

Before an Expert Consenting Panel

Under the COVID-19 Recovery (Fast-track Consenting) Act 2020 (CRA)

In the matter of an application by Pudong Housing Development Company Ltd, Foodstuffs North Island Ltd, and Silk Road Management Ltd for land-use and subdivision consent for the demolition of existing buildings and redevelopment of the site including a supermarket, retail, commercial and residential units, parking and loading at 360 Dominion Road, 88 Prospect Terrace and 113 Grange Road, Mt Eden, Auckland.

Evidence of Todd James Langwell on behalf of Pudong Housing Development Company Ltd, Foodstuffs North Island Ltd, and Silk Road Management Ltd

Date: 23 June 2021

QUALIFICATIONS AND EXPERIENCE

- 1 My full name is Todd James Langwell. I have been with Traffic Planning Consultants Limited (“**TPC**”) for the past 24 years and a Director of the company for the past 13 years. Prior to that, I gained seven years experience as a Traffic Engineer for Auckland City Council. During my time with TPC, I have been engaged by local authorities and the private sector for advice on many matters covering traffic engineering, road safety, design and network management.
- 2 Particularly relevant projects with which I have been associated in my capacity as a traffic expert include more than 30 supermarkets across the North Island including New World supermarkets in Wairau Road, Remuera, Mt Roskill, Victoria Park, Porchester Road, Milford, Mt Maunganui, Hobsonville Road and New Lynn, and Pak’n Save supermarkets in Wairau Road, Mt Wellington Highway, Royal Oak, Mt Albert, Highbury, Henderson, Lincoln Road, Albany, Silverdale, Manukau, Westgate and Great South Road, Takanini. Most of these are located either on key arterial roads or within mixed use developments.
- 3 I am familiar with this application to construct and operate a mixed-use development at 360 Dominion Road, 88 Prospect Terrace and 113 Grange Road, Auckland (“**Site**”).
- 4 I co-authored the Integrated Transport Assessment Report dated 19 April 2021 (“**ITA**”) in relation to the application and supervised all the related transport assessments including the traffic modelling.
- 5 Having lived and worked in Auckland for my entire career, I am very familiar with Dominion Road and the surrounding neighbourhood.

CODE OF CONDUCT

- 6 Although these proceedings are not before the Environment Court, I have read the Code of Conduct for Expert Witnesses in the Environment Court Practice Note and agree to comply with it as if these proceedings were before the Court. Except where I am relying on evidence of another person, this evidence is within my area of expertise. I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.

SCOPE OF EVIDENCE

- 7 This evidence responds to specific traffic engineering issues raised in comments by

the various submitters on the application for the proposed development. In particular, the evidence responds to the following:

- 8 Asset Owner / Specialist Response, Sarah Jaff, Principal Development Planner, Auckland Transport, dated 16 June 2021 (*Auckland Transport*);
- 9 Asset Owner / Specialist Response, Ian Smallburn, General Manager, Resource Consents, Auckland Council, dated 16 June 2021 (*Auckland Council*); and
- 10 Matters raised by other submitters, in particular the comments dated 16 June 2021 from:
- a) Eden We Love Society Incorporated (including commentary from Stantec).
 - b) Bonn Family Trust.
 - c) H & B Perrett.
 - d) N Roux de Buisson.
 - e) Claire House Aged Care.
 - f) Koefoed Family Trust.
 - g) DX Shen Family Trust.
 - h) Environmental Defence Society Inc.
 - i) Liquorland Mt Eden.
 - j) Unimedia Ltd.
 - k) Yahui Tsai.
 - l) Brent Murdoch.
 - m) Generation Zero.
 - n) Ian Buckland.
 - o) Tim Goldfinch.

RESPONSE TO SUBMISSIONS

Auckland Transport

- 11 The Auckland Transport submission has raised several issues. I have identified the following key matters and responded to each point below.

ITA Structure & Methodology¹

- 12 Auckland Transport has questioned the ITA structure and methodology and considers that the traffic modelling was not used efficiently in relation to optioneering, stating it would be better to utilise the modelling to focus on measures that would

¹ Paragraph 18-29 of Auckland Transport Submission dated 16 June 2021

reduce travel demand and encourage alternative modes prior to considering adding road capacity.

- 13 I was party to discussions with Auckland Transport prior the modelling being undertaken. I consider that the analysis of the proposal in the ITA and the use of the modelling is completely in line with what was agreed by Auckland Transport during the pre-application process.
- 14 All parties were well aware of the strategic importance of Dominion Road and the current capacity issues when agreeing on the methodology for the modelling.
- 15 The key reason for the selection of the Paramics micro-simulation model was to understand the effects of vehicle movement along Dominion Road and in particular the effects on bus travel times. It was acknowledged at the time that public transport is going to be the main method for increasing the movement of people along the corridor and that this needs to be promoted.
- 16 The ITA and the traffic modelling considered four separate options including retaining the existing road network, introducing some physical changes to the road network, introducing traffic signals, and introducing additional bus priority measures. There has been no indication until now by Auckland Transport, that I am aware of, that any measures that relate specifically to promoting active modes should have been modelled.
- 17 The ITA, in Sections 2 and 3, identified the accessibility of the site for all modes and the existing transport environment and infrastructure relating to all these modes surrounding the site. It highlighted areas of deficiencies, particularly for those active modes and assessed the effects on each mode. The effects were assessed in Section 7, including identifying measures that would mitigate those effects and enhance and promote those alternative modes. A number of these measures have been adopted within the application including:
- a) A compliant number of cycle parking spaces within the proposal;
 - b) End trip facilities as required under the AUP;
 - c) Charging facilities for eBikes;
 - d) A car share scheme in respect of the residential units for 15 vehicles to reduce the number of parking spaces required on site and potential car use;
 - e) Electric vehicle charging stations to promote clean emission vehicles; and

f) Laneways and connections through the site that will enhance pedestrian flow in a safer and higher quality manner and provide better waiting facilities for public transport users.

18 Further to the infrastructure identified in Section 7 of the ITA, Sections 7.6 and 7.7 discussed the promotion of alternative modes and recommended the implementation of a Travel Demand Management strategy to further enhance alternative modes and reduce potential car travel to and from the activities on the site. A Site Travel Management Plan (“STMP”) is required as set out in the draft conditions of consent within the application. Auckland Transport has not commented on the draft conditions, so I am not aware whether it considered these when forming its view.

