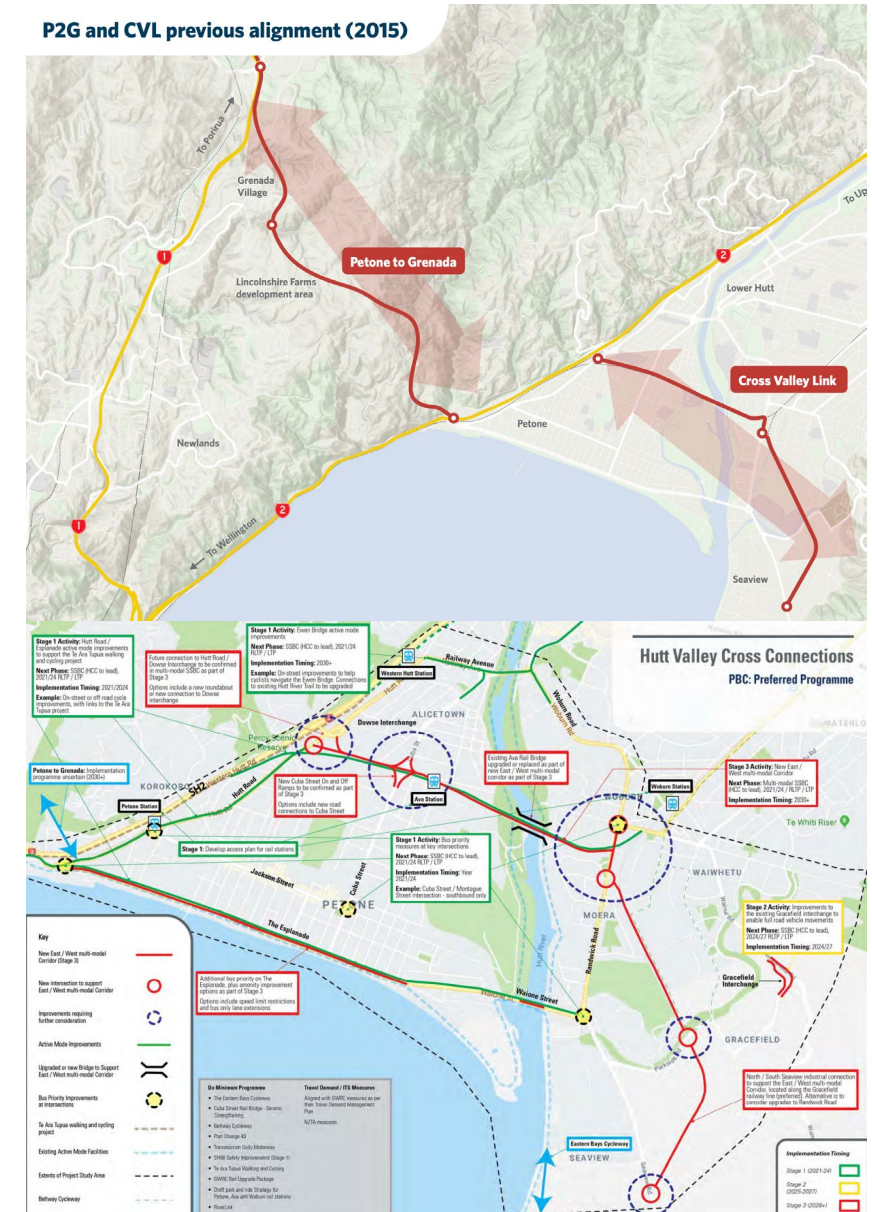
The most recent previous investigations into CVL was through the 2020 HCC published Cross Valley Transport Connections Programme Business Case (PBC). The PBC aimed to address current transport challenges including congestion, resilience, and accessibility issues, by enhancing transport links between Seaview / Gracefield / Wainuiomata / Eastbourne areas to the east of Petone with State Highway 2 (SH2) to the west.

The CVC PBC recommended a suite of multi modal measures, including an east west link named the Cross Valley Link, that would facilitate access from the Seaview/Gracefield area through to SH2. The connection has also identified as supporting connection from Wainuiomata through to the SH2.

In 2024 the investment objectives of the CVC programme were reconsidered in light of changes in context and policy. The purposed of this work was to refresh the strategic story and confirm what HCC want to achieve from the Cross Valley Connection before working with NZTA on the P2G and CVL programme. This work led to some changes to the investment objectives. These revised objectives were used through the MCA process.



P2G and CVL previous alignment (2015)



What does this document do?

PURPOSE OF THIS DOCUMENT

NZTA has undertaken a feasibility study on the CVL project. The CVL project was intended as a second stage of the P2G project enhancing the benefits of the scheme within the Petone area. The intention of the Feasibility Study was that it was the Strategic and Economic Case sections of an ultimate Investment Case for the CVL project.

This document is the Investment Case for CVL that builds upon the Feasibility Study undertaken by NZTA. The Feasibility Study was developed to confirm the alignment, form and function of the CVL – within the context of supporting the outcomes of P2G. This document uses the Feasibility Study information unchanged, and completes the sections required to complete an Investment Case, with a focus on (as identified in the Feasibility Study):

- Financial Case
- Commercial Case
- Management Case

DECISIONS SOUGHT

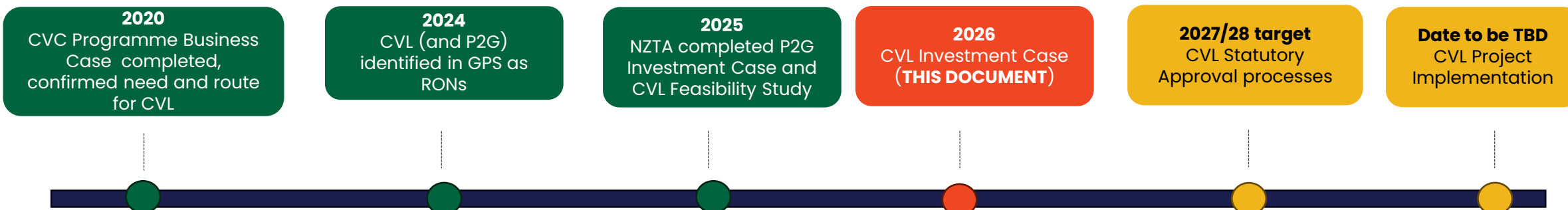
This Investment Case seeks HCC decisions on the following elements:

- Confirmation of the preferred option for CVL
- Confirmation of responsibility for CVL implementation (i.e. route protection and construction)
- Confirmation of future Project Governance

It also seeks confirmation that the next steps for the project are to

- Obtaining key statutory approvals for CVL (2026 to 2029)
- Develop further (through a PBC refresh and then a detailed Investment Case) supporting CVC elements (i.e. Jackson/Hutt Road intersection) and the timing of these. This information will also help to support HCC response to P2G through the statutory approval process
- Allocation of funding for route protection

WHERE HAVE WE COME FROM AND WHERE TO NEXT?



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Date	Version	Lead Authors	Reviewer	Endorsed
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Part A: NZTA Feasibility Study

What is Cross Valley Link?

SOURCE: NZTA Feasibility Study (2025)

Overview

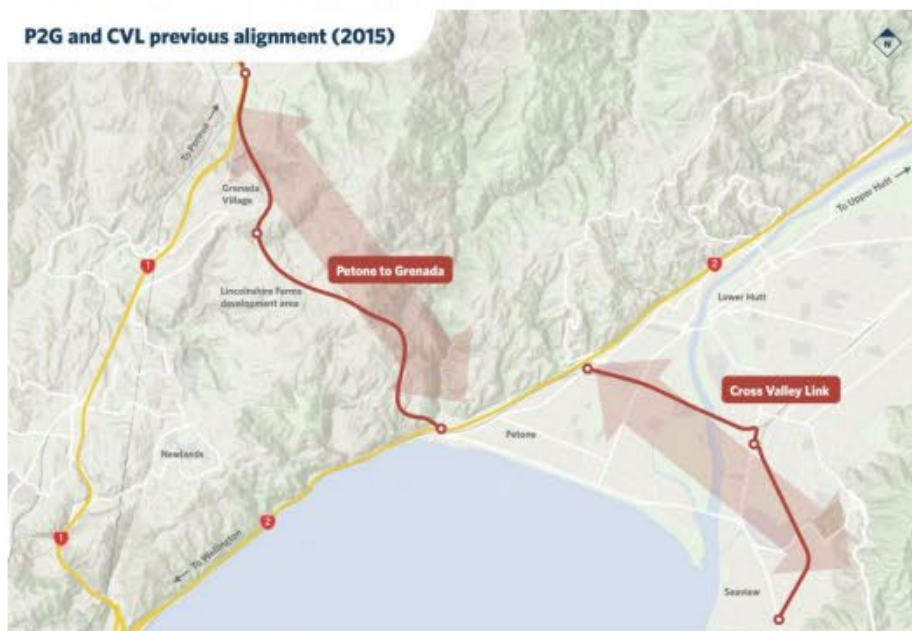
The Government Policy Statement on Land Transport (GPS) 2024-34 identified the **Petone to Grenada (P2G) Link Road and the Cross Valley Link (CVL)** as a Road of National Significance (RoNS). They are identified jointly as a RoNS to “unlock housing growth” and will contribute to the primary strategic priority of the GPS, which is to support economic growth and productivity.

P2G and CVL are **adjacent and complementary** initiatives. P2G will provide an east-west corridor between the key urban areas of Lower Hutt (SH2) and North Wellington/Porirua (SH1). CVL will connect SH2 (and a future P2G corridor) with the Seaview/Wainuiomata areas via a new/ upgraded corridor.

An Investment Case has been developed for P2G and presented to the NZTA Board (August 2025). This **CVL Feasibility Study** identifies a recommended option for CVL that supports the project objectives of P2G. It describes the recommended alignment, form and function for CVL.

The map below shows indicatively how together P2G and CVL will help deliver wider regional connectivity and add capacity to the transport network.

P2G and CVL previous alignment (2015)



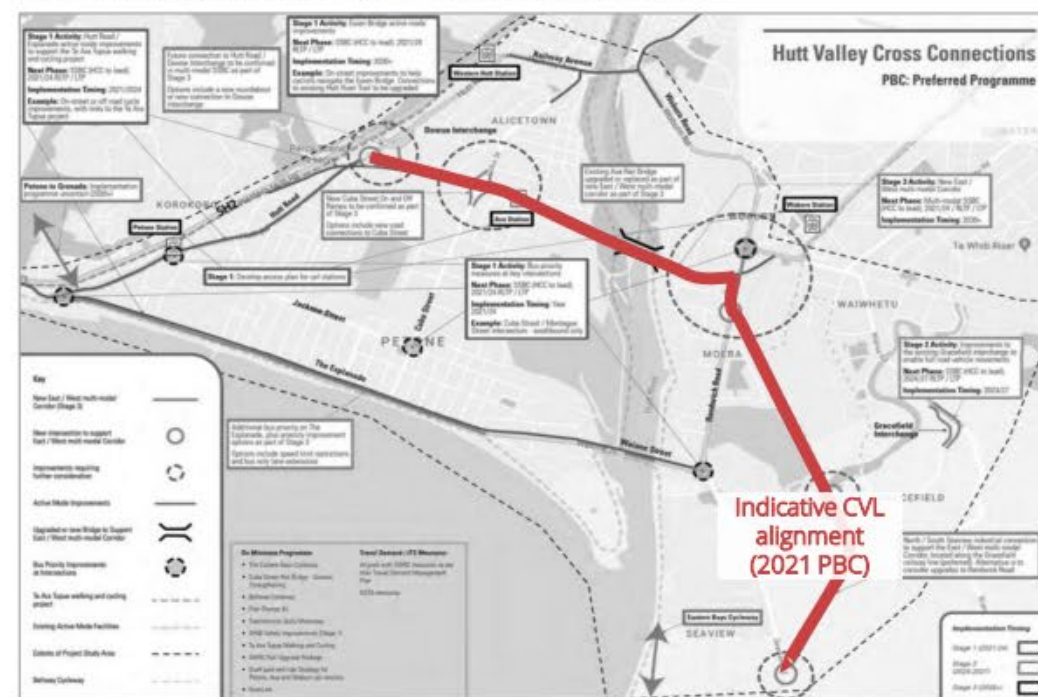
Previous study – Cross Valley Connections Programme Business Case (2021)

Hutt City Council has been working on a more resilient, higher capacity, multi-use east-to-west connection for several years. A key driver for change is that the current route along The Esplanade no longer provides the required level of service and doesn't have the capacity to support expected growth.

In 2021, the CVL Programme Business Case was developed by Hutt City Council and approved by the NZTA Board. The business case recommended a suite of measures, including an upgraded east-west link (CVL) to facilitate access from the Seaview/Gracefield area through to SH2. The business case also identified an opportunity for a supporting connection from Wainuiomata through to SH2.

The preferred programme from the PBC is shown below, which included an indicative CVL alignment.

2021 Programme Business Case – Preferred Programme



This is **just one of the alignment options** that has been explored as part of this Feasibility Study.

Revisiting options for CVL is required, because the PBC did not explore alternatives for CVL, and since 2021 there have been several changes that could influence the choice of a preferred route, including the GPS 2024 and changes in the expected quantum and location of growth.

Poor connectivity, capacity & resilience limits the economic potential of Lower Hutt

Line of sight between P2G and CVL problems

Problem Statements for the CVL Feasibility Study have been developed by aligning the problems identified as part of the 2021 CVL PBC and the P2G Investment Case. The diagram below shows there is strong correlation between the problems identified within the independent projects.

2021 CVC PBC

P2G Investment Case

CVL Feasibility Study

Access

The existing transport system in southern Lower Hutt limits modal choice, constrains access to social and economic opportunities; and creates safety issues for active mode users

Resilience

Southern Lower Hutt's transport network lacks resilience to major natural events, future sea level rise, and regular network interruptions, which will cause economic and/or social disruption for Lower Hutt and the Wellington region.

