

Comment on the Dominion Road Mixed-use Development Application

**1. Contact Details**

Please ensure that you have authority to comment on the application on behalf of those named on this form.

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All sections of this form with an asterisk (\*) are mandatory.

**2. \*We will email you draft conditions of consent for your comment**

√	I can receive emails and my email address is correct	<input type="checkbox"/>	I cannot receive emails and my postal address is correct
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**3. Please provide your comments on this Application**

1. Thank you for the opportunity to provide further comment on the Dominion Road Mixed Use Development. Auckland Transport has reviewed the 'Memorandum of Counsel to Provide Further Information to Expert Consenting Panel in Response to Minute 8' prepared by Ellis Gould Lawyers, Auckland, dated 13 August 2021, the 'Evidence of Todd Langwell on Behalf of Pudong Housing Development Company Ltd, Foodstuffs North Island Ltd, and Silk Road Management Ltd' dated 13 August 2021, and the 'Correction to Evidence of Todd James Langwell on Behalf of Pudong Housing Development Company Ltd, Foodstuffs North Island Ltd, and Silk Road Management Ltd' dated 13 August 2021' dated 17 August 2021.
2. As directed by the Panel, the Applicant has now considered signals at Prospect Terrace, investigated signal phasing to resolve traffic related effects, assessed signals at the Grange Road intersection (referred to as Scenario E) compared to Prospect Terrace, and completed analysis of unreleased vehicles and the effect of such, on the network.
3. Auckland Transport notes the Panel seeks responses and advice in relation to Scenario D (Optimised) and Scenario D (Refined), as outlined in Mr Langwells' evidence.  
  
Scenario D (Optimised)
4. 'Optimisation of Scenario D' is a revised version of the original proposed Scenario D (traffic signals at Prospect Terrace), that has been undertaken by Flow Transportation Specialist. This includes model coding of the site accesses and route choices, correction of mismatch between demand and turning movement available between the development and Burnley Terrace, layout at the signalised Prospect Terrace intersection and retaining Grange Road as a single-lane approach. This 'optimised' Scenario D uses the same trip generation as set out in the original Scenario D. Scenario D (Optimised) has the following results:
  - Better performance during the Saturday peak for northbound buses and general traffic, but southbound journeys are greater when compared to Scenario B;
  - Improvement in the performance of the Prospect Terrace approach, with lower delays and shorter maximum queues, when compared to Scenario D in the original ITA;

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- Higher delays and queue lengths on Grange Road (average and maximum queue lengths are about double when compared to Scenario B and the Scenario D from the original ITA), but this only extends as far as the access to the Level 00 car park on Grange Road.

#### Scenario E – Grange Road Signals

5. The Applicant has reviewed the option of signals at the Grange Road intersection and has noted the following results:
  - Scenario E would result in side road queues on Prospect Terrace, blocking back passed the development;
  - This scenario would, however, perform better than Scenario D (Optimised) on the Saturday (except for the right turn movement from Grange Road);
  - There is very little difference between Scenario D (Optimised) and Scenario E, at the Thursday PM peak.
6. Mr Langwell has concluded that Scenario E does not provide any significant added benefit over Scenario D (Optimised). The journey times along Dominion Road are similar and side road delays and queues are much larger if Grange Road were to be signalised. The following comments will focus on Scenario D (Refined), as this is what is now being proposed by the Applicant.