Cycling²

19 Auckland Transport considers that there has not been sufficient provision given to cyclists in the ITA and the effects of Scenario B on this user group, including the level of cycle parking and facilities provided on-site. Auckland Transport has noted the strategic importance of Dominion Road and Grange Road in the cycling network.

20 Section 3.4 of the ITA identified the existing cycling facilities near the site. There are no dedicated cycling facilities on Dominion Road and, as acknowledged by Auckland Transport, cyclists primarily use the bus lanes in both directions. When the bus lanes are operating (northbound in the weekday AM peak and southbound in the weekday PM peak), cyclists share the lane with buses. When not in operation, the kerb side bus lanes are typically occupied by parked cars and cyclists have the exclusive use, for the most part, of this lane, where it is not occupied by parked vehicles.

21 As far as cycling provisions go, I agree that this is not ideal, particularly for the level of cycling that is already using Dominion Road. I would have expected that a corridor such as Dominion Road would have better provisions. Auckland Transport has recognised this by recently establishing alternative north-south routes for cycling on quieter streets both east and west of Dominion Road for those cyclists uncomfortable with using Dominion Road. These routes, combined with the current lane arrangements on Dominion Road, provide suitable opportunities for the accessibility of the site by cycling by all users.

² Paragraph 31 of Auckland Transport Submission dates 16 June 2021

- 22 I also note that Auckland Transport has identified Dominion Road as a corridor that should accommodate all modes in the future. I therefore expect that cycling infrastructure will be improved in the future. Although the landowners may be able to offer some assistance with future upgrades, any upgrades can only be implemented by, and are the responsibility of, the road controlling authority, in this case Auckland Transport.
- 23 The measures that the applicant does have control over and that can promote cycling as an alternative mode, is what can occur on-site. Auckland Transport does not comment on these in their submission except to set an expectation that the development meets the minimum AUP requirements in terms of cycle storage. There are several measures that been proposed within the application to promote cycling, including a compliant number of cycle storage spaces and trip facilities on-site as required under the AUP, together with charging stations for eBikes.
- 24 With regard to the concerns raised on the safety of cyclists under the proposed “Scenario B”, I respond to that matter below.

Walking³

- 25 Auckland Transport has raised concerns about the proposal and its effect on the amenity of pedestrian movement past the site with a particular mention of the narrowing of footpaths. They consider that a 2.0-metre wide footpath is insufficient in this environment and a minimum of 2.4 metres should be provided around the site, given the increase in pedestrian activity relating to the site.
- 26 Section 3 of the ITA sets out the existing pedestrian environment around the site frontage. It identifies several concerns regarding the available footpath width along both Grange Road and Prospect Terrace. Angled parking both on-street and on the site encroaches over the footpath reducing the effective width to about 1.5 metres. This currently occurs on both sides of Prospect Terrace and on the northern side of Grange Road.
- 27 Furthermore, the angled parking hinders sight lines for pedestrians crossing and also provides an added risk to the safety of the intersection with cars reversing onto the road from the spaces, with limited sight lines in close proximity to the intersection.
- 28 Section 7.3 of the ITA provides further discussion on the proposed changes around the site frontage that would have a positive effect on the pedestrian environment

³ Paragraph 30 of Auckland Transport Submission dates 16 June 2021

including:

- a) removing the current angled parking on the site that gains access directly from Prospect Terrace;
- b) removing the angled parking on both roads and replacing it with parallel parking spaces set back from the intersection to improve sight lines for pedestrians crossing the side road; and
- c) increasing the minimum footpath width to at least 2.0 metres around the entire site frontage and improving the pedestrian amenity surrounding the site.

29 I therefore consider that the proposal is not reducing the width of the footpaths past the site. Rather, it is increasing the available width and therefore increasing the capacity and improving the amenity of the footpath on the site frontages.

30 It is also important to acknowledge that the site is occupied by an existing commercial activity. Combined with the existing retail activities within Lot 1, there is already a significant quantum of people that could occupy the site and would have been using the existing footpaths, and I expect the peak pedestrian demands related to the proposal to be of a similar quantum.

31 I have also taken a closer look at the footpath widths surrounding the site and can confirm that there will be no path with a width less than 2.4 metres along all frontages. I therefore am satisfied that the proposal addresses the concerns raised regarding walking past the site.

Public Transport Reliability⁴

32 Under this topic, Auckland Transport considers that the proposal should be looking to propose measures that would avoid the effects on public transport, noting that travel times for buses using Dominion Road increase under Scenario B.

33 To mitigate the effects on the northbound buses, the ITA identified an option to extend the operating times of the existing northbound bus lane on weekdays. This was modelled and reported on in the ITA and indicated a potential reduction in travel time, which would be an improvement for northbound buses.

34 The extension of operating hours for a northbound bus lane would of course require the removal of a significant length of kerbside parking during the evening peak

⁴ Paragraph 41-45 of Auckland Transport Submission dates 16 June 2021

period, which could affect several businesses and properties that may rely on that parking. Auckland Transport has acknowledged this in their submission and considers that any such measure would require public consultation and would need to be considered in the context of the overall network.

35 The conclusion of the ITA was that the predicted increase in northbound bus travel times of 51 seconds in the PM peak and 179 seconds in the Saturday peak do not warrant changes to the current bus lane arrangements, but this does however remain an option for the future for Auckland Transport to consider.

36 Furthermore, from my observations of the simulation models, the added travel time appears to be because of delays experienced at the Valley Road / Dominion Road intersection, which is outside of the model. There were no changes made to the model to simulate an alternative phasing arrangement at this intersection that could reduce northbound travel times.

37 Auckland Transport, as the road controlling authority are continually monitoring their signalised intersections and can change the phasing times to better support the Dominion Road corridor and allow a greater priority to bus movement through the intersection. This is part of their day-to-day operation of the network.

38 It is worth pointing out that, although Dominion Road is considered to be a Rapid and Frequent Public Transport corridor, it does not provide the same level of infrastructure to support this outcome as other corridors in the network, for example operating bus lanes in both directions during both peak periods. There are also other corridors that have recently been upgraded to have bus lanes operating on weekends such as on Remuera Road.