Connectivity

There is poor east-west connectivity between key urban areas of Lower Hutt and North Wellington/Porirua which limits economic development and productivity.

Congestion

State Highways 1 and 2 experience significant congestion, particularly in the morning and evening peaks and on Saturdays.

Resilience

The direct lifeline access between the Hutt Valley and Wellington is not resilient and therefore may not be available after a major event.

Connectivity

There is poor east-west connectivity for all transport modes within the southern Lower Hutt area which limits economic development.

Congestion

Historic land use patterns and the location and capacity of key transport corridors, combined with growth, is resulting in increasing levels of congestion in Lower Hutt.

Resilience

Southern Lower Hutt's transport network lacks resilience to major natural events, future sea level rise, and regular network interruptions, which will cause economic and / or social disruption for Lower Hutt and the Wellington region.

Where are these problems?



Connectivity



Congestion



Resilience



Overarching investment objective

The overall objective of the P2G project, which has been applied to the CVL optioneering process, is:

"To create an efficient transport connection between southern Lower Hutt and North Wellington/Porirua to support economic growth and productivity, and housing development."

Evidence supports the identified problems

CONNECTIVITY

There is poor east-west connectivity for all transport modes within the southern Lower Hutt area which limits economic development.

South of the Lower Hutt CBD, only two road links (Waione Street Bridge and Ewen Bridge), and a single rail link, connect Petone to Seaview, Gracefield, and Wainuiomata across the Hutt River.

The lack of alternative routes increases reliance on these limited links, which in turn affects network resilience, traffic flow, and freight reliability.



The Hutt River is a significant constraint, which impacts on the connectivity and urban form of this area.

CONGESTION

Historic land use patterns and the location and capacity of key transport corridors, combined with growth, is resulting in increasing congestion in Lower Hutt.

Traffic congestion in Lower Hutt is a consequence of:

- The main industrial area being located in Seaview and Gracefield, on the eastern side of the river, some distance from the state highways and arterial road network. This means a high volume of commercial/business trips need to cross the River
- Only two road connections across the Hutt River (Waione Street and Ewen Bridges) and capacity is therefore limited
- Hutt City continues to grow, particularly to the east

Traffic analysis has identified a marked deterioration in travel times across several routes including Waione Bridge, correlating with consistently high traffic volumes throughout the day, as shown in the graph below. This pattern suggests substantial freight and commercial activity, compared with typical commuter routes, where volumes generally decline during off-peak periods.



Speed & Volume - Waione Street (east of Waione Bridge) - 2021

Currently there are no economically feasible alternatives to the road network for the transportation of freight to and from the Seaview/Gracefield area. KiwiRail has previously ruled out re-opening the Gracefield Rail Line for moving freight

RESILIENCE

Southern Lower Hutt's transport network lacks resilience to major natural events, future sea level rise, and regular network interruptions, which will cause economic and/or social disruption for Lower Hutt and the Wellington region.

The transport network in the area is vulnerable to natural hazard impacts such as flooding, sea level rise and earthquakes. The impacts of climate change, such as the increasing risk of hazards occurring, further puts the transport network at risk of failures and closures.



Ground shaking risk areas

The Wellington Resilience PBC includes a Regional Resilience Risk Register that identifies the sections of the Wellington region's transport system that are most at risk from 'High Impact Low Probability' events. Both the Esplanade/Waione Street route and Seaview Road have been identified as having a **high criticality rating**.

CVL Optioneering Inputs and Constraints

Options Approach

The focus of this Feasibility Study is to identify the alignment, form, and function that CVL needs to be in order to (a) deliver the project objective of P2G; and (b) address the core transport problems that Lower Hutt faces.

This Feasibility Study reconsiders options from the CVC PBC and includes newly identified options. However, it was important that the optioneering only considered options that were realistically viable and affordable. To do this, a three-pronged approach was used:

1. Determine the **form and function** of CVL – i.e. how many lanes should it provide, what is the speed limit and what needs to be provided for active modes
2. Understand the **option constraints** – e.g. property impacts should be minimised, and areas prone to flooding should be avoided
3. Use a **Minimum Viable Product (MVP)** approach – see box for further details

Decision-led approach

CVL has used the decision-led approach, which focuses on making decisions earlier within the project lifecycle to more quickly narrow scope. The optioneering undertaken from the Long List to Short List and Short List to the preferred option, had an emphasis on feasibility, value for money and affordability. By using a decision-led approach, decisions on options were made sooner, which resulted in the preferred option being reached more quickly, but still with robust and comprehensive consideration of options.

Form and Function

The future transport demands support the following form and function:

- **Capacity:** As this link will be integrated with the local road network, a two-lane road is considered the most appropriate. Two lanes is sufficient to manage forecast traffic demand. However, as GPS 2024 sets out the expectation for RoNS to be four-lanes, and the long term future of The Esplanade is uncertain, alignments with four lanes were considered.
- **50km/h Speed Environment:** CVL will be integrated into the local road network with direct property access and potential multi-modal usage, accordingly a 50km/h speed environment was considered the most appropriate, but could be revisited in future phases.
- **Walking and Cycling:** Due to the urban nature, active modes will need to be provided for in the corridor, but the exact form of this is to be determined at a later date.
- **Value for Money:** The best value for money outcome is provided with a fit for purpose cross section that responds to the surrounding land uses, and overall affordability.

Initially, all CVL options were designed as an arterial road with:

- Four lanes with a median to enable turning movements
- Generally, 27m cross section
- Bridge over Hutt River, connecting into Randwick Road
- All options terminating at the Seaview Roundabout (to enable effective comparison)

Core design constraints

The alignment must traverse the urban area and cross Hutt River (Te Awa Kairangi). The desire to limit costs and reduce direct property impacts led to a focus on the use of existing roads. Land use and environmental constraints including areas prone to flooding also constrained potential alignments.

Minimum viable product approach

Taking a Minimum Viable Product (MVP) approach means having affordability and value for money front of mind and remaining focused on the core project scope. This included not progressing options that exceeded the affordability envelope of \$0.4 – 0.6b.



Initial Constraints Map from Ngā Ūranga Triangle Study

Approach to establishing a preferred option

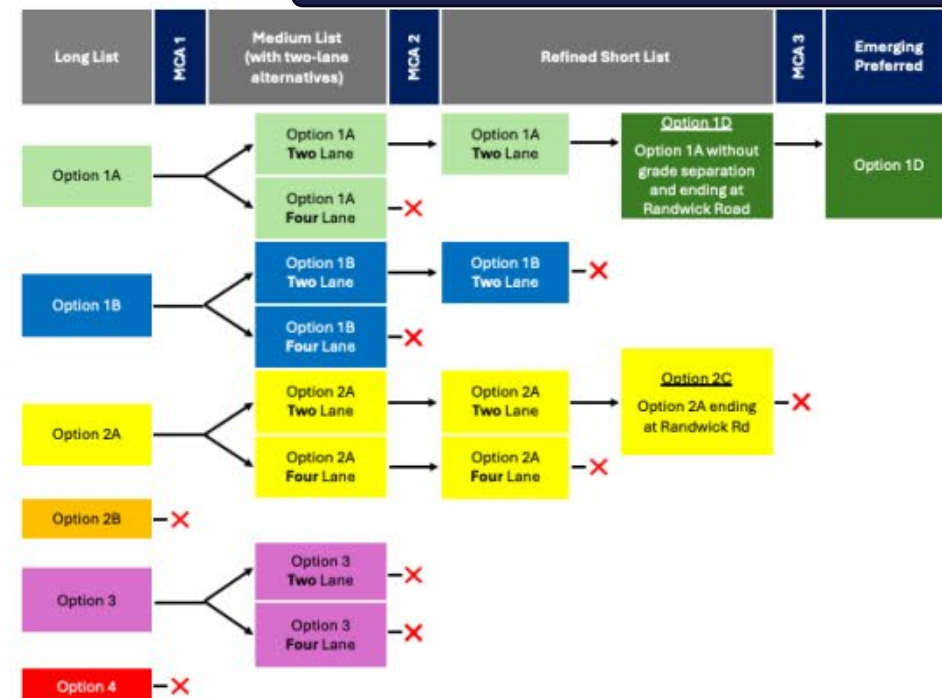
The following methodology was used to establish a recommended east-west alignment:

- Stage 1: Establish a Long List.** Review previous work and identify new options to establish a Long List of CVL options. This applied the options approach from the previous page and considered options in relation to how well they deliver upon the priorities of the GPS
- Stage 2: Long List to Medium List.** MCA (No. 1) on the Long List by Subject Matter Experts (SMEs) and identification of a medium list.
- Stage 3: Expansion of Medium List and Reduction to Short List.** Included two-lane and four-lane options and an additional MCA (No. 2) to narrow down the options, which also included assessment against HCC objectives.
- Stage 4: Refinement of Short List options.** Designs were refined based on feedback from SMEs, further design work and traffic modelling. One option was discounted as there were alternative options that performed better (or equivalent) but for a lower cost. Another was discounted due to forecast demand not requiring four lanes.
- Stage 5: Short List to Emerging Preferred.** MCA (No. 3) of the remaining two options using the same framework as previous MCAs, to establish an Emerging Preferred Option.

Following the identification of the emerging preferred east-west alignment (to Randwick Road), a final MCA was undertaken to consider CVL extension options through to Seaview.

The following pages provides the rationale for the choice of the Emerging Preferred Option

SOURCE: NZTA Feasibility Study (2025)



Long List



Medium List



Short List



Long List to Short List

Long List to Medium List

The design philosophy at the Long List stage was based on a MVP approach, with limited “extra” design features. Modelling hadn’t been completed, and therefore all options were assumed as four-lane arterial roads, as this would ensure the specialists captured maximum benefits and maximum impacts.

The Long List comprised six viable options:

ID	Length	Description
1A	4.8km	Four lanes on Randwick Rd, White Lines West, Hutt Rd, and Wakefield Road
1B	6.0km	Four lanes on Randwick Road, Hutt Road, and Wakefield Road
2A	4.7km	Four lanes on Udy Street, Hutt Road and Randwick Road
2B	5.4km	Four lanes on Udy Street, Hutt Road and Cuba Street (plus 1A/1B extents)
3	3.6km	Four lanes on The Esplanade
4	6.3km	Four lanes on Hutt Road, Woburn Road, Ludlam Crescent, and Randwick Road

The options were assessed using the same MCA process used for the P2G Investment Case.

The following options were discounted:

- **Option 2B** - scored lower than Options 1A, 1B, and 2A in terms of *Efficient and Reliable Journeys*, which is a critical outcome for the project. This lower scoring was because this alignment is more convoluted and therefore less effective at improving journey times.
- **Option 4** – also performed comparatively poorly for the *Efficient and Reliable Journeys* criteria. This weaker performance was primarily due to its location further north, away from the desire lines between economic areas and SH2.



Medium List to Short List

Following the Long List workshop, two-lane alternatives were brought into the process. The following design assumptions were applied to the options:

- Two-lane options occupy 20m and generally fit within the existing road carriageway
- Four-lane option occupy 28m and generally require land acquisition along the whole route

Option assessment was completed as part of a joint MCA option workshop for the P2G Investment Case. By considering these two elements within the same workshop, this allowed for consideration of any interdependencies – while also considering the projects as stand alone.

The following options were discounted at the Short List stage:

- **Options 1A (Four Lanes) and 1B (Four Lanes)**
 - High Negative Impacts: Despite good alignment with the investment objective, these options presented significant adverse effects on residential, commercial, and community properties, as well as natural environmental features
 - High Cost and Poor Value for Money: Both options exceed the affordability threshold for CVL (\$400–600 million) and offered poor value relative to other alternatives
- **Option 3 (Two & Four Lanes)**
 - Option 3 (Two-Lane): This option did not provide significant additional capacity and therefore performed poorly against the investment objective and had more significant negative effects than other two-lane options
 - Option 3 (Four-Lane): While performing positively in terms of journey efficiency, this option scored poorly for housing growth and had the most substantial negative effects across all assessed options. It also exceeded the affordability envelope



Short List to Preferred

Refined Short List to Preferred

The original Short List included Options 1A (two lanes), 1B (two lanes) and 2A (two & four lanes).

Option 2A Four Lane

Option 2A (four lanes) was tested in the traffic model to confirm the need for a four-lane corridor in the medium term. The high-level analysis identified that less than 20,000 vehicle trips per day would need to be accommodated across the Hutt River (south of Melling) in 2053 even when both P2G and CVL are operating. As such, a four lane CVL investment is unlikely to be required within the assessment horizon. Option 2A (Four Lane) was therefore discounted.

Refinement of two-lane options

Traffic modelling also identified that significant changes at Dowse Interchange and Cuba Street were not required to accommodate forecasted traffic flows.

Option 1A was refined to become **Option 1D**. This option removed the major improvements to the Dowse Interchange and Cuba Street, and removed element along Randwick Rd, as this was to be assessed separately.

Option 2A was also refined to become **Option 2C**, to remove the extent along Randwick Rd.

Option 1B was discounted ahead of the Short List because design and cost checks confirmed the option requires a complex grade separated structure to transition from the rail corridor to the road network at Randwick Road, which would push the option outside of the affordability envelope. Option 1D was considered to offer a similar level of performance for much lower cost. An Option 1C was also considered during the MCA process but was discounted as it crossed over with the Randwick Road Options and had higher costs and no significant benefits over 1D.

Emerging Preferred Option (to Randwick Road)

The MCA established **Option 1D (Wakefield St-White Lines West)** as the emerging preferred option. This option scored better than Option 2C in relation to property, social impact, archaeology and statutory alignment.



Randwick Road to Seaview

To determine the best approach to link the east-west element of CVL with Seaview and Gracefield, two alternative options were considered and then assessed in MCA No.4.

Option 5A: Improvements to Randwick Road including pavement, flush median and parking, all within the constraints of the road reserve.