#### Scenario D (Refined)

7. Scenario D (Optimised) was run with lower development trip generations to create Scenario D (Refined), based on *“alternative assumptions on the proposed development traffic that better reflect the high public transport accessibility, mixed use nature of the development and prevailing conditions of the Dominion Road corridor”*, as recommended by Beca.
  8. The reduced trip generations result from the higher passer-by rate (40% for Thurs peak <-> 29% in the original ITA) and diverted trips (from the Countdown next door, 30% <-> 0% in the original ITA), and lower trip rates for the residential activities during the Thursday PM peak. The refined model shows the following:
    - Journey times during the Thursday PM peak period for both buses and general traffic are consistently lower than Scenario B;
    - Journey times for buses northbound during the Thursday PM peak are shorter, compared to both the base + consented and Scenario B (330 seconds for Scenario D (Refined) compared to 344 seconds for the base + consented and 395 seconds for Scenario B);
    - Southbound bus journeys, however, on the Thursday peak are longer compared to Scenario B (199 seconds compared to 216 seconds Scenario B, and 201 seconds for base + consented);
    - Scenario D (Refined) would result in longer side road queues compared to Scenario B, but performs better than Scenario D (Optimised);
    - Scenario D (Refined) records increases in southbound flows for both buses and general traffic on Saturdays. For general traffic northbound, the increase is from 217 seconds (base + consented) to 456 seconds (Scenario D (Refined)) and for southbound traffic 140 seconds (base + consented) to 229 seconds (Scenario D (Refined));
    - The increase for buses at the Saturday peak northbound is from 259 seconds (base + consented) to 508 seconds (Scenario D (Refined)) and for southbound from 211 seconds (base + consented) to 291 seconds (Scenario D (Refined)). The travel time for buses on Saturday is an improvement under Scenario D (Refined) when compared to Scenario B (515 seconds northbound and 214 seconds southbound).
  9. In signalling Prospect Terrace, as now proposed by the Applicant, significant and unacceptable effects will, however, result due to the increase in travel times for buses along Dominion Road on a Saturday (northbound bus travel times on Saturdays almost double (508 seconds), compared to the base + consented travel time (259 seconds) and increase from 211 seconds to 291 seconds southbound). Northbound buses will experience a delay of 4 minutes 15 seconds and over a minute delay for southbound buses (1.3 minutes). Auckland Transport notes that these delays are significant. 'Table 3: Journey Times Results' in 'Attachment 2: Modelling Results' of Mr Langwell's evidence, illustrates this point, and the significant public transport delays generated by the development.
  10. Additional journey time may negatively impact customer experience and result in decreased patronage which would not be aligned to local and national strategic directives to increase public transport use. Additional journey time may also result in an increase in cost, due to longer journey times, as in-service hours make up a large portion of cost. This would result in the need to have extra buses (extra maintenance and faster depreciation) and more drivers (which there is a critical shortage of) on the road to maintain the current timetable. The current timetable operates a frequent service and a significant delay would make a material impact to the timetable (over 4 minutes northbound and over a minute southbound). In order to mitigate the effect of delays to buses on Saturdays, the Applicant would need to implement bus lanes to prevent these travel delays.
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11. In addition to public transport delays, general traffic will also experience delays on Saturdays in the modelled area, with an increase from 217 seconds (base + consented) to 456 seconds (Scenario D (Refined)) for northbound traffic and 140 seconds (base + consented) to 229 seconds (Scenario D (Refined)).
  12. In considering the effects caused by the development (delays to public transport and general traffic) the Project would not contribute to a well-functioning urban environment to help to achieve the purpose of the COVID-19 Recovery (Fast Track Consenting) Act 2020 (19(d)(iii)), and nor would it achieve an integrated transport network (E27.2 Objective (2)), provide for the long-term needs of the community or minimise adverse effects (E38.2 Objective (2) of the AUP(OP).