39 I appreciate that Auckland Transport is continuing to explore measures to improve public transport, and Dominion Road is clearly in need of improvement that will result in improved public transport reliability. This is evident in the baseline traffic models for this assessment where congestion is already influencing bus travel times.

40 Developers alone cannot implement additional bus lane measures along Dominion Road. This requires the cooperation of and coordination with Auckland Transport.

41 Nevertheless, and as I recommended in the ITA, the applicant proposes a draft condition of consent that requires the implementation of STMP to further enhance alternative modes and reduce potential car travel to and from the activities on the site. The STMP also includes the monitoring and collection of travel data that will

assist Auckland Transport to better inform public consultation, future Auckland Transport decisions and the true trip generation effects of the proposal.

Traffic Modelling⁵

- 42 Under this topic, Auckland Transport raises deficiencies in the way in which Scenario B has been modelled and anticipates that the proposed raised table will have an additional effect on bus travel times that have not been accounted for. Auckland Transport considers that traffic turning into the side roads will slow buses by up to 2km/hr causing an operational effect, although it does not provide any details as to what the effect on buses will be except to say that there is potential for effects⁶.
- 43 The models are calibrated for a maximum free-flowing speed of 40 km/h along Dominion Road and 20 km/h for the side roads. This includes both entering and exiting vehicles for the side road. I therefore consider that our model already simulates the deceleration and correct speed for cars approaching the speed tables when turning from Dominion Road and is reflective of the delays and queue lengths for the right and left turns into the side roads.
- 44 Buses have the benefit of a free-flowing condition while the bus lane is operating and must contend with left turning traffic at several intersections. Given that the proposal involves such manoeuvres occurring at only two intersections, and the concern relates only to periods when a bus is also present for a short period of time, I do not consider that any additional delays to buses would make a material difference to the overall bus journey times.
- 45 Notwithstanding the modelled speeds, Auckland Transport's TDM anticipates that raised tables are an appropriate measure on side road and at intersections. Tables have recently been installed in several locations alongside arterial roads, such as in Ponsonby Road and in town centre locations, to support pedestrians and cyclists and to manage turning speeds.
- 46 As with most safety improvements, they will influence travel times of vehicles and the operation of the road network, but this is an effect that is considered acceptable to achieve the levels of safety now required for the Vision Zero targets of no fatal or serious injury crashes. A clear example of this is the recent upgrade of dozens of zebra crossings on arterial roads with bus routes operating to now include raised

⁵ Paragraph 34-40 of Auckland Transport Submission dates 16 June 2021

⁶ Item 1, Memorandum prepared by Jimin Hong, AFC, dated 31 May 2021

tables.

- 47 Auckland Transport has also raised the effects of the unreleased vehicles identified in the modelling, suggesting that the likely effect will be the potential for these vehicles to put additional pressure on local side roads and for motorists to use rat-runs to by-pass congestion.
- 48 I consider this is unlikely given the congestion during the peak times. Most of the added vehicle movements from the development in the PM peak relate to supermarket customers that are visiting the site as a sole purpose trip to and from their origin. The trips are discretionary trips, and most customers of this type will have a choice of when to travel. Regardless of whether they may be attracted to a side road, they would still have to use an arterial road and most likely Dominion Road to access the site. The influence of the congestion would therefore still be apparent (i.e.: increased congestion on the arterial road is likely to encourage at least a proportion of supermarket patrons to visit the site at off-peak times).
- 49 I am also conscious of the fact that these supermarket customers already exist and if travelling at this time are currently utilising both the arterial road network and the local road network to access other supermarkets. The establishment of a supermarket in this location therefore has the ability to reduce overall travel distances for customers and therefore the effects on the wider road network.
- 50 Again, as I have stated above, the establishment of a STMP can further reduce development related car trips, identifying outcomes that would contribute to mitigating effects on the side roads and Dominion Road. Implementation of these measures are expected to reduce car travel and the overall effect on the network, including the side roads.

Vehicle Crossing Widths⁷

- 51 Auckland Transport has raised concerns regarding the width of each of the vehicle crossings, noting that it does not support the proposal as the crossings as proposed would result in adverse effects on pedestrian safety and amenity.
- 52 Each vehicle crossing is greater than the permitted width under the AUP and resource consent is being sought for each crossing. An assessment of the effects on pedestrian safety in relation to the proposed vehicle crossings was provided in

⁷ Paragraph 32-33 of Auckland Transport Submission dated 16 June 2021

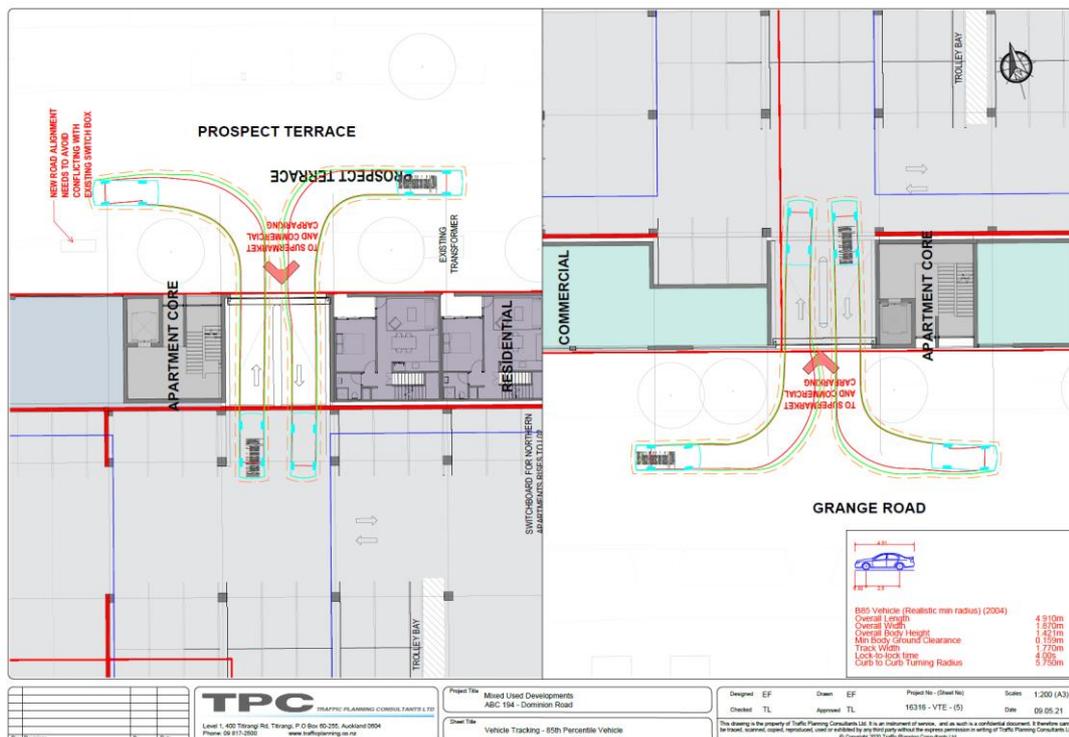
Section 7.3 of the ITA.