Option 5B: A new road that follows the rail corridor from Mason Street to Parkside Road, and then the decommissioned rail corridor from opposite Parkside Road to Seaview Road. Includes a new bridge over the Waiwhetu Stream and new signalised intersections. Requires property purchase.

The preferred option is **Option 5A – upgrade Randwick Road**.

Option 5B would deliver a new corridor with additional capacity (plus some resilience benefits), but would face major feasibility issues, such as encroachment on a KiwiRail designation and property implications. Traffic modelling also showed no significant increase in traffic on this corridor, even with CVL, as traffic gets more evenly distributed around the network. Accordingly, Option 5A is preferred.



Overall CVL Preferred Option

The Preferred Option for CVL comprises Option 1D and Option 5A. This comprises a prioritised two lane arterial road that maximises existing assets and provides a new link over the Hutt River to improve access to existing and future housing and commercial areas.

Description of the Preferred Option

Overview

Heading east, the CVL corridor starts at the new P2G/Hutt Road/Udy Street intersection and then continues north along Hutt Road to a new signalised intersection at Wakefield Street. CVL then continues east along Wakefield Street and across the Hutt River via a new bridge to Whites Line West and a new connection to the Randwick Road roundabout which connects to Wainuiomata. CVL then heads south along Randwick Road to Seaview.

Upgrades to existing roads and intersections are planned, to accommodate an increase in expected traffic volumes.

CVL includes:

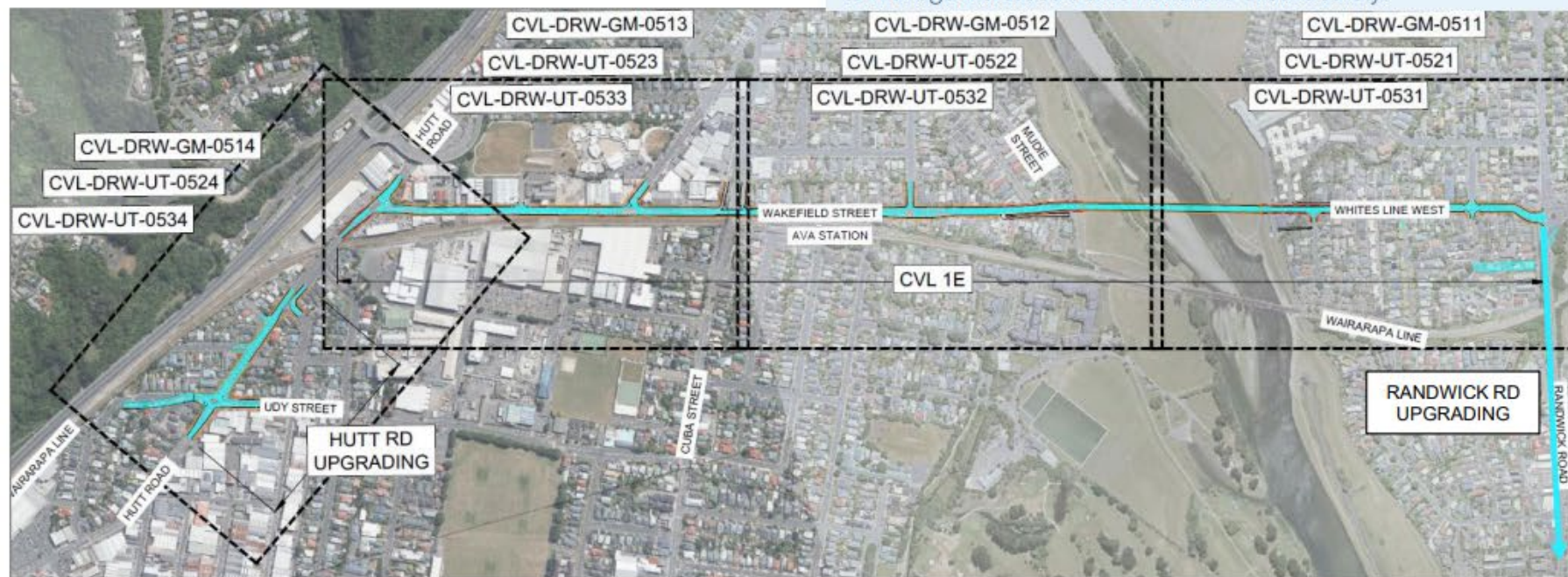
- Upgrades to Hutt Road, Wakefield Street, Whites Line West, and Randwick Road to have a consistent cross section:
 - One lane in each direction for general traffic, a wide flush median, and walking and cycling facilities
- New bridge over the Hutt River between Wakefield Street and Whites Line West.
- Upgrades at key intersections
 - Hutt Road/Wakefield Street (new signals)
 - Wakefield Street/Victoria Street (new signals)
 - Wakefield Street/Fitzherbert Street (new signals)
 - Whites Line East/Randwick Road (upgraded roundabout)
- Closure of the intersections with Tama Street, Mudie Street and Trevithick Grove may be required due to their proximity to the new bridge or roundabout connection

Interface with P2G RoNS

The main interface between P2G and CVL is at Petone. This is where P2G joins the local road network at the intersection of Hutt Road and Udy Street. This intersection would be substantially upgraded.

Concept design

The concept design for CVL is shown below. The project also includes some minor (not shown) upgrades to Randwick Road.



Sequencing Opportunities

The project has been assessed to determine whether there are opportunities to deliver some parts of the project ahead of others to obtain early benefits. No meaningful staging opportunities exist as all the project benefits are unlocked by the new bridge, and the bridge comprises the majority of the costs. Also, the bridge cannot be delivered without the other improvements, as they are needed to manage increased traffic flows and ensure safety.

Design Philosophy

CVL has been designed as an Urban Connector in accordance with the NZTA ONF classification and a 50km/h design speed. Given this classification, and the presence of several intersections in an urban environment, RoNS standards are not considered suitable. It will require a departure from the RoNS standard of road cross-section and intersection design.

For this Feasibility Study, CVL has only been developed to a concept level of design.

Cost estimates presented in this Feasibility Study are therefore highly indicative.

CVL supports the key outcomes desired from the P2G RoNS

SOURCE: NZTA Feasibility Study (2025)



Improving east-west journey times by 2-3 minutes during peak times

Improving travel times

CVL is expected to deliver a 2-3 minute reduction in east-west travel times between Wainuiomata / Seaview and SH2.



Providing better access and new opportunities for walking, cycling and public transport

Supporting all transport modes

The CVL design assumes a MVP in terms of active mode provisions. Notwithstanding, the new bridge will provide better access between Woburn and Ava for all modes. The bridge will also link to existing recreational routes along Hutt River and creates an opportunity for MetLink to use CVL as a bus route.



A new link across Hutt River that is more resilient to earthquakes and flooding

Better network resilience

CVL improves network resilience by providing a new alternative route to The Esplanade, that offers a reduced risk of tsunami, lower potential impact during a flood event, and traverses better ground conditions



Supports planned housing growth of 6,000 houses in Hutt City

Supporting housing growth

By improving connectivity, CVL helps enable development in Wainuiomata, Woburn and Waterloo, all areas identified as having the greatest capacity for future housing growth within Hutt City.



Supports the realisation of benefits from P2G and Melling Interchange

Supports benefit realisation of P2G and Melling Interchange

CVL helps maximise the desired benefits of major projects such as P2G and the Melling Interchange. Traffic modelling shows between 10 and 25% of trips on P2G will also use CVL.

Traffic modelling – key findings

The key findings of the traffic analysis (for 2033 and 2053 future years) was:

- The CVL corridor is forecasted to carry approximately 19,000 vehicles per day
- CVL does not have a material impact on the forecast demand for using P2G
- CVL would shift a lot of traffic from Woburn Road and Railway Avenue (Ewen Bridge)- approximately 2000 vehicles (combined direction) during the AM and PM peaks. This would subsequently deliver decongestion benefits along this existing route
- The strong use of CVL (up to 4,000 vehicles per hour) is an indication of the economic activity it could potentially generate
- Some benefits would also be delivered for Waione Bridge (The Esplanade) and Melling.

The image below shows how traffic is expected to redistribute following the introduction of CVL (2053 AM peak, assuming P2G is already in place). The effects are likely to be relatively localised.

Flow difference (2053, AM peak) with and without CVL (inc. P2G)



CVL supports the desired benefits of P2G

Building CVL enables a better free flow of traffic in the Hutt Valley, including for the new movements created by P2G

As shown in the modelling images below (2053 future year), CVL reduces congestion on Hutt Road and a number of roads into Petone.

CVL will distribute traffic more evenly around the southern Hutt Valley, ensuring more people can get to their destinations on time.

1 P2G Only untolled



1 P2G and CVL untolled



Level of Service (LOS)

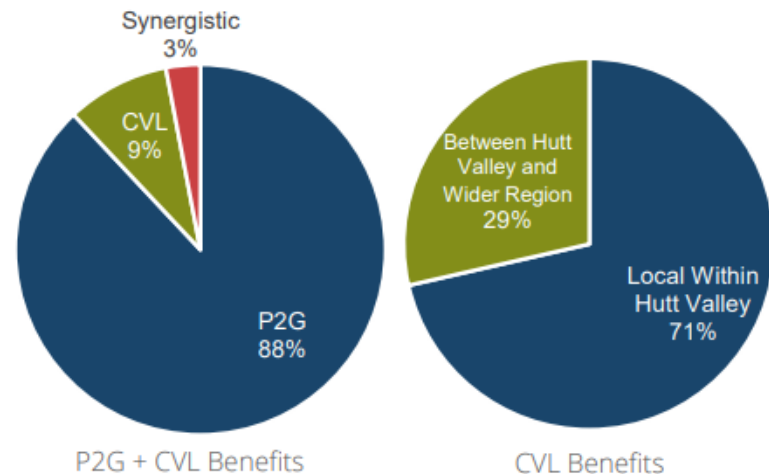


Note – images are for illustrative purposes and include some differing assumptions

CVL supports the benefits of P2G

Whilst CVL will mainly reduce congestion on local roads, it will also provide much better access to the state highway network - particularly for journeys to and from P2G, and Wellington.

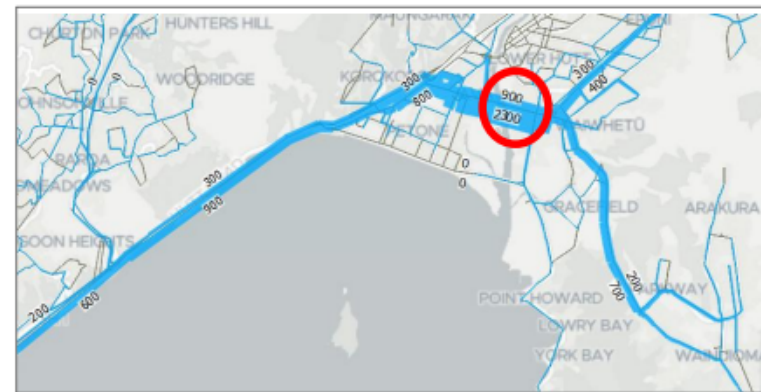
CVL delivers an uplift in benefits for the P2G RoNS project – not only from those primary travel time benefits achieved with a new river crossing, but secondary benefits achieved with more people subsequently using P2G.



CVL supports both local, and regional movements

CVL is used by traffic within Hutt City but also traffic travelling to/from Wellington. The image on the right is a "select link analysis" plot, which shows where traffic using CVL comes from and goes to.

Note that this plot does not include P2G.



SOURCE: NZTA Feasibility Study (2025)

Economic analysis shows the project benefits

SOURCE: NZTA Feasibility Study (2025)

Project benefits

The CVL Feasibility Study was undertaken as part of the P2G project, and therefore reporting is in terms of the **incremental** benefit (and cost) of CVL, over and above the benefit (and cost) of P2G.

The benefits have been derived from the WTSM strategic model.

Resilience benefits have not been calculated but would be another strong benefit of the project. The total reported expected benefits can therefore be considered as being conservative in this regard (i.e. more likely to be understated).



Economic growth and productivity benefits of \$382m from travel time benefits for light and heavy vehicles. This is achieved with a more direct route to/from P2G and reduced congestion within the Lower Hutt Valley.



Emissions: \$3m emissions benefit as a result of less congestion

Investment Prioritisation Profile

GPS Alignment

H

Economic Growth & Productivity - CVL contributes to *transport network efficient access to/from nationally important economic growth locations* (Hutt City) to/from the rest of the Wellington Region

Efficiency

L

Based on a **BCR range of 1.2 to 2.3**, the economic efficiency is Low

Scheduling

L

Not progressing CVL in the 2024-27 NLTP period would have a **moderate impact** on realising the benefits of the interdependent activity

Priority

8

Economic assessment

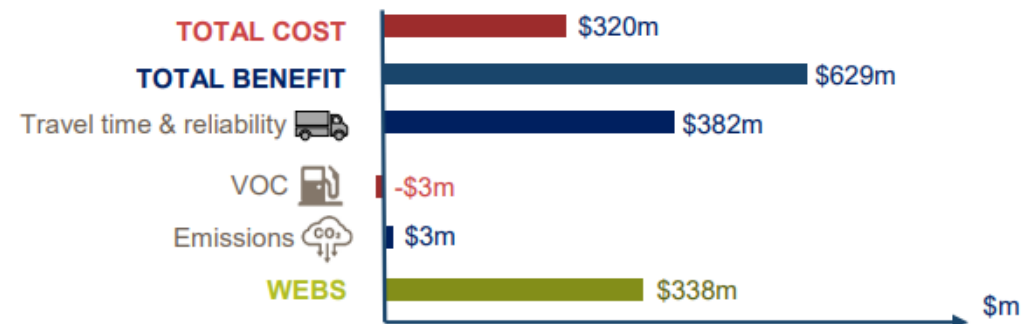
60-year net present value (NPV)

S7(2)(b)(ii)

Benefits
(with/without WEBs)
\$382M - \$721m

Incremental BCR
1.2 - 2.3

A breakdown of the economic benefits, excluding resilience (not calculated) is shown below.