  13. In principle, Auckland Transport accepts the findings in the additional modelling analysis carried out by Flow Transportation Specialists (dated 12 August 2021) and the Beca Memorandum (dated 13 August 2021), noting the changes made as part of the Scenario D (Optimised) model are plausible. Most of the assumptions in Scenario D (Refined) are well-supported by data (e.g. higher passer-by %, use of lower residential trip rates during the weekday PM peak, correction of GFA).
  14. In practice, the new signalised intersection at Prospect Terrace/Dominion Road, will be operated in a way that minimises the delay to the main movements on Dominion Road (and hence the buses), at an expense of the side street performance. Auckland Transport requests that a sensitivity test be run with the signal phasing and timing adjusted to result in a level of travel time performance along Dominion Road that is similar to the Base + Consented scenario. This will give a true extent of the delay and queuing that would happen on Prospect Terrace and at the development accesses.
  15. At multiple places in Mr Langwell's evidence, he notes "improvements" in performance in Scenario D (Optimised) and Scenario D (Refined). It should be noted that these are improvements with respect to the original Scenario D from the ITA, not with respect to the Base + Consented. This needs to be clarified to avoid ambiguity.
  16. Signal plan information has not been provided by the Applicant. Given the signal assumption is a key input to the Scenario D model, Auckland Transport asks that this information be provided prior to any decision being made on the consent, so that we can check if the signal plan has allowed for sufficient pedestrian crossing times (and frequency), and clearance for pedestrians and bus movements and to understand the implications for bus movements and pedestrian safety. The effects need to be understood to determine whether they are significant or not and whether mitigation measures may address the effects.
  17. Paragraph 56 of Mr Langwell's evidence suggests the introduction of bus lanes on weekends. This will require the removal of parking over a significant length of Dominion Road, impacting the local businesses without due consideration. The proposed development will bring forward demand for a bus lane, due to the delays incurred on a Saturday as a result of the development. Without the introduction of a bus lane, the delays experienced on a Saturday will be significant for public transport users.
  18. Auckland Transport, therefore, requests that the Applicant undertake the relevant assessment to support the design and provision for weekend operating bus lanes to address the effects to buses (Saturday delays) as shown in 'Table 3: Journey Times Results' in Attachment 2: Modelling Results of Mr Langwell's evidence. This information should be supplied now, prior to granting of the consent and could be agreed as part of expert conferencing. The Applicant should determine:
    - The extent of bus lane required along Dominion Road and the potential effects of the loss of parking;
    - The hours the bus lane will need to operate for, and whether it should operate both Saturday and Sunday. This will depend on the modelling assumptions of how the traffic signals operate;
    - Provide plans for the length of the bus lane, a signalised intersection plan and details of appropriate line-marking and signage layout for the bus lanes on Dominion Road;
    - Incorporate the appropriate legal markings for bus lanes as per the Auckland Transport standard, which includes the 50m mark after which general traffic may enter a bus lane in order to turn left into side-roads, and associated signage; and
    - Correct signage detail reflecting the extended (with weekend) operating times needs to be included in these plans.
  19. Auckland Transport considers that signalisation of Prospect Terrace and operation of the extended bus lane should be required to be in place prior to, or coincide with, the opening of the proposed supermarket development to mitigate the pedestrian safety and public transport delays generated by the Project. Without the extended bus lanes, the effects are considered significant and unacceptable. The Applicant should provide evidence to Auckland Council of a resolution report being approved for the traffic signals
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and the extended bus lane (length along Dominion Road and hours) as a condition of consent prior to the operation of the supermarket.