- 53 The main vehicle crossings serving the commercial parking on Level 00, on both Prospect Terrace and Grange Road, are to be 7.2 metres wide. Whilst this does not comply with the above rule, I consider it does represent an acceptable compromise between accommodating comfortable two-way vehicle movement and maintaining the safety and amenity of passing pedestrians and has been accepted in other supermarket developments. For example, the recently consented New World supermarket on Porchester Road in Addison, Takanini has vehicle crossings that will be 7.0 metres wide at the boundary.

- 54 Providing a narrower and complying vehicle crossing can hinder two-way vehicle flow, resulting in vehicles pausing when turning and blocking the footpath. A slightly wider vehicle crossing also increases the available sight lines for exiting vehicles and reduces any risk of conflict, either with other vehicles or with pedestrians.

- 55 I refer to the vehicle tracking diagrams in Figure 1 below that illustrate the layout of the commercial parking access points on both Grange Road and Prospect Terrace. As can be clearly seen, each entrance includes a minor splitter island that will separate entry and exit lanes. This island, together with the ramped vehicle crossing, ensures each lane is kept to a minimum and will contribute towards managing speeds.

Figure 1 – Vehicle Tracking – Commercial Parking



56 With regard to the combined residential access and the entry to the service lane on Prospect Terrace, I make the following comments, some of which were included in the ITA:

- a) Locating the residential vehicle access adjacent to the entry to the service lane on Prospect Terrace allows a consolidation of the vehicle crossings and enhances the conspicuity of the access to passing pedestrians;
- b) The service access will be entry only, optimising sight lines towards the footpath. It will be used no more than 12-15 times per day for supermarket deliveries, and the vehicle crossing for the most part will be limited to use by the residential activity;
- c) The width of the service lane has been minimised to a nominal width of about 5.5m which can still support the tracking requirements for a large rigid truck. The residential access will be controlled by a gate that will limit the entry and exit speeds of vehicles. The gate is also set back so that entering cars will not queue over the footpath:
- d) The size of delivery trucks has also been limited to Large Rigid Trucks (12.6m long) to contribute to being able to minimise the width of the service lane access;
- e) The footpath past the site is proposed to be in a continuous form to ensure that pedestrians will continue to have priority when walking past the site;
- f) By sharing the vehicle crossing, the entering trucks can take advantage of the extra width when turning. If the two access points were to be separated, with separate vehicle crossings provided, then a slightly wider service lane vehicle crossing would be required and the overall perception of effect on pedestrians would be slightly greater;
- g) The ITA also recommended that detailed treatment of the vehicle crossings will need to be addressed at the detailed design stages. It suggested that other measures are likely to be introduced to minimise effects on pedestrian safety and amenity. It identified that speed humps and appropriate signage can be used to assist in mitigating any adverse effects.

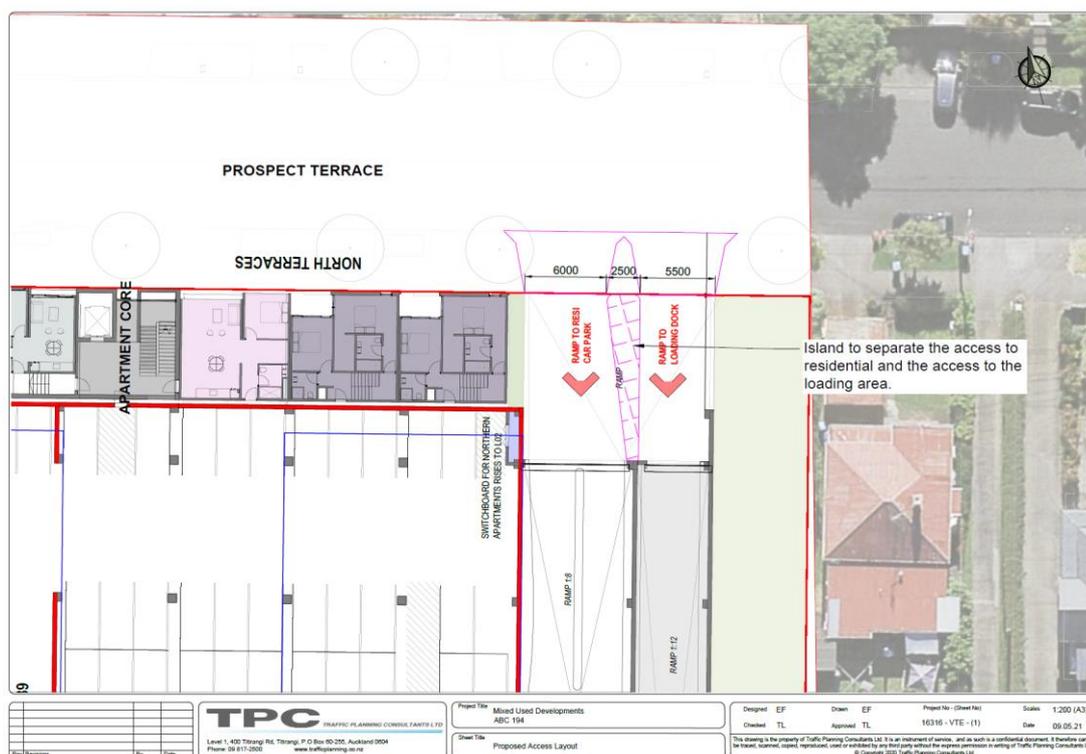
57 For these reasons I consider that the combined vehicle crossing will not create a safety concern for passing pedestrians and no further mitigation will be necessary.