Sensitivity analysis (with WEBs)

Test	Range	BCR Range
Costs	-25% to +25%	1.8 - 3.0
Discount rate	2%, 4% & 8%	0.4 - 1.2
Evaluation period	60 and 100 years	1.2 - 1.7

Wider economic benefits (WEBs)

A key benefit of CVL is that it will help unlock economic activity in both central Lower Hutt and growth areas such as Woburn, Waterloo and Wainuiomata. The wider economic benefits (WEBs) generated by CVL relate to agglomeration and increases in employment. This is why WEBs for CVL contribute a similar scale of benefit to the more traditional economic benefits, such as travel time benefits.

CVL supports planned housing growth of 6,000 houses in Hutt City.

Part B: Further Assessment

Rautaki Whakatipu Sustainable Growth Strategy 2025–2055

The Rautaki Whakatipu Sustainable Growth Strategy anticipates growth of around 40,000 people over the next 30 years. A key issue addressed by the Growth Strategy is the resilience risk of low-lying coastal areas and identification of a strategy to mitigate this risk. The strategy highlights a need for growth in the northern valley floor areas and associated infrastructure upgrades required to support this. The strategy identifies the Cross Valley Link as a "regionally significant" project that serves as a cornerstone for several strategic moves and supports economic productivity and climate resilience.

Economic Connectivity and Freight Efficiency

CVL is identified as a vital component of the "Cultivate well-connected economic precincts" strategic move.

- **Industrial Support:** Key to improving efficiency for the industrial sector, specifically better access for freight and the labour force to Seaview, Gracefield, and Wainuiomata
- **Regional Integration:** Along with the Petone to Grenada project, the CVL is essential for providing "better connections to the regional road network" to support the city's economy.

Resilience and Climate Adaptation

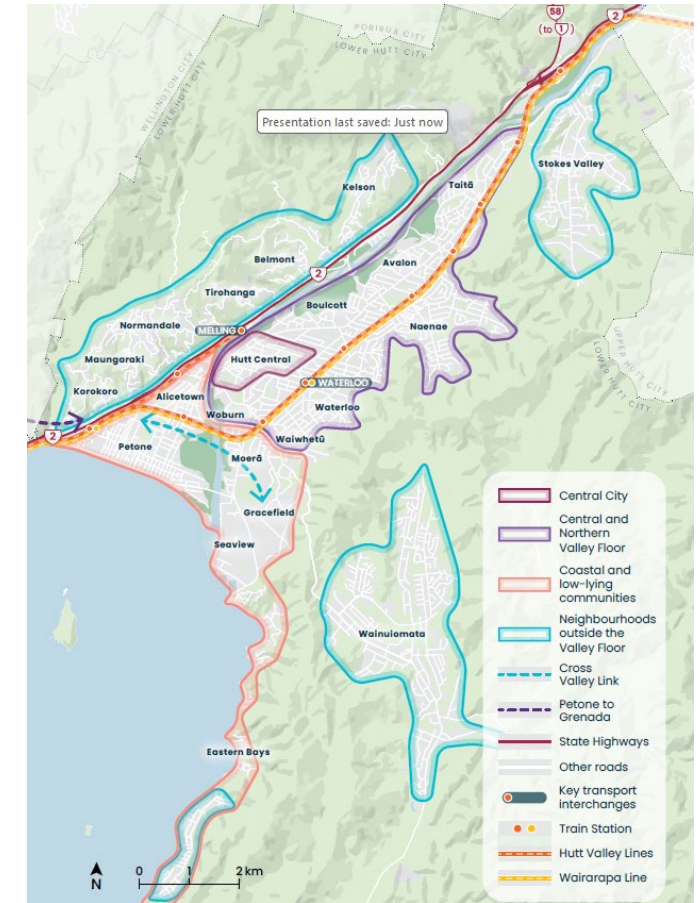
The strategy places significant weight on the CVL's role in making the city more "future-fit" and resilient to natural hazards.

- **Lifeline Utility:** CVL provides greater resilience for freight movements, which are currently vulnerable due to the city's limited east-west linkages and reliance on coastal roads.
- **Sea Defence Opportunity:** CVL project creates an opportunity to "reconsider the role" of the Petone Esplanade

Urban Amenity and Modal Shift

By diverting heavy traffic, the CVL enables secondary benefits for the Petone waterfront and active transport:

- **Petone Esplanade Revitalisation:** A specific funded action is to "investigate improvements to Petone Esplanade to complement Cross Valley Link". The goal is to reduce traffic volumes (including heavy goods vehicles) to create opportunities for better amenity and safer walking and cycling.
- **Cycling Connections:** The strategy aims to "create a cycle connection between Petone and Seaview," which the CVL infrastructure would likely facilitate or support.



Differences in growth forecasts

The modelling undertaken as part of the feasibility study for CVL assumes less population growth in Lower Hutt compared to the Sustainable Growth Strategy. If higher growth (as per the growth strategy) were to eventuate the following implications are expected:



Increased demand on CVL Increasing to around 20,000 vpd in 2054



Increased demand on The Esplanade and reduced resilience for key trips to Seaview Gracefield

Implications for CVL Project

- If higher growth occurs, this is likely to improve project benefits
- Increased demand will likely bring forward the need for the project

Cross Valley Connections

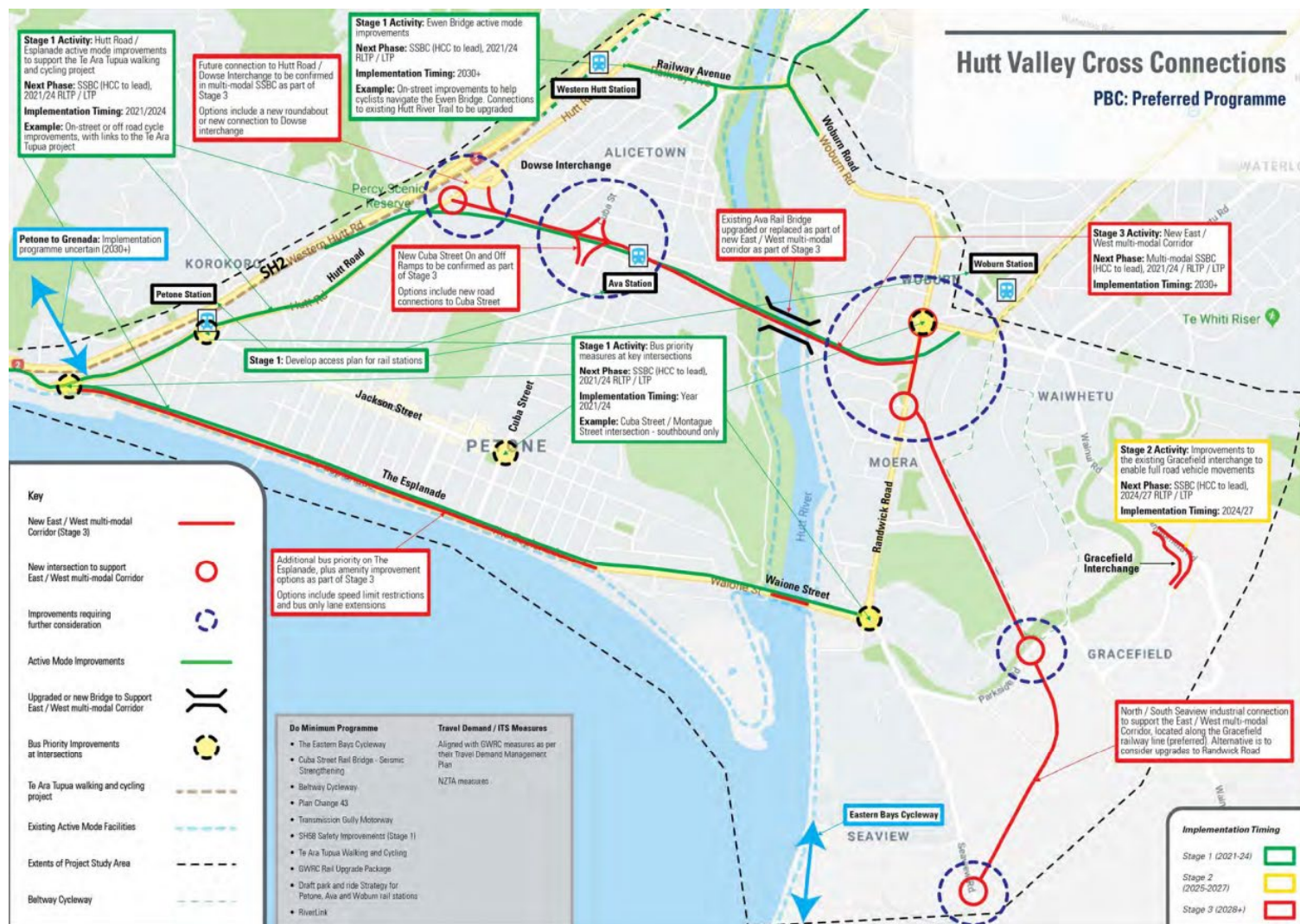
The Cross Valley Link project is part of a wider programme of multi modal transport interventions across the Petone and Lower Hutt area.

The Cross Valley Connections (CVC) programme business case was completed in 2020 (approved in 2021) and considered the wider transport system in southern Lower Hutt for a 20-year period. CVL amongst other interventions were identified in the approved programme. The programme sought to address problems of:

- **Problem Statement One: Lack of transport network resilience** (75% weighting) Southern Lower Hutt's transport network lacks resilience to major natural events, future sea level rise, and regular network interruptions, which will cause economic and / or social disruption for Lower Hutt and the Wellington region.
- **Problem Two: Limited access** (25% weighting) The existing transport system in southern Lower Hutt limits modal choice, constrains access to social and economic opportunities and creates safety issues for active mode users.

The following pages include a review of what's changed since the CVC study, gaps in the assessment, the recommended programme and next steps.

Figure: Cross Valley Connections recommended programme

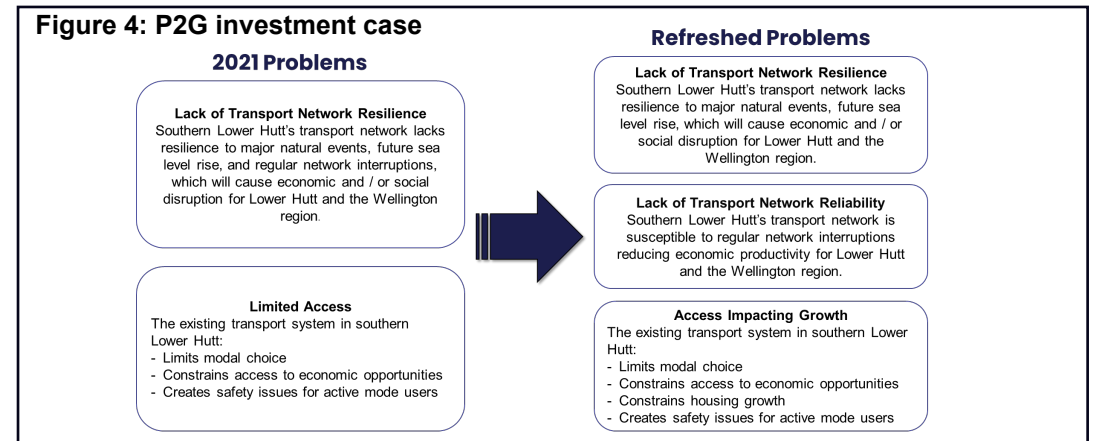
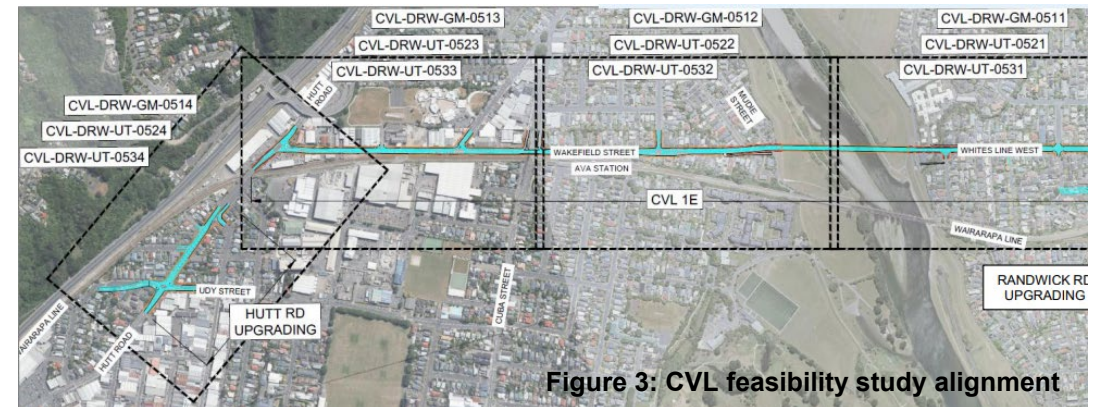
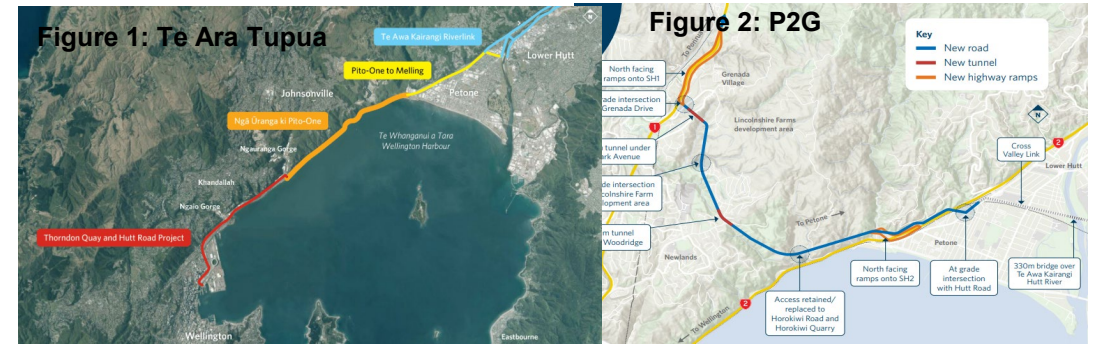


What's changed since CVC

The *Cross Valley Connections (CVC) Programme Business Case (PBC)* was approved in 2021 by both HCC and NZTA. Since that time, there have been a number of significant strategic changes that will impact on the recommended programme set out in the PBC.