20. A resolution report to add signals and extend the bus lanes would need to be approved by the Auckland Transport Traffic Control Committee, in order to legalise the alterations. Any changes to the transport network require approval from Auckland Transport under section 330 of the Local Government Act 1974 and must also meet the requirements set under Auckland Transport's Traffic Bylaw 2012. There is no guarantee that the resolution will be passed, and without the introduction of the signals and bus lane to mitigate the effects generated by the development (pedestrian safety and delay to public transport) such matters are considered significant and must be addressed. If the Applicant does not add bus lanes to avoid public transport delays on the weekend, the effects would not be mitigated. In addition, the Panel would need to determine whether the addition of a bus lane at the weekend (removing parking) would result in the need for consultation with affected parties such as adjacent businesses prior to consent approval. The resolution process would also require consultation with businesses affected by the changes.
21. Auckland Transport notes the further information related to vehicle access into the site, with updates to the design of each exit lane from the site. Compliant visibility splays are now proposed to be provided and reduced width for the two vehicle crossings serving the Level 00 car park, with a 2m pedestrian refuge traffic island separating the rear service lane and residential access is proposed. The crossing onto Prospect Terrace will be 6m wide now complying with the AUP(OP) and the Grange Road crossing will be 6.3m (0.3m wider than the permitted AUP(OP) width). This is a minor infringement and if the Applicant has demonstrated the additional width is required for vehicle tracking, the width is considered appropriate.
22. Auckland Transport considers that the proposal to signalise Prospect Terrace does address the reduced level of safety raised as a concern under Scenario B originally proposed, noting that the mitigation package now proposed by the Applicant includes:
  - a) Signalising the Prospect Terrace intersection to separate turning movements from through movements along Dominion Road;
  - b) Including signalised pedestrian crossings with protective phasing across each road of the intersection;
  - c) Maintaining a single lane approach and introducing a raised table at the Grange Road intersection to minimise the crossing distance for pedestrians and manage the speed of approaching vehicles;
  - d) Updated designs of each access point to and from the site to include appropriate visibility splays;
  - e) Minimising the width of each access point and therefore crossing distance for pedestrians;
  - f) The introduction of a traffic island separating the rear service lane and residential access; and
  - g) The introduction of zebra markings across each access point to further highlight the priority on the footpath for pedestrians.
23. The signals proposed at Prospect Terrace would help with pedestrian safety, particularly given Prospect Terrace is being widened. It is not clear from the application material whether the Applicant is proposing removing the existing mid-block pedestrian crossing on Dominion Road. Clarity on this point is required to understand whether the pedestrian crossing facility has been taken into account in terms of modelling (if remaining in place).
24. Regarding the Grange Road intersection, this is not being widened to allow separate left turn and right turn exit lanes on Dominion Road, which is supported from a road safety perspective. The positioning of the raised table needs to be refined and the final location and delivery of the table at the Applicant's expense, should be agreed upon as a condition of consent. The Applicant should be required to provide a raised table (location agreed in consultation with Auckland Transport), prior to s224(c) or the operation of the supermarket (whichever is earlier). Vehicles turning into Grange Road may block the bus lane, as vehicles turning in may give way to pedestrians crossing. An improved location, therefore, would be to move the crossing back 5m, to prevent vehicles from stopping across the bus lane.
25. The Applicant has suggested that the Panel could require further collaboration, via consent condition, to determine whether Grange Road, Prospect Terrace or both intersections be signalised. Auckland Transport, however, considers that there are details needing to be supplied by the Applicant and agreed now, ahead of consent being granted. Namely, a sensitivity test for the midday peak, a signal plan, details of a weekend bus lane and confirmation on whether the existing pedestrian crossing on Dominion Road will remain (or not). These details could be worked through as part of expert conferencing or a further exchange of written material through the Panel.
26. Should the Panel be minded to grant consent, Auckland Transport would welcome the opportunity to review and comment on any proposed conditions of consent. The requirements set out in the previous Auckland Transport response to the Panel (16 June 2021) in relation to Engineering Plan Approval, Auckland Transport as Road Controlling Authority, section 330 of the Local Government Act 1974,

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Auckland Transport's Traffic Bylaw 2012, a Resolution Report, vehicle crossing permits, and Corridor Access Request (CAR), remain relevant to the updated proposal.

27. In addition to the abovementioned matters, the following conditions of consent are suggested by Auckland Transport, to require the proposed signals, the bus lanes and the resolution for changes to the transport network:

**Construction Traffic Management Plan**

28. *Prior to the commencement of any works on the site, the consent holder shall submit to and have approved by the Council, a Construction Traffic Management Plan (CTMP) The CTMP shall be prepared in accordance with the Council's requirements for traffic management plans or CTMPs (as applicable) and New Zealand Transport Authority's Code of Practice for Temporary Traffic Management and shall address the surrounding environment including pedestrian and bicycle traffic. No construction activity shall commence until the CTMP has been approved by the Council and all construction traffic shall be managed at all times in accordance with the approved CTMP.*

**Engineering Plan Approval**

29. *The engineering plans shall