58 Nevertheless, after the lodgement of the application and becoming aware of Auckland Transport’s concerns over the width of the vehicle crossing, the applicant, under my advice, has considered an alternative design for the combined vehicle crossing. This was shared with Auckland Council and Auckland Transport on 11 May 2021.

59 The alternative proposal identified additional enhancements from those highlighted in the ITA, in the form of an island at the site boundary and between both access points to provide a refuge for pedestrians and to break up the vehicle crossing at the point it crosses the footpath. A separation of 2.5 metres can be provided at the site boundary as illustrated in the vehicle tracking diagram in Figure 2 below.

60 The alternative proposal therefore further reduces the risk of conflict between pedestrians and vehicles and I consider the risk to be low.

Figure 2 – Vehicle Tracking – Service Lane / Residential Parking Access



Proposed Mitigation “Scenario B”⁸

61 Auckland Transport has raised a number of concerns with regard to the Scenario B option and in particular the safety of the intersections of Dominion Road with Grange

⁸ Paragraph 46-49 of Auckland Transport Submission dates 16 June 2021

Road and Prospect Terrace as a result of adding an additional approach lane on each of the side roads.

62 The ITA set out several scenarios that were tested to find the most appropriate and balanced treatment for the side road intersections. These included:

- a) single lane approaches on both side roads;
- b) dual lane approaches; and
- c) signalling the Prospect Road intersection.

63 Section 6.0 of the ITA discussed the effects on the overall environment and the merits of each option from an operational perspective. It clearly discussed the operational effects of all intersections surrounding the site under each scenario.

64 Scenario B was chosen as it was best aligned with minimising effects on public transport and reducing the overall effects on congestion within the side roads. The introduction of the additional lanes has resulted in improved performance at the Prospect Terrace intersection with the development traffic added, and neutral results at the Grange Road intersection. This is therefore considered to be the preferred scenario in terms of mitigating any effects relating to the additional vehicle movements associated with the development.

65 Section 7.1 of the ITA also discussed the mitigation that will be necessary to address the safety of the intersection, including introducing raised tables to manage approach speeds, removing angled parking to improve sight lines and providing wider footpaths and improved amenity for pedestrians walking past the site.

66 I have considered the concerns raised regarding the increased crossing distance, and that is why I have recommended a raised table together with removed angled parking to enhance sight lines and increased footpath widths surrounding the site. The introduction of the raised tables will also provide a clear message to drivers of the pedestrian environment in the area.

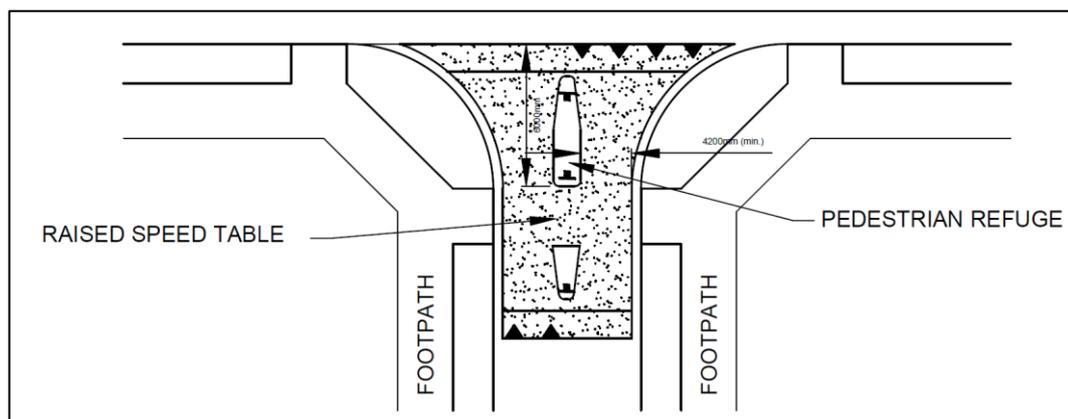
67 I consider this will provide much-improved safety and amenity for pedestrians in those off-peak times when approach speeds and free flowing conditions occur. Speeds can be managed, and safer stopping distances are reduced to acceptable levels.

68 During more congested times and when both approach lanes are going to be regularly used, I expect approach speeds to be low due to the queuing that occurs.

Therefore, the speed table will be somewhat redundant during those periods, but the table still provides a clear message as to the pedestrian environment and I would expect drivers will proceed with more caution.

- 69 Notwithstanding the above, I have considered other options to address the dual lane approach including setting back the crossing point so that one car can queue at the limit line and clear of the pedestrian movements. This is illustrated in Figure 3 below.

Figure 3 – Pedestrian Crossing Set Back



- 70 There are varying opinions on the suitability of this type of crossing facility. The TDM prefers pedestrians to cross in front of queued cars to give them more of a sense of priority and to ensure the crossing point is in the correct desire line for walking. However, this type of measure is employed regularly on left turn slip lanes with zebra crossings to ensure queued cars do not block the crossing point. It is also common with crossing points for cyclists. An example has recently been built on Glengarry Road at its intersection with West Coast Road where the crossing point is set back some 10 metres from the intersection. For this environment, we suspect that most pedestrians will prefer not to divert to cross the road. Furthermore, the crossing on Grange Road would clash with an existing driveway on the south side of the road.

- 71 In relation to the added vehicle movements and their effect on road safety, I consider that the measures undertaken in the trial are suitable to cater for any growing traffic demands. The key measure of introducing the hatching and deterring queuing across the intersection will ensure that any turning traffic can make a more informed decision with better sight lines.

- 72 The introduction of the dual lane approach also results in reduced delays for turning traffic at both intersections even with the added demands from development traffic. This indicates that drivers will be less pressured to make turns quickly. The hatching

also increases the occurrence for “let in” behaviour and more courteous driving to occur, during the busiest times.