Key changes include:

- **Both P2G and CVL Link Roads have been identified as Roads of National Significance** in the Government Policy Statement on Land Transport 2024–2034.
- **NZTA has completed the P2G Link Road Investment Case** and is progressing route protection processes, which are expected to be completed by 2027. The preferred alignment for P2G differs significantly from the alignments assumed in the CVC PBC, including a new primary connection to Hutt City via Hutt Road.
- **NZTA has completed a feasibility study for CVL.** The preferred alignment differs from that identified in the CVC PBC, as it does not follow the Ava Rail Bridge alignment. Updated transport modelling has provided further insight into likely local road impacts that will need to be planned for.
- **Changes to the timing of P2G and CVL affect staging of the CVL programme.** For example, CVL was originally identified as Stage 3, with investigations commencing from 2029. Route protection processes are now proposed to be completed by 2028.
- **HCC has approved the Rautaki Whakatipu Sustainable Growth Strategy 2025–2055.** This strategy anticipates population growth of approximately 40,000 people by 2055, requiring an additional 18,000 dwellings. Growth is expected to be focused in the Central and Northern Valley Floor, with a more precautionary approach taken for the coastal and low-lying communities (such as Petone). Seaview/Gracefield remains a priority business area. The CVC PBC previously relied on the direction of the Petone Spatial Plan 2040, which is no longer applicable.
- **New objectives for the CVC Programme were approved in 2024** primarily to inform development of NZTA's CVL feasibility study.
- The proposed District Plan includes **updated understanding of natural hazards** including flooding and coastal inundation. This has reinforced the need for resilient infrastructure and shaped the growth strategy which looks to promote growth further north and away from the Valley floor.
- **Investment Accelerated Fund** is investing in stormwater and wastewater upgrades to support development of 3,500 homes in central Lower Hutt. Any new transport infrastructure built should be aligned to support intensification central area. Project was started in 2023, construction is due to start in 2027.
- Other relevant changes include the confirmed **opening of Te Ara Tupua and Tupua Horo Nuku** in April 2026; **construction of Te Wai Takamori o Te Awa Kairangi** (including improvements to local streets within the Hutt CBD) by 2032; upgrades to the **Waterloo train/bus interchange by 2030**; and proposed **increases in rail service frequencies** on the Wairarapa and Melling lines.



Cross Valley Connections – How does CVL fit in the wider network

Table: Review of PBC recommendations and timings

Stage	PBC Timing	Key Activities	Comments	Recommended next steps	Likely timing
Stage 1	2021/22 to 2024/25	- Active mode improvements on The Esplanade, Hutt Road and Ewen Bridge (Jacobs Micromobility SSBC) - New active mode connection between Woburn and the new Petone to Melling section of the Te Ara Tupua Walking and Cycling Project; - Bus priority improvements at key intersections: - The Esplanade / Hutt Road - Hutt Road / Jackson Street - Jackson Street / Cuba Street - Randwick Road / Waione Street - Randwick Road / Whites Line East; - Train station access plans for Petone, Ava and Woburn Stations	HCC are responsible for: - Jackson Street / Cuba Street - The Esplanade / Hutt Road - Train station access plans for Petone, Ava and Woburn Stations - Hutt Road / Jackson Street Included in CVL package - Randwick Road / Waione Street - Randwick Road / Whites Line East	HCC to progress CVL PBC updates and invest in these CVL project to include treatment of these intersections	HCC work independent on funding. Likely post 2027 onwards. Tied to CVL delivery
Stage 2	2025/26 to 2027/28	Improvements to the existing Gracefield Interchange to allow for movements for all road-based vehicles	Feasibility needs to be reconsidered	Feasibility considered as part of CVC PBC update	Subject to investigation funding
Stage 3	2028/29+	New east/west multi-modal transport corridor, including: - Upgraded/replaced Ava Rail Bridge - New or upgraded road connections to Seaview/Gracefield - Cuba Street connections (e.g., on/off ramps) - Connections to the Dowse Interchange / Hutt Road - Bus priority on The Esplanade (once new corridor is in place)	Ava Rail Bridge – HCC progressing ped bridge attachment as a separate project. NZTA ruled out a dual bridge due to cost and property impacts. Kiwirail is upgrading rail elements separately. NZTA Feasibility Study rules out connections to Dowse and Cuba Street ramps.	Bus Priority measures to be considered by CVC PBC update	Bus priority timing to be determined following PBC CVC update

superseded / no longer applicable

Cross Valley Connections next steps

CVC
PBC
approved
in 2021

PBC update
reflecting
changes
(March 2026-
Late 2026)

Single stage
business
cases for
tranche 1
upgrades
(2027)

Proposed Scope for the CVC PBC Update

The changes outlined mean that a fit-for-purpose update of the CVC PBC is required, aligned with NZTA's decision-led process. A key outcome of the update is to ensure sufficient information is available to support the P2G and CVL route protection processes. For this reason, the CVC PBC update will need to be completed by September 2026.

The proposed scope for the PBC update is outlined below.

In scope

- Review of the strategic changes outlined above and updating the investment objectives (noting that the problem statements and evidence base identified in the CVL investment case remain unchanged).
- Optioneering of local transport changes, assuming the P2G statutory authorisations and CVL investment cases and statutory authorisations are approved and other committed transport changes are in place, to identify:
 - a preferred programme of local road and transport works, and
 - appropriate staging of those works, including identification of the key local road improvements required to support the P2G and CVL projects and their implementation timelines.
- Cost estimation and benefits analysis for the preferred programme.
- Concept design development for the key local road improvements identified as necessary to support P2G and CVL projects. Concept design will include general arrangements, risks, constraints, dependencies, and updated cost estimates where required.

Not in scope

- Development or revision of problem statements, which remain those identified in the CVL investment case.

Single Stage Business Cases

- Detailed investment case developed for tranche 1 upgrades to identify a recommended solution and develop an implementation plan for these upgrades.
- Scope to be informed by the CVC programme update.

Resilience benefits

The Wellington Lifelines PBC identified that the cost of not addressing the resilience issues facing the region would be \$16B in 2019. CVL is identified as a key piece of infrastructure that contributes to the resilience response by providing a “lifeline” with greater resilience for freight movements, which are currently vulnerable due to the city's limited east-west linkages and reliance on coastal roads. It also provides a *sea defence opportunity through the ability to "reconsider the role" of the Petone Esplanade.*

The NZTA feasibility study does not quantify the resilience benefits of the project within the economic assessment.

Resilience impacts	Comments on CVL
changing the vulnerability of the transport system	The CVL project will be built in a manner that is less vulnerable to resilience incidents than the existing routes.
changing the duration of any such disruption, and/or	As per below
changing the level of redundancy in the transport system	CVL provides an alternative East-West crossing of the Hutt River reducing vulnerability of the transport system in the event of a closure to Waione Street (or the Esplanade) or Railway Avenue

Limitations of User-Centric Resilience Modeling

While user disruption metrics provide a valuable baseline for frequent, low-impact events, they often fail to capture the systemic shocks associated with high-consequence natural hazards. Standard calculations typically focus on the marginal cost of travel delays for existing traffic, effectively "averaging out" the catastrophic tail risks that can paralyze an entire urban ecosystem. This approach overlooks non-linear economic impacts, such as a seismic event or significant storm scenario causing permanent rupture of supply chains, the loss of business continuity for industries reliant on "just-in-time" logistics, and the long-term suppression of regional GDP. Closures of key connections over the Hutt River have potential to trigger a "network collapse" that renders alternative routes unusable through extreme congestion.

Using the MBCM manual (section 3.14) the range of potential resilience effects have been assessed. The primary benefit of the CVL scheme is a reduction in user disruption costs when alternatives routes experience closures.

Limited data about the frequency and duration of events is available. A series of assumptions have been used to assess the potential range of benefits provided by the project. The assumptions used are set out below. The range of potential economic impacts and impact on the BCR are outlined below.

	Average closures per year	Average duration of closures (hours)	Assumed average delay per vehicle (minutes)	Delay to users due to closures	Potential impact (60 years NPV)	Potential impact on BCR (current 1.2)
Low estimate	3	3	10	Low scenario	\$2M	No change
Medium Estimate	5	6	20	Medium scenario	\$27M	+0.1 – BCR of 1.3
High Estimate	10	9	30	High scenario	\$112M	+0.3 – BCR of 1.5

Other Factors which are not well captured:

- **Wider Economic Benefits (WEBs):** The CVL project provides a high level of *agglomeration* benefits particularly through connection of employment centres. When the network is broken or under stress, this impact is expected to exacerbated.
- **Induced Demand in Reverse:** A major closure doesn't just make people late; it causes them to cancel economic activity entirely.
- **Social Equity:** High-consequence events often disproportionately isolate vulnerable populations who don't have the flexibility to move, re-route or retime trips.

CVL staging – What does the modelling tell us

Importance of CVL to support P2G

Building CVL at the same time as P2G enables better free flow of traffic in the Hutt Valley, including for the new movements created by P2G.

This investment case assumes P2G will be constructed first. Once CVL is completed, traffic in southern Lower Hutt is expected to flow more efficiently, including for the east–west regional movements via P2G.

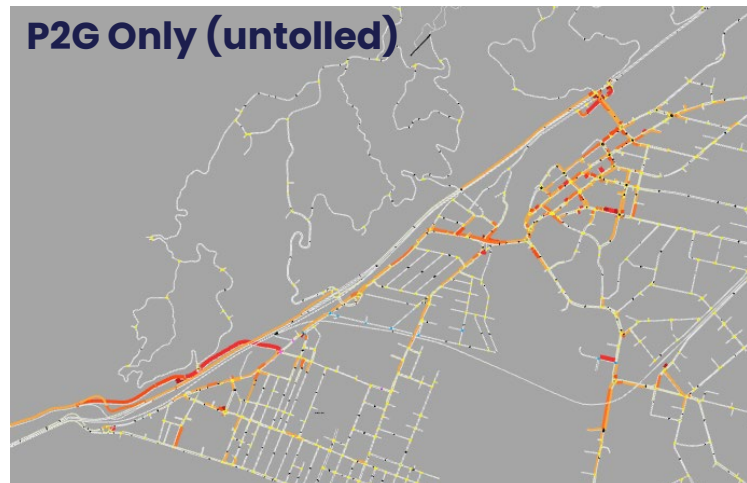
CVL reduces congestion on the Ewen Bridge, which is the main connection to/from P2G. CVL also reduces traffic on the Esplanade. It will distribute traffic more evenly around the southern Hutt Valley ensuring more people can more efficiently get to their destinations on time. CVL supports growth to the north, and resilience of the transport network for Hutt and the region (i.e. to lifelines in Gracefield)

Note – images are for illustrative purposes and include some differing assumptions

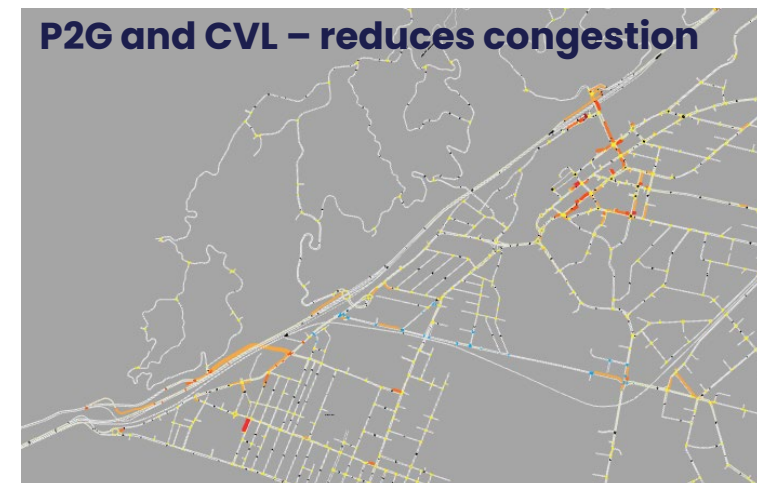
CVL enhances the benefits of P2G

While its primary function is predominantly local, CVL will provide significantly improved access to the SH network, particularly for journeys to and from P2G and Wellington.

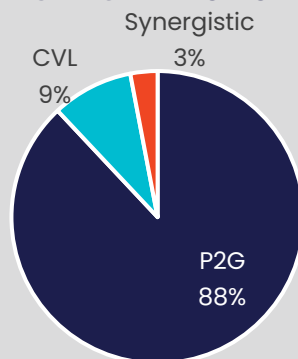
P2G Only (untolled)



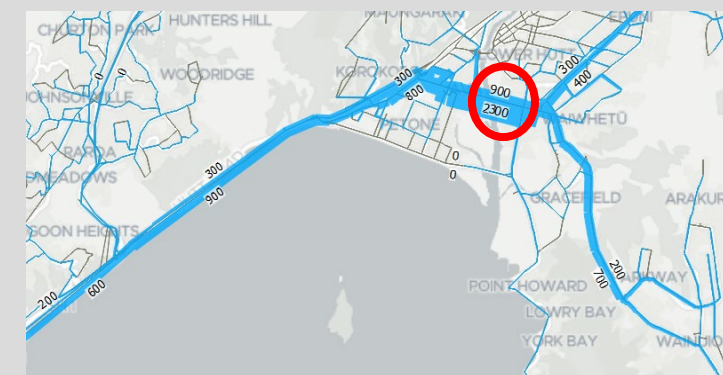
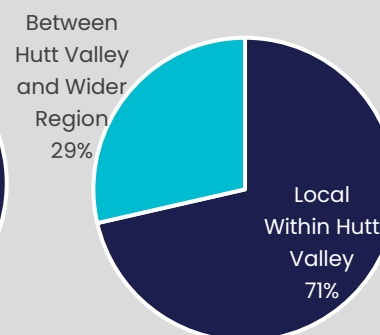
P2G and CVL – reduces congestion



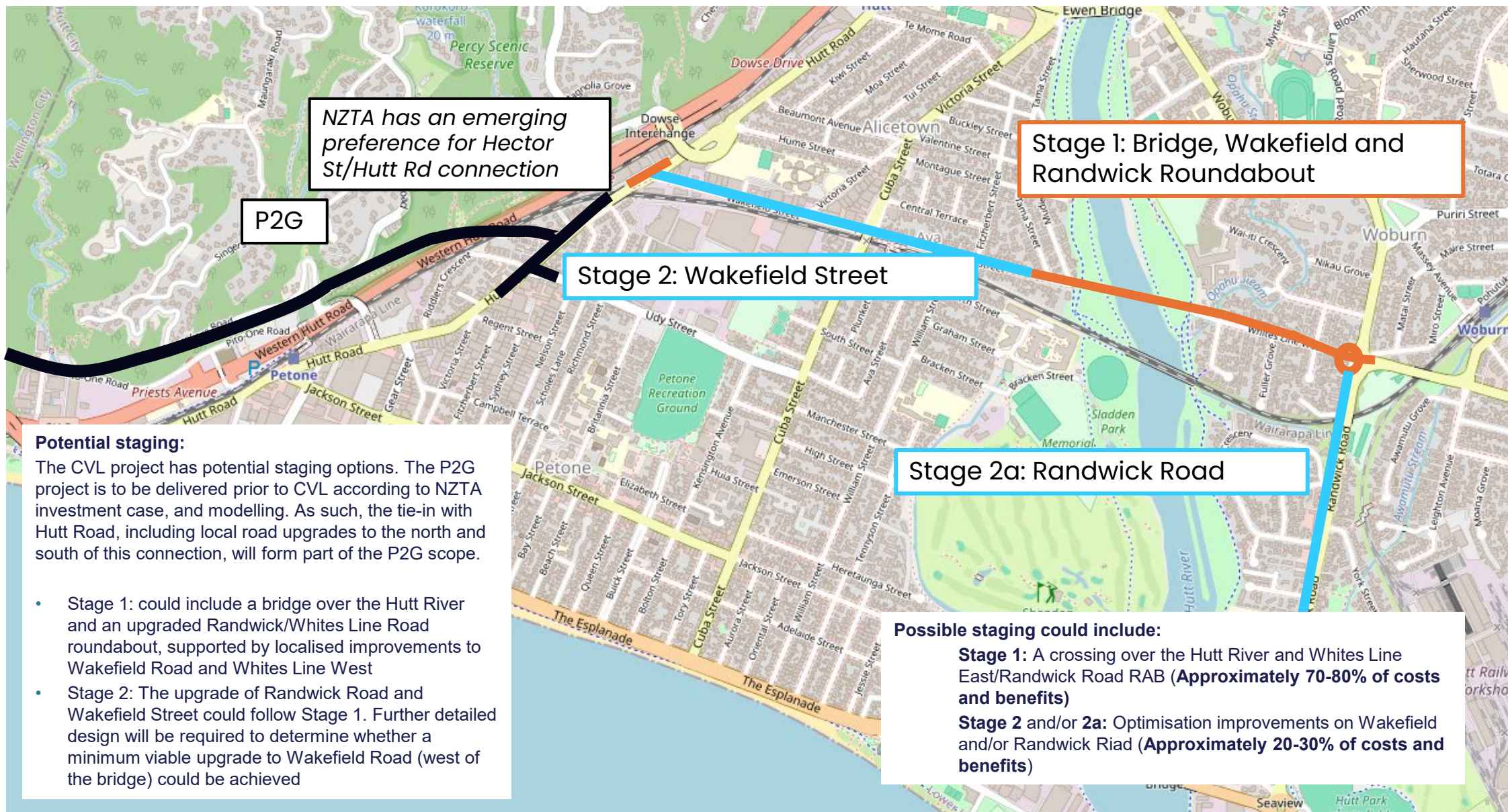
P2G + CVL Benefits



CVL Benefits



CVL is used by traffic within Hutt City but also traffic travelling to/from Wellington.



CVL schedule development

A programme has been developed based on the high-level staging strategy that P2G will be built first, followed by implementation of CVL. This follows the strategy narrative that CVL enhances outcomes provided by P2G. The timing of the P2G project is uncertain and subject to funding.

Opportunities are available to accelerate the implementation of the CVL project (and/or its stages). This will likely require changes to the approvals pathway and progressing property acquisition in parallel with design development.

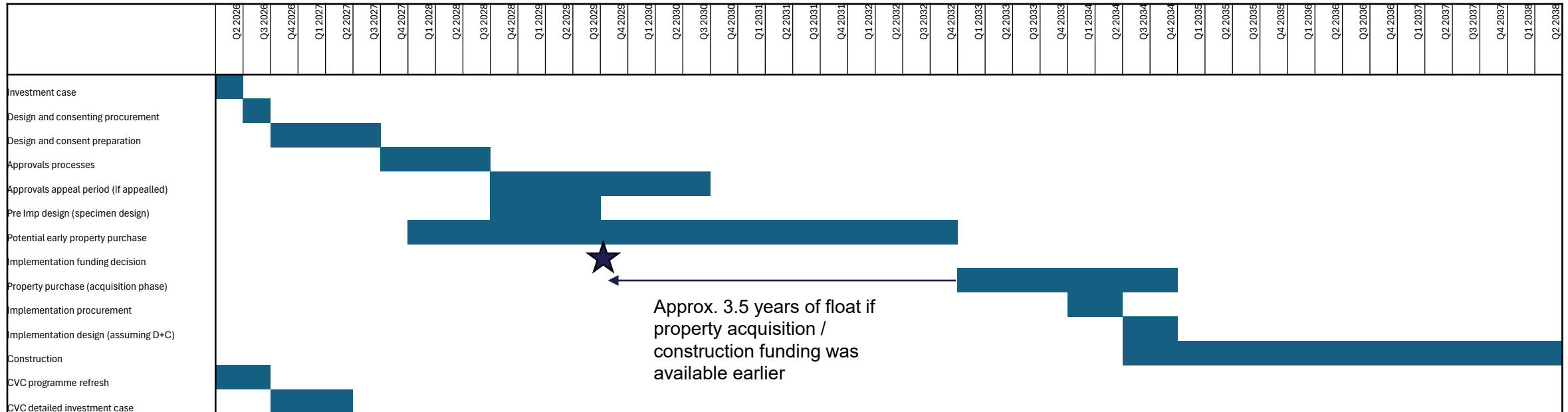
The schedule is highly sensitive to the availability of local share and NLTP funding.

Ongoing schedule management

Ongoing schedule management will be formed with a Basis of Schedule (BoS), which will set out the assumptions, constraints, and logic used to build the programme, so all parties understand how durations and dependencies were determined.

The schedule will then regularly be updated (e.g. monthly) with actual progress, and remaining durations are revised based on current performance.

Schedule Risk Analysis, typically utilising Monte Carlo simulations, is also proposed to be undertaken to test the impact of uncertainties such as weather or supply delays, allowing potential delays on the critical path to be identified early and managed through re-sequencing or resource adjustment.



Part C: Implementation Plan

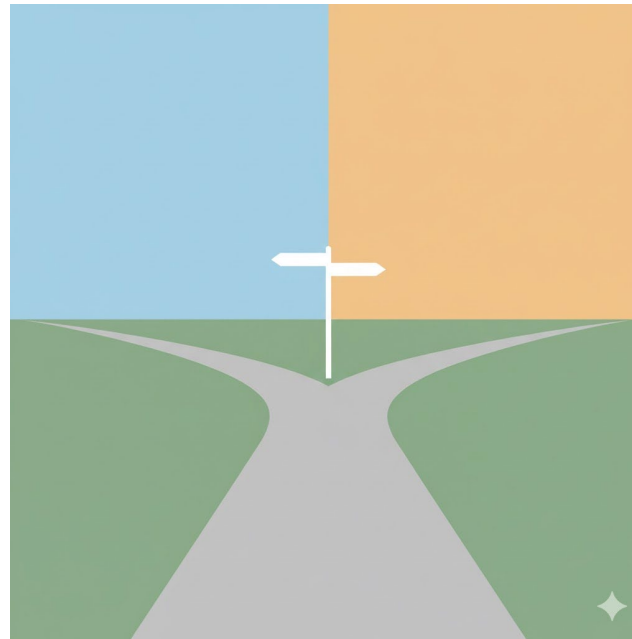
How we will deliver the corridor

Next steps:

- The implementation plan sets out a delivery approach to capitalise on the recent momentum of the P2G project and CVL as part of the RoNS programme identified in the GPS.
- While implementation of CVL is not expected imminently due to funding availability, protection of the corridor will get the project 'shovel ready' and able to respond to future funding availability in an efficient manner while ensuring the project is protected from land use pressure.

Two potential pathways to route protection

- The implementation case provides a case for early route protection of the CVL corridor regardless of the expected delivery (i.e. construction) timeframe for the project.
- Through discussions with stakeholders, there are two potential pathways for delivery of route protection for the corridor. These are explored in more detail in the following section.
- The decision as to who undertakes route protection impacts subsequent decisions such as the consenting approach, procurement and overall management of the project.
- There are some key trade-off between each of the route protection delivery options which need to be considered. This Investment case presents these trade offs to decision makers.



Which organisation undertakes route protection?

HCC

NZTA

Procured as a stand-alone package via a competitive process

Another variance is that the Fast Track process is utilised as per P2G

NOR and consents via a standard council process (subject to appeals)

Included in existing P2G scope for Pre implementation

Recommended Approach

Why Hutt City?

There is general agreement that the Cross Valley Link will remain a local road which is likely to be owned, operated and maintained by Hutt City Council going forward. Therefore, the requiring authority is proposed to reflect this. The project is assumed to be delivered after the P2G project and therefore the timing of implementation allows a more traditional approvals process to be followed. The CVL project is however named as part of the RoNS and enables benefits from the P2G project therefore opportunities for bespoke funding agreements with NZTA will continue to be explored in the subsequent phases.

Consenting Approach

Why now?

The implementation timing for the CVL project is uncertain. Protection of the corridor through a designation is recommended now for the following reasons:

- Aligns with the approach taken on P2G
- Protects the corridor from incompatible development
- Provides certainty to community on the alignment
- Makes the corridor shovel ready and reduces implementation time when the project is progressed
- Helps to inform future RMA processes

What mechanism?

A range of mechanisms were considered including:

- Designations
- Negotiations with landowners
- Resource consents
- District plan overlays

The recommended mechanism is for designations (could include key consents) as this mechanism provides:

- Best protection against incompatible development
- Enables use of PWA for the Requiring authority and landowners

Scope of statutory approvals

 The CVL Project will require **statutory approvals under the Resource Management Act 1991 (RMA) and other legislation** to enable the construction, operation and maintenance of the road connection. This includes as follows.

- **RMA Approvals:** Notice(s) of Requirement (NOR) to designate land and resource consents under the City of Lower Hutt District Plan and regulations under the National Environmental Standards (i.e. NES:F, NES:CS).
- **Other Statutory Approvals:** include Wildlife Act Permits to manage protected species, and heritage Authorities for works within known or potential archaeological sites.

The proposed approach is **to seek a designation, consents and necessary wildlife permits for the project.**

Additional considerations:

-  The P2G project is undertaking statutory approvals via the 'one stop shop' FTAA process.
- CVL (along with P2G) is identified as a RoNS



Overall Recommendation

As part of the NZTA CVL Feasibility Study, a consenting strategy was prepared which recommended progress by HCC via a standard council process.

If HCC progresses the pre-implementation of the CVL Project, lodgment of designations, resource consents and statutory approvals is recommended. Due to float in the proposed schedule, and likely consultation requirements for the local authority, a standard council process is recommended with an option (subject an assessment of risk) to request direct referral to the Environment Court.

Feature	Fast Track Approval Process (Fast-track Approvals Act 2024)	Standard Council Process (Resource Management Act 1991 - RMA)	Direct Referral to Environment Court (RMA s87C/s87D)	Board of Inquiry (RMA s142)
Purpose/Eligibility	Projects with significant national or regional benefit (e.g., infrastructure, housing). Must be listed in the Act or referred by Ministers.	Standard process for all resource consent applications that are not permitted.	Notified applications (public or limited) that are large, complex, or likely to be appealed to the Environment Court.	Projects of National Significance ; Minister for the Environment makes the "call-in" decision.
Decision Maker	Expert Panel appointed for the project (supported by EPA/MfE).	Requiring authority (Non-notified). Or Environment court judge if appealed.	Environment Court Judges/Commissioners (bypasses Council hearing).	Board of Inquiry (appointed by the Minister, including one Environment Court Judge/Commissioner).
Timeframe (Approximate)	Streamlined and accelerated. Aims to be significantly faster than the standard RMA process.	Highly variable (e.g., 20 working days for non-notified, 6 months+ for notified/complex hearings and decisions).	Generally faster than Council hearing + appeal, but still dependent on Court schedule. (Bypasses the Council hearing stage).	Set maximum timeframe (e.g., typically 9 months from call-in to decision). Designed for efficiency.
Public/Submitter Input	Limited. Expert Panel must invite comments from specified parties (including local authority and relevant iwi/Māori groups). No automatic right to a public hearing.	Full submission rights for notified applications, with a right to be heard at the Council hearing.	Full submission rights to the Council; submitters can then participate in the Environment Court process (e.g., appear at the hearing, call evidence).	Full submission rights; Board of Inquiry conducts a public hearing.
Appeal Rights	Appealable to the High Court only on a point of law .	Appealable to the Environment Court on the merits of the decision (for notified consents).	Appealable to the High Court only on a point of law .	Appealable to the High Court only on a point of law .
Applicability to CVL	Likely High. As a major transport project with significant regional benefits, it is a prime candidate for the new Act.	Default Option. If not deemed significant enough for other pathways, or if the applicant chooses to proceed locally first.	Viable Option for a large, potentially contentious infrastructure project to avoid a subsequent appeal to the Environment Court.	Possible. If the project is formally deemed to be of national significance by the Government.
Key Advantage	Speed and certainty of process. "One-stop-shop" for approvals.	Familiar and local control over the decision-making process. Lower initial cost/complexity for non-notified.	Saves time and money by combining the hearing and initial appeal stage. Higher quality, final decision at first instance.	Comprehensive and robust process for major projects, with a legally enforceable timeline.
Key Risk/Drawback	CVL is not currently identified in schedule. Reduced opportunity for public and local authority input compared to other processes.	Vulnerable to appeals (Environment Court) which can significantly add time and cost to the overall timeline.	Loss of local council input on the decision. Can still face delays in the Environment Court.	Can be expensive and involves significant central government oversight and a high public profile.