73 I have considered further measures that could also be considered to enhance safety at the intersections including flashing pathfinder lights on the hatching to warn turning cars of an approaching vehicle, motorcycle or bicycle. These were included in Auckland Transport’s original proposal for the safety improvements, however were not implemented. Signalising intersections also remains a potential measure that could be introduced if Auckland Transport’s trial does not have the desired outcome.

74 I understand the applicant welcomes discussing further options on how pedestrian safety and Auckland Transport’s concerns over the dual lanes can be addressed.

Auckland Council

75 In its submission, Auckland Council refers to the same concerns indicated by Auckland Transport. I therefore do not have any additional comment to add for this submission.

Eden We Love Society Incorporated.

76 This submission has been supported by a Traffic Assessment report prepared by Stantec and identifies transport related matters in relation to the proposal⁹. namely:

- a) the increase in traffic on side streets;
- b) adverse effects from trucks and loading; and
- c) the inadequacy of the proposed mitigation measures to fully address the transport impacts of the proposed development.

Increases in traffic on side streets

77 The Society considers that the traffic that will be generated by the supermarket is one of the most pressing concerns of the residents. The added vehicle movements on Prospect Terrace and Grange Road to access the site will result in queues, delays and then safety risks as drivers take risks to join the traffic in Dominion Road.

78 I have commented on the effects on the side roads and at the intersections above in response to Auckland Transport’s submissions. Therefore, I have nothing further to comment on regarding this matter.

⁹ Paragraph 22-29 of the Eden We Love Society Incorporated. Submission dates 16 June 2021

79 The submission has quoted some traffic modelling results from my ITA that states that that the average length of traffic queue in Prospect Terrace will increase from about 73 metres to 154 metres and for Grange Road from 56 metres to 61 metres.

80 I must clarify that the figures provided by the submitter are incorrect. Section 6.2.2 of the ITA set out the correct modelling results, and queue lengths for Scenario B. The average queue length for the exit movements from Prospect Terrace into Dominion Road is reduced from about 29 metres to 27 metres. The average queue length on Grange Road is generally the same. This is a result of having an additional approach lane on both roads and increasing the stacking capacity consistent with the added demands.

Adverse effects from trucks and loading

81 The Society has also raised the issue of trucks servicing the supermarket and other commercial premises, stating that the existing configuration of these streets is not designed to accommodate the required turning manoeuvres of large trucks and that this has resulted in changes to the intersections to accommodate these trucks.

82 I can confirm that this is not the case. As set out in the ITA and in the conditions of consent, limits have been placed on the size of trucks that can make deliveries to the site, with nothing longer than a large rigid truck permitted to access the site. These trucks are not too dissimilar in size and performance to Council rubbish trucks which are already accessing the side roads.

Adequacy of proposed mitigation measures

83 The issues raised by the Society under this topic are supported by a report prepared by Stantec and included within the submission. The Stantec report raises three key issues with the proposal:

- a) The proposal will negatively affect the adjacent and surrounding walking environment;
- b) The proposal will result in additional delays to both buses and general traffic on Dominion Road; and
- c) The proposed measures do not mitigate the risks to right turning vehicle crashes on Dominion Road.

84 These matters are very similar in nature to those raised by Auckland Transport. I have commented on these above and therefore do not have anything further to add.

85 The Stantec report also raised other concerns and assessment gaps, some of which are similar in nature to those raised by Auckland Transport and other submitters. I have listed these in the following table and provided comment for each.

Concern	Comment
The impact on the local businesses because of removal of angled parking on Prospect Terrace and Grange Road.	The parking has been removed to improve pedestrian amenity and safety around the site and at the Dominion Road intersections. This is not uncommon with safety improvements and is a necessary outcome. I do not consider the loss of parking will have an adverse effect on local businesses.
Eden Park events would likely bring additional event-based parking demand to Prospect Terrace and Grange Road, and increased pedestrian activity in the vicinity of the site	Effects relating to events at Eden Park are addressed by Temporary Traffic Management Plans implemented by Eden Park. These seek to manage the movement of pedestrians and vehicles from all activities in the area.
The assessment does not address the number of pedestrians that will be adversely affected by the proposed widening of Prospect Terrace and Grange Road	I have commented on this matter in response to the submission from Auckland Transport.
The ITA does not discuss any potential implication of a light rail scheme along Dominion Road and what additional challenges this development will bring to the light rail scheme	During the pre-application process, we were directed by Auckland Transport to not include any consideration of light rail proposals, as Auckland Transport does not have any committed funding or programme for implementation.
The non-compliance of the proposed driveway widths at Prospect Terrace and Grange Road	I have commented on this matter in response to the submission from Auckland Transport.
The existing parallel parking on Grange Road is likely to cause issues for trucks leaving the supermarket servicing exit onto Grange Road	I have considered the tracking requirements for trucks exiting the site on Grange Road and no further removal of parking will be required for trucks to turn right from the site access.
The extent of the study area and the number of “unreleased” vehicles during the PM peak may impact on other intersections in the area	The extent of the study area for the modelling was agreed with Auckland Transport during the pre-application process. I have commented on the unreleased vehicles in my response to the submission from Auckland Transport.
It is unclear in the ITA how much “let-in” behaviour was observed and how accurately this behaviour is represented in the model.	The coding of the let-in behaviour and model calibration was agreed with Auckland Transport during the pre-application process.

Excessive parking will be provided in the development, despite a cited promotion of active modes and public transport use to access the site	As I have set out in the response to Auckland Transport's submission, a condition of consent has been proposed to establish a STMP to reduce car travel and promote alternative modes.
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86 Stantec has also listed a number of documents¹⁰ that they have reviewed as part of their assessment including the Preliminary Traffic Modelling (dated September 2020) and the Draft Traffic Modelling Methodology (dated November 2020). Both of these have been superseded by the modelling and reports included in the Appendices of the final ITA. I am uncertain how much reliance Stantec has placed on these documents, but these should not be relevant to their review.

Bonn Family Trust

87 This submitter is supportive of the development and requests that the existing signalised pedestrian crossing on Dominion Road remains in its current location.

88 I can confirm that there is no proposal to relocate or change the current crossing facility.

H & B Perrett

89 This submission raises concerns with the increase in traffic and refers to the Eden We Love submission. I have commented on this matter above.