Pre-Implementation Scope

The next phase for the Project is pre-implementation, with the initial focus on route protection. This will enable key statutory approvals to be obtained and then future detailed design and implementation decisions to be made. The key tasks in the pre-implementation phase for route protection includes:

- Procurement Strategy for Pre-Implementation activities (to be focused on route protection initially)
- Consented design development (including updated cost estimates)
- Environmental assessments
- Planning application preparation
- Hearing and Evidence preparation
- Legal RMA Services to develop Case Strategy and lead hearing
- Project Management Services

These services will be required as soon as the Investment Case is approved. It is recommended that a Procurement Strategy is developed for these services in parallel with these approvals. This will consider the procurement options available for route protection and recommend an approach for the appropriate procurement for these services.

Procurement Strategy Considerations

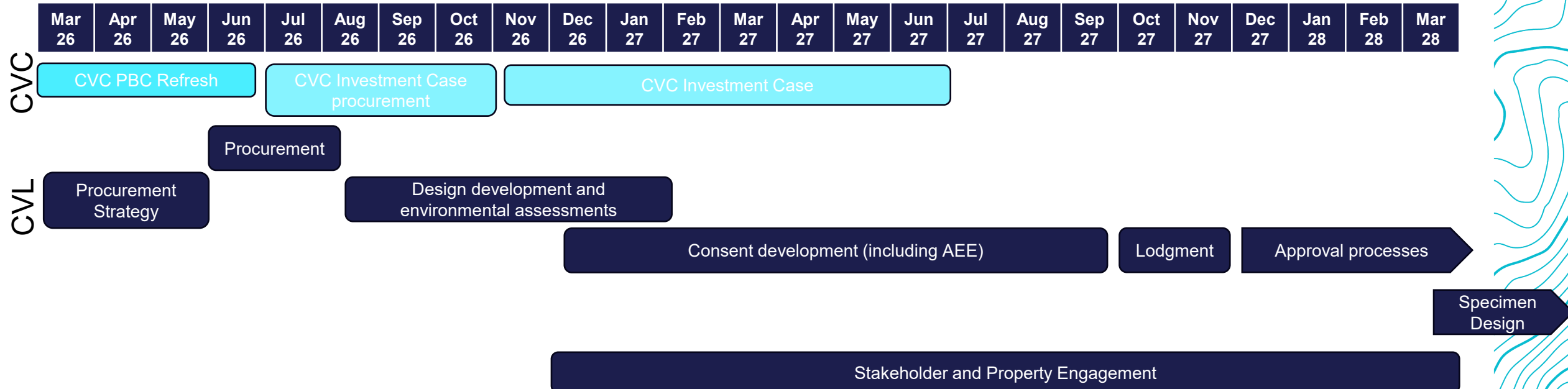
The Procurement Strategy for route protection will include how the above services are bundled (eg a single team, or a legal procurement and a technical procurement by way of an example) as well as how these services are procured. The next step is for HCC to prepare a Procurement Strategy.

This strategy will canvas procurement options such as:

- Open Tender
- Targeted Tender
- Direct appointment

An alternative procurement option could be explored is the use existing NZTA contracts (ie P2G team).

The important aspect is that the next phase (pre-implementation) is well understood, a standard next step and there are well known procurement options that HCC are familiar with and have experience.



Staged Delivery Strategy

The CVL delivery strategy recommends the Project could be delivered (i.e. constructed) in stages, spread over time to manage funding availability, disruption to existing users and risk. The procurement process will be in accordance with NZTA procurement requirements for councils.

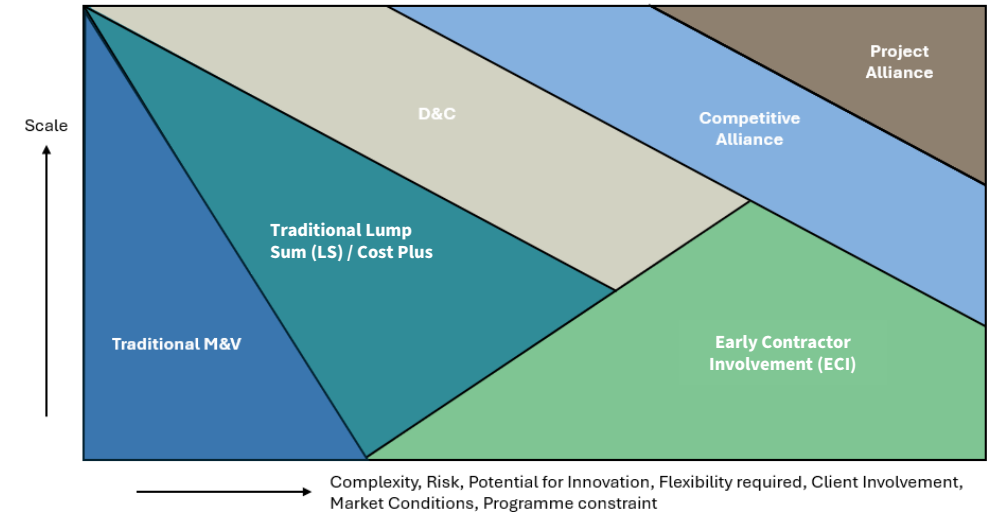
The procurement model will need to provide the following:

- Drive value for money through the procurement process
- Provide delivery flexibility to support accelerated commencement and completion of works
- Foster competitive tension and price tension, while enhancing design and delivery innovation
- Enable balanced risk sharing and lessons learned from previous sections to be applied across the Project
- Encourage smaller construction companies to participate
- Promote construction innovation, efficiencies, and whole-of-life outcomes to maximise value created

Why not a Public Private Partnership (PPP) model?

Based on an initial assessment against use of a Public Private Partnership (PPP) model, the CVL project is **not considered an appropriate candidate** for the following reasons:

Hurdle Criteria	Description
Nature of the required asset	The asset is likely to be a local road with multiple interface points with the local network and access requirements for adjacent property.
Scale and complexity	The project is of a moderate scale. There is complexity with respect to multiple interfaces with the adjacent local network and property.
Specified outputs and outcomes	It is not possible to set clear performance requirements over the full scope of the project.
Durability of the service specification	The service requirements will be similar to a standard road.
Efficient allocation of quantified risk	Risk transfer is difficult because of the nature of the project and interdependencies with the rest of the network.
Market depth and appetite	The project is likely too small to attract significant interest.



Short list options

Given the comparative scale and risk profile of the CVL project and staging approach, and unknown delivery time, the short list of physical works procurement models is likely to be as follows:

1

Traditional Measure and Value (M&V): For less complex sections and aspects which have a well-established design requirement (e.g., stations), a traditional M&V contract is considered appropriate.

2

Design and Construct (D&C): a bundled contract that integrates responsibility for a project's design and construction. This approach could drive innovation on the CVL Bridge construction.

A procurement strategy will be developed during the Pre-Implementation phase to confirm the delivery model for the various packages. For the purposes of this investment case, a Design and Construct procurement approach is assumed.

Funding Requirements and options

The recently updated HCC Long Term Plan includes funding over the next 10 years to progress both CVL route protection and updates to the CVC programme.

Based on the current project cashflow, anticipated expenditure has been assessed against the updated 2026 LTP allocation. Overall, and subject to NZTA FAR decisions, approximately ~\$15.4M has been allocated across the 2025–2034 period for pre-implementation activities, including CVL route protection, and CVC programme updates. A further ~\$159.4M for implementation (i.e. construction) and property acquisition is signaled from 2034/35 onwards for the CVC programme.

The projected cashflow for the next 10 years is outlined below (amounts in millions):

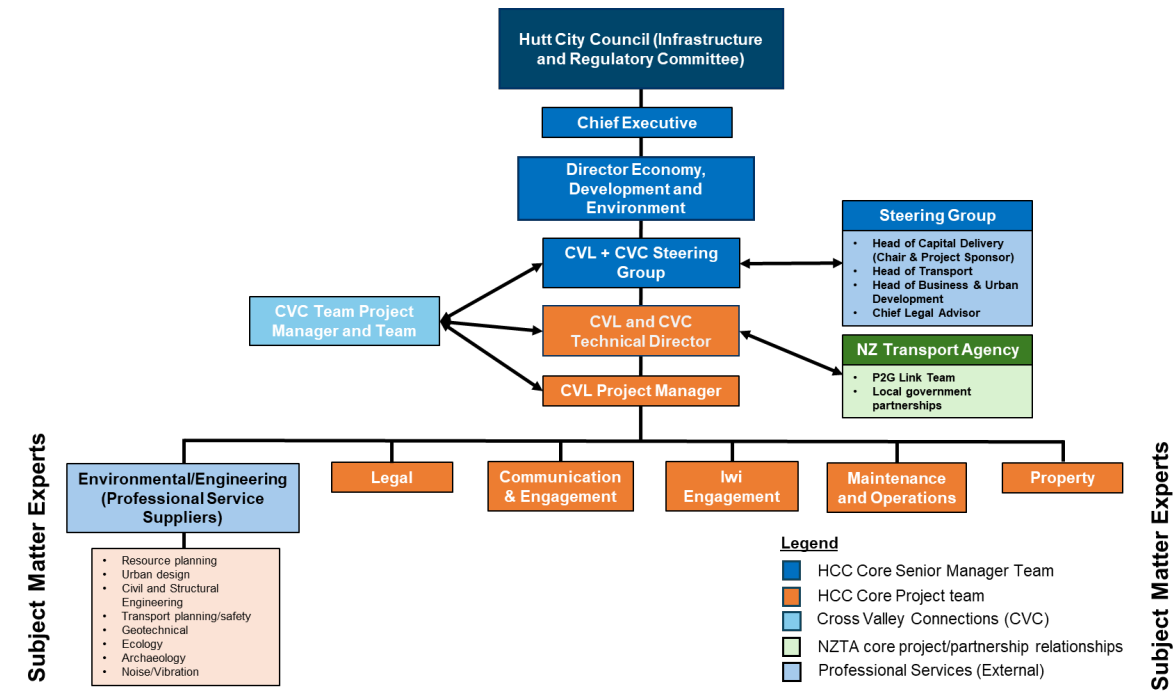
	2025/2026	2026/2027	2027/2028	2028/2029	2029/2030	2030/2031	2031/2032	2032/2033	2033/2034
CVL Pre Implementation	\$0.0	\$1.1	\$4.0	\$4.10	\$5.0	\$0.0	\$0.0	\$0.0	\$0.0
CVL Implementation and Property	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
CVC programme update and detailed investment case	\$0.4	\$0.4	\$0.4	\$0.4	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
Total Cashflow by financial year	\$0.4	\$1.5	\$4.0	\$4.5	\$5.0	\$0.0	\$0.0	\$0.0	\$0.0

S7(2)(ba)

$S_7(2)(e)$

Governance and Management Arrangements

Delivery of the route protection process for the CVL preferred option by HCC will be undertaken in accordance with *HCC's Portfolio Management Framework*. Project management will also be guided by *NZTA's Project Management Guide (SMO11)* where relevant. The HCC governance and project management structure for the CVL route protection process is shown below.



Change Control

Changes to scope will be managed by the Technical Director, with support from the Project Manager. All changes will be recorded in the *CVL Change Control Register*, maintained by the Project Manager.

In general, any significant scope changes, including adjustments to cost, programme, or quality, will be subject to approval by the Head of Capital Delivery and the Director of Economy, Development and Environment, and may ultimately require approval from the Chief Executive or HCC.

Key Management Roles and Responsibilities Described

The key roles and responsibilities with HCC for delivery of the route protection processes is as follows:

Role	Responsibilities
Director of Economy, Development and Environment	Overall accountability for the CVL route protection process. Escalation point for matters relating to the project, and principal liaison with the Chief Executive and HCC Infrastructure and Regulatory Committee.
CVL + CVC Steering Group	The CVL project sits within the Capital Delivery Unit. The Head of Capital Delivery is the project sponsor and Chair of the CVL + CVC Steering Group. The Steering Group will assure alignment with HCC strategy and that design progression remains consistent with project outcomes. Membership includes the Head of Business, Urban Development and Transport, the Director of Economy, Development and Environment, and the Chief Legal Advisor. The Technical Director reports to the Steering Group.
CVL and CVC Technical Director	Responsible for providing overall leadership and strategic direction for the pre-implementation phase, ensuring delivery in line with agreed objectives, scope, budget, and timeframes. Oversees governance, stakeholder relationships (including NZTA), and risk management, while ensuring alignment with funding, regulatory, and organisational requirements. Works with the CVL and CVC Project Managers to ensure coordinated delivery and consistency between the projects.
CVL Project Manager	Responsible for day-to-day management of the CVL project team. Liaises with the CVC Project Manager and ensures all workstreams are appropriately supported and integrated to enable successful project delivery.
Subject Matter Experts	Provide advice on specialist technical requirements for the route protection process. This includes contributing to and/or preparing Notices of Requirement, consent applications, and supporting community and iwi engagement.