90 The submission is also concerned about staff parking on the side roads and notes that the supermarket plans make no provision for staff parking.

91 The proposal is fully compliant with respect to the required number of car parking spaces, bicycle parking spaces and loading spaces, as set out in Section E27.6.2 of the AUP(OP). This reflects the Council's current policy regarding car parking provisions.

N Roux de Buisson

Understating traffic flows

92 The submission makes general comments on the inadequacy of the ITA report, understating numbers and congestion percentages, with Prospect Terrace already having a constant traffic flow at present.

¹⁰ Page 1, Introduction, of the Stantec Report, dated 14 June 2021

93 The background traffic flows stated in the ITA are a combination of data provided by Auckland Transport and traffic surveys undertaken as part of the traffic modelling analysis. At each step, all of this data has been calibrated against historical data and verified by Auckland Transport as being acceptable.

Effect of truck movements

94 This submission also raises concerns about trucks coming and going at all hours, day and night.

95 The draft conditions of consent restrict the size of supermarket trucks and their deliveries to between 7:00am and 6:00pm. I also note that most supermarket deliveries occur during the morning period.

Claire House Aged Care

Increased traffic flows

96 This submission expresses concern regarding increases in traffic flows, and in particular that residents would not have the ability to cross Prospect Terrace safely because of the increased volume of traffic brought into Prospect Terrace by the development.

97 I have addressed the matters of increased traffic flows and safety in the response to Auckland Transport's submission.

98 I also understand that the applicant is open to assisting with providing additional crossing facilities in Prospect Terrace in coordination with Auckland Transport.

Effect of truck movements

99 The submission is concerned that the large heavy vehicle way is immediately opposite Claire House and will create a dominance of vehicles and trucks over each 24-hour period.

100 Again, a condition of consent has been added to the draft conditions to restrict the size of supermarket trucks and limit deliveries to between 7:00am and 6:00pm. Furthermore, the number of deliveries expected for the supermarket each day will be between 12 and 15 deliveries, and I do not consider this to be excessive.

Parking

101 This submission has raised concerns regarding the shortfall in the proposed parking numbers.

102 As I have stated above, the proposal is fully compliant with respect to the required number of car parking spaces, bicycle parking spaces and loading spaces, as set out in Section E27.6.2 of the AUP(OP).

Increased traffic congestion on Prospect Terrace and Grange Road

103 The submission has raised, concerns about delivery trucks and vehicles operating together, with parked vehicles on either side of the road, resulting in traffic jams and delays, with an increased potential for accidents.

104 As I have stated above and within the ITA, the proposed mitigation on Prospect Terrace and Grange Road will result in an almost neutral change in intersection performance at both intersections. This will ensure that any added congestion has been mitigated.

Extra large vehicle Crossing on Prospect Terrace

105 The entry/exit way for the combined service lane and residential access is directly opposite Claire House and this submission suggests that it would compromise resident safety, and their ability to safely access their home.

106 As I have indicated earlier in my response to Auckland Transport, the proposed service lane access is for entry only and will only be utilised 12-15 times per day, and by only rigids trucks or smaller vehicles. I do not consider that this level of activity will compromise the safety of residents, being on the opposite side of the road.

107 I have also addressed the effects of the non-compliance within the ITA and in the response to Auckland Transport's submission, where I have indicated an alternative arrangement for both access points that would reduce the overall effect.

Inadequacy of the Traffic Report

108 Like the submission from N Roux de Buisson, this submission makes general comments on the inadequacy of the ITA report, understating flows and assumptions around predicted congestion. They reference the Stantec report to which I have responded above.

Safety Island and road width on Prospect Terrace

109 This submission raises concerns about a proposed “safety island” outside Claire House in that it will have no benefit to the public and will have increased risk of accidents for pedestrians stepping onto the island.

110 I am somewhat confused by this statement as there is no additional traffic island proposed on Prospect Terrace outside of Claire House.

Two-lane exit to Dominion Road

111 This submission raises safety concerns about the proposal for the two-lane approach on Prospect Terrace.

112 I have addressed the safety and operation of the intersection of Prospect Terrace and Dominion Road in my response to Auckland Transport.

Ambulances on Prospect Terrace

113 This submission is concerned about ambulances not being able to operate due to congestion.

114 I do not consider this is a valid concern. Congestion is already being experienced on most arterial roads and ambulance services are used to operating in these conditions. Other vehicles are required to pull over to let them pass and they can utilise bus lanes as necessary to make their way to an emergency.

Koefoed Family Trust

115 This submission makes several references to the Stantec report and raises the same transport related concerns as the Eden We Love Inc. submission.

116 I have addressed these matters above.

DX Shen Family Trust

117 This submission raises concerns about the removal of public on-street parking.

118 I have addressed these matters above and consider that the removal of parking on-street is an acceptable effect given the importance of improving pedestrian amenity and safety on both Prospect Terrace and Grange Road.

Liquorland Mt Eden

- 119 This submission has also raised concerns about the loss of on-street parking and the effect on local business.
- 120 The parking has been removed to improve pedestrian amenity and safety around the site and at the Dominion Road intersections. This is not uncommon with safety improvements and is a necessary outcome.
- 121 All attempts have been made by the applicant to minimise the loss of parking by retaining some parallel parking spaces on both side roads.
- 122 I do not consider the loss of parking will have an adverse effect on local businesses. The introduction of a new mixed-use activity will also provide the opportunity for additional customers to visit local businesses as part of the same trip.

Unimedia Ltd

- 123 This submission has raised concerns regarding the effects on vehicle and pedestrian access during construction and seeks to ensure that local businesses are not unduly affected.
- 124 I am satisfied that, with the implementation of a Construction Traffic Management Plan (“CTMP”), any effects relating to access and parking for local businesses can be managed and minimised.
- 125 I also note that a condition of consent has been proposed that requires a CTMP to be implemented. The CTMP will require the approval from Auckland Transport and will need to continually be monitored for improvements as required.

Yahui Tsai

- 126 This submission makes reference to the Stantec report and raises some of the transport related concerns that have been raised in the Eden We Love Inc. submission.
- 127 I have addressed these matters above.

Brent Murdoch

- 128 As above, this submission mainly relies on reference to the Stantec report and raises the same transport related concerns as the Eden We Love Inc. and the Auckland Transport submissions.

129 I have addressed these matters above.

Generation Zero

Seeks the removal of the residential parking spaces

130 This submission seeks to reduce the amount of on-site parking and to promote alternative modes to reduce greenhouse gas emissions.

131 As I have discussed above, there are several measures that have been put in place to achieve a similar outcome. The establishment of a STMP, as required in the condition of consent, will be key to contributing to this outcome. However, other measures that will contribute to this outcome include:

- a) a compliant number of cycle parking spaces within the proposal;
- b) trip-end facilities as required under the AUP;
- c) charging facilities for eBikes;
- d) a car share scheme for 15 vehicles to reduce the number of parking spaces required on site and potential car use;
- e) electric vehicle charging stations to promote clean emission vehicles; and
- f) laneways and connections through the site that will enhance pedestrian flow in a safer and higher quality manner and provide better waiting facilities for public transport users.

132 I also would like to note that the provision of car parks does not require people to use their vehicles for commuting purposes. In other words, residents may wish to have access to a car park and vehicle but not for regular trips to work or an educational facility. The provision of high quality and frequent public transport and the location of the site immediately adjacent to a major public transport route will enable residents and customers to avoid or reduce private vehicle use. Removing car parks may simply make it more difficult for people who wish to use public transport but also retain ownership of a car to live adjacent to the public transport network. They may, in effect, be forced to live further out and hence use the car on a more regular basis.

Ian Buckland

133 This submission raises similar concerns to other submitters with regard to

intersection safety, effects of parking on local streets and pedestrian safety. The submission has also made numerous suggestions to address some of these concerns, including:

- a) signalling the Grange Road / King Edward Avenue intersection;
- b) widening the cross hatching at Prospect Terrace;
- c) introducing additional traffic calming on Grange Road and Prospect Terrace;
- d) introducing residents only parking on-street; and
- e) providing a pedestrian refuge further east on Prospect Terrace.

134 I have considered each of these suggested mitigations and although some may well add value, I do not consider that they are necessary to mitigate any adverse effects of the proposal.

135 Furthermore, each would require the approval and support of Auckland Transport. As I have indicated earlier, the applicant is prepared to work with Auckland Transport to consider other measures as necessary as part of any detailed design if consent is granted.

Tim Goldfinch

136 The submission raises concerns relating to the lack of parking for the residential apartments and notes that there is no staff parking specifically identified for the supermarket.

137 As I have stated above, the proposal is fully compliant with respect to the required number of car parking spaces, bicycle parking spaces and loading spaces, as set out in Section E27.6.2 of the AUP(OP).

SUMMARY & CONCLUSIONS

138 When considering these submissions, it is clear to me that most of the concerns raised relate to the perception of effects relating to the proposed supermarket activity.

139 The proposal is located on a major transport corridor, and within the Business – Mixed Use Zone which adjoins the Business – Local Centre Zone that extends along both sides of Dominion Road to the north. All of this is surrounded by extensive

- residential development that continues to increase as urban intensification continues in line with the wider transportation objectives and policies of the Auckland region.
- 140 Most supermarket proposals I have assessed have been located on arterial road corridors. This proposal is no different.
- 141 One of the inevitable outcomes of any such intensification of mixed-use development will be the need to accept additional traffic on the road network, particularly during the weekday afternoon peak periods and on weekends. This issue is one that tends to go hand in hand with the Council's objectives of urban intensification throughout many parts of Auckland, and in this context increased peak period congestion cannot realistically be a reason for declining or slowing appropriate and anticipated urban developments such as that currently proposed on the subject site.
- 142 I consider that the location and nature of the proposal is therefore an appropriate one in terms of achieving an integrated land-use development that can achieve efficiencies in the transport movements associated with the different activities on the site, including the promotion of multi-purpose trips, pass-by trips, public transport usage, and walking and cycling.
- 143 While supermarket trips are regular, they can also be undertaken at a discretionary time. That is, customers can choose the time of day or week when they visit the supermarket. Traffic congestion patterns during peak hours are likely to discourage some customers from travelling to the supermarket. As the congestion worsens, I expect that tendency will increase, and the affected customers will tend to travel at off-peak times. This discretionary characteristic is not shared to the same extent by other major traffic generators such as workplaces or educational facilities.
- 144 In that context, adding a new supermarket to the existing network may generate additional congestion in the immediate vicinity of the supermarket but will, overall, reduce traffic congestion. That is because those customers who live closer to the new site than to any existing supermarket will have the option of patronising a more convenient site and reducing their vehicle travel. Put another way, a new supermarket does not generally add to the total number of customers or purchases in the market. Instead, it makes those trips more convenient for a portion of the public.
- 145 Whilst any increase in traffic on the local roads may be undesirable for many residents, the ever-increasing density of development occurring and being promoted through the Unitary Plan means that the commercial activities on Dominion Road

that are there to serve the surrounding residential areas must be served by a complete road network that includes residential roads and not just major arterial roads. Many of the customers visiting the proposed supermarket will be drawn from the surrounding residential areas, and it is expected and acceptable for these customers to use the local residential roads to gain access to the site. In fact, the planning controls that exist in relation to direct vehicle access along Dominion Road effectively mean that all vehicle access is by necessity confined to the side roads.

146 Based on the analyses described in the ITA, and the further information I have presented in this evidence, the following conclusions can be made in respect of the proposal:

- a) I have reviewed the concerns raised in submissions. I am satisfied that my assessment adequately addresses the transport effects relating to the proposal.
- b) The proposed mitigations that I have recommended within the ITA and my evidence, together with the draft set of conditions set out in the AEE, will address and manage any adverse effects that may occur because of the proposal.
- c) I have reviewed each of the alleged deficiencies raised regarding the ITA and consider that none of these make any material difference to my assessment. I have further explained and clarified these matters where I have felt necessary based on my review of the submissions.
- d) Overall, I consider that the traffic engineering effects of the proposal can be accommodated on the road network without compromising its function, capacity, or safety.



Todd James Langwell

Traffic Planning Consultants Ltd

23 June 2021