Reporting Arrangements

Progress reporting on progress will be the responsibility of the Project Manager. Reporting will be provided to the Technical Director, Head of Capital Delivery, and the Director of Economy, Development and Environment, and will include updates on programme progress, costs, and risks. Reporting will occur monthly.

Communications and Engagement Strategy for future phases

The Communications and Engagement approach will provide community and stakeholder a continuous and responsive contact to support the consenting and approvals for the CVL project. The key aspects of this approach are outline below:

Iwi	- Confirmation of Terms of Reference for the route protection phase of the project. - Regular hui and project updates including consent design, site visit protocols and site investigations - Completion of Cultural Value Assessments - Cultural inductions - Briefings with Greater Wellington	During design development and consenting phase
Stakeholders	- Briefings with other key stakeholders (NZTA, Utility providers, business groups) following investment case announcement - Briefings with key stakeholders following Council and NZTA board meetings	Following investment case completion
Landowners	- Study area for emerging preferred corridor letters and landowner information sheet distributed by post to potentially impacted landowners, inviting landowners to share contact details - Preferred route letter distributed by post and invite to one-on-one meetings - Land plans prepared for meetings - Ongoing liaison through the project phone and email inbox 1:1 meetings as well as online discussions	Start at design development and consenting development phase
Community	- Community information locations in the corridor (project progress, emerging preferred corridor and new route) - Updates provided through the e-newsletter, social media posts and website - Regular updates provided through the e-newsletter, social media posts and website - Media release and e-newsletter to announce consent application lodged - Letter drops to adjacent landowners as appropriate	- Following investment case - During design development and consenting phase

Next steps

A CVL communications and engagement strategy (and action plan) for route protection will be developed prior the design phase commencing. The approach will follow the IAP2 guidance. This plan will identify key stakeholders, processes to integrate with the Petone to Grenada project and plan the implementation of engagement phases. HCC will lead the engagement during the Pre-implementation phase with support from the consultant team.



Roles and Responsibilities – HCC and NZTA interface



The **CVL project** requires **close collaboration between HCC and NZTA** as the project forms part of the P2G and CVL corridor. The integration between the projects allows wider benefits to the region to be achieved.

Through the approvals phase, a clear establishment of project boundaries is required for clarity from an approvals and investment perspective.

A roles and responsibilities process is proposed to clearly establish a joint understand of the roles and responsibilities of the various project elements and the impacted portions of the local road network from the P2G project. This process will establish roles and responsibility to the immediate approvals and construction phases as well as long term asset ownership and maintenance expectations.

Working assumptions on requiring authority, asset maintenance, funding and the project delivery lead have been determined. Some roles and responsibilities have been discussed but not decided.

HCC has relationship agreements with NZTA on the Te Wai Takamori o Te Awa Kairangi and Te Ara Tupua projects so has a track record in establishing similar agreements.

Element	Requiring authority	Responsible for delivery / funding	Owner of asset	Operation / maintenance
Hutt Road / Udy Street intersection with P2G	NZTA	NZTA	HCC	HCC
Cross Valley Link (Wakefield, Bridge, White Line West)	HCC	HCC	HCC	HCC
Randwick Road	HCC	HCC	HCC	HCC
Remaining CVC upgrades	HCC	HCC	HCC	HCC



Memorandum of Understanding between HCC and NZTA

Development of a MOU between HCC and NZTA is recommended to include the following aspects:

- Governance arrangement
- Interface between Petone to Grenada and Cross Valley Link (and CVC PBC update), including:
 - Establish where physical boundaries between the projects will be
 - Identify which local roads are prioritised to support P2G
- Agreement on roles and responsibilities for network aspects - ongoing maintenance and operations principals

The key project risks are known with appropriate controls in place

HCC has robust processes to manage risks, and interventions are in place to manage the project risks throughout the project lifecycle.

The NZTA feasibility study prepared a project risk register which fed into the identification of contingency on the cost estimate. This risk register has formed the basis of this risk register and has been augmented with key risks from HCC.

A project risk register will be maintained and regularly updated by the Technical Director. The most critical overarching project risks such as engagement, commercial, construction and funding are summarised below, alongside the controls in place to manage these risks.

The CVL Risk Register will be maintained and regularly updated and reviewed by the Technical Director, supported by the Project Manager.

- Key**
- Critical risk 
 - High risk 
 - Medium risk 

Risk type		Risk			Risk Level
Delay to the project	P2G project delivery is delayed, in turn delaying the delivery of CVL	The strategic benefits of both P2G are delayed which effects economic development in the area, and resilience of the transport network and businesses in the Petone and Gracefield areas.	Both P2G and CVL are progressing approvals now to get the projects to a shovel ready stage, so they are able to progress when funding becomes available.		Critical 
Consultation and engagement	Opposition to project and alignment	Options have had limited input from local/regional councils and landowners. Local body elections may generate concern/opposition, particularly with respect to property impacts, reserves and local roading networks. Impact may include active opposition to approvals and property acquisition.	Project communications with be needed with iwi partners, stakeholders, landowners, affected parties and the wider community via project website updates, direct communications including briefings, and further engagement activities once the route protection phase is confirmed, and on an ongoing basis in line with the CVL Route Protection Communications and Engagement Strategy.		Critical 
Financial	Funding is not available in the LTP / NLTP	Funding for pre-implementation and construction phases is dependent on inclusion in HCC's Long-Term Plan (LTP) and future National Land Transport Programmes (NLTP). Absence of funding would delay implementation of the CVL project	Include cost estimates for future CVL delivery phases in LTP processes and Regional Land Transport Plan cycles •Ongoing discussions with NZTA regarding financial assistance rates for CVL		Critical 
Design	Cost escalation following further investigations	Inherent uncertainty in cost outcomes due to limited design maturity and technical investigation to date. Cost estimate is a significant NLTF commitment. If cost estimate is not reflective of the real delivery cost, funding may be insufficient.	The level of design development and estimation is low relative to an Investment Case. A Quantitative risk assessment has been carried out. This provides an adequate level of level of confidence in the project estimate considering the project is recommended to go to the Pre Implementation stage. Further cost estimation work during the Pre Implementation phase will be undertaken to provide assurance to decision makers on the project cost envelope. Ongoing risk management using QRA/SRA processes •Peer reviews, including benchmarking against comparable projects		Critical 
Consultation and engagement	Lack of early public and iwi engagement	No public or iwi consultation has been undertaken on the CVL investment case, creating risk of resistance to scheme design and implementation.	Prepare a Communications and Engagement Plan. Ensure appropriate resourcing for implementation. Prepare and resource a standalone Iwi Engagement Plan		Critical 
Financial	Early property acquisition pressures	Early hardship requests likely once CVL is publicly announced. Lodgment of Notices of Requirement enables affected property owners to request acquisition under RMA/ PWA.	Consider including property purchase allowance in pre-implementation budgets. Include property acquisition provision in the project budget following NoR lodgment		High 
Design	KiwiRail overbridge	The Cuba Street Road bridge is not anticipated to be removed as part of the project. There is risk that this assumption is flawed and the bridge needs to be replaced.	A more detailed assessment of this location is required in the Pre-implementation phase.		High 
Legal / Consenting	Piling interference with Waiwhetu Aquifer	The CVL Hutt River bridge is located above the Hutt aquifer, which has artesian pressure. Bridge piling may penetrate the aquiclude, creating potential legal and environmental risks.	Engage with GWRC on required investigations and piling design. Use latest agreed piling methodologies with GWRC as the cost and design basis.		High 
Financial	Additional local network improvements required	Further investigation and stakeholder engagement may identify the need for additional local road upgrades.	CVL cost estimate includes allowance for supporting local road changes. High confidence in transport modelling undertaken for the CVL investment case, aligned with the Sustainable Growth Strategy 2025–2055. Refresh of the CVC Programme Business Case in 2026 to identify local road requirements and funding sources. Engage with NZTA. Robust growth assumptions based on HCC planning frameworks.		High 

Benefits Management

Monitoring the Project Benefits

Monitoring of project benefits will be critical for determining if the project is delivering on the investment objectives.

The CVL Project Manager will be responsible for ensuring a detailed monitoring programme is appropriately developed during the pre-implementation phases. The project outcomes that need to be measured are as outlined below:

Benefits	Measure	Responsibility	Source	Schedule
KPI Benefit Measures				
Economic development by supporting housing growth	Review of consents for new dwellings	HCC	HCC consent data	Monitoring annually
Improved Accessibility	Journey time improvements	Wellington Analytics Unit	Transport models	Forecast of benefits for key decision points on implementation
	Reduced congestion at intersections	HCC	SCATS information for signalised intersections	Monitored annually
	Mode share for walking and cycling	HCC	Cycle and walking counts on CVL route	Monitor post construction at a biannual frequency
Resilience	Availability of crossings over the Hutt river	HCC	Closures on existing and CVL routes	Monitored annually on alternative routes and CVL post construction
	Flooding and coastal inundation	HCC	Flood modelling on related areas including Petone Valley Floor and Esplanade	Periodic updates to flood modelling and coastal inundation forecast

Cost management

Tonkin + Taylor, and Beca in partnership produced SM014 compliant cost estimates for the CVL Emerging Preferred alignment. The Estimate is an IBE level estimate. Typically an investment case includes a more detailed estimate (i.e. DBE). A SRA and QRA process was followed during the IBE estimate and helped to establish the contingency applied to the base estimate.

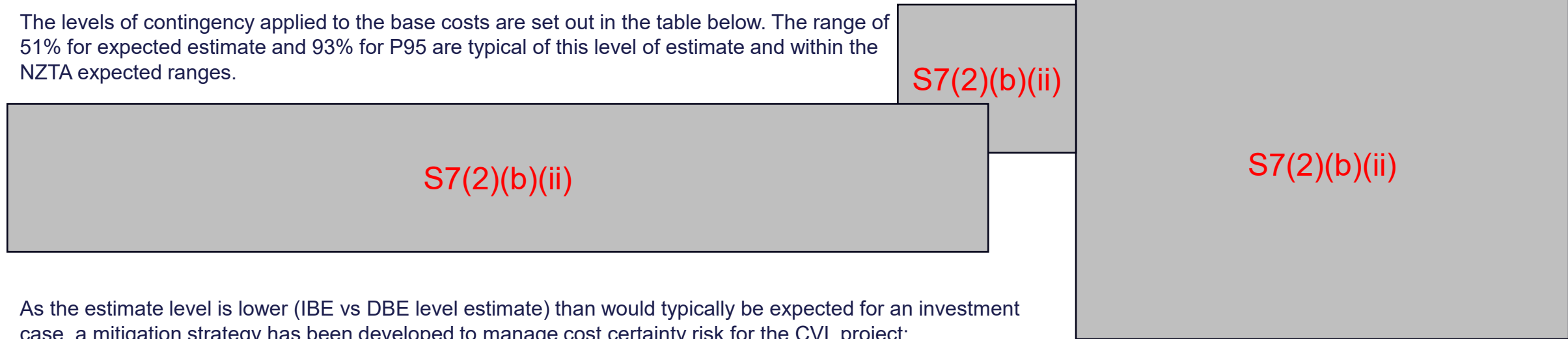
The levels of contingency applied to the base costs are set out in the table below. The range of 51% for expected estimate and 93% for P95 are typical of this level of estimate and within the NZTA expected ranges.

Assumed escalation:

~2% pa construction cost escalation

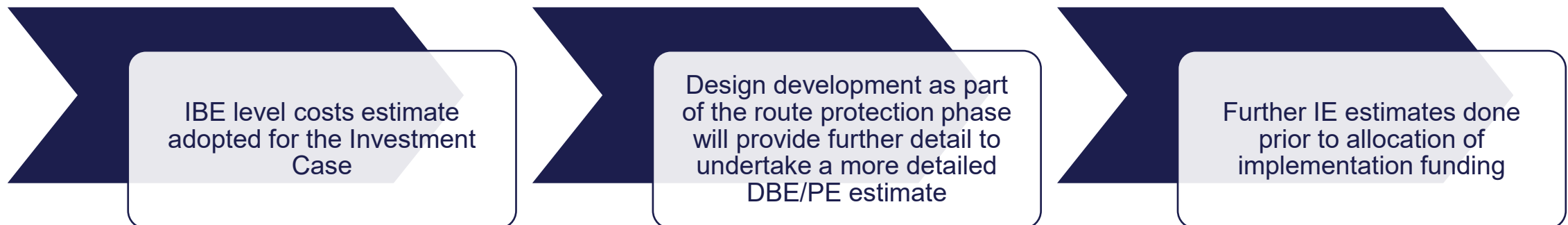
~7% pa property cost escalation

**As per the NZTA escalation forecasts



As the estimate level is lower (IBE vs DBE level estimate) than would typically be expected for an investment case, a mitigation strategy has been developed to manage cost certainty risk for the CVL project:

* Admin fee (5.7%) accounts for the business costs of the agency progressing the project including project management and financial oversight



A similar approach has been adopted on the P2G project.

Investment Case Approvals Sought

The CVL project is an identified RONS project, unlocking housing growth and increasing economic prosperity through accessibility enhancement.

The Project is important to the long term prosperity of Hutt City Council. These needs become even more critical if P2G is in place. As another RONS P2G, NZTA is currently progressing the P2G project through the pre-implementation phase, securing a designation and other approvals to enable implementation.

It is therefore critical that the CVL project is progressed to the next phase (pre-implementation) as outlined in this Investment Case.

This investment case recommends HCC:

1. Endorse the preferred route of the CVL project
2. Endorse proceeding with Statutory Approvals for the CVL project
3. Endorse development of a detailed Investment Case to confirm the supporting CVC elements (noting the existing CVC will be updated in FY 2026)
4. Approve funding of:
 - \$15M for Statutory Approvals and design development for the CVL project
 - Note if successful the Statutory Approvals will result in a potential early property acquisition risk of approximately \$15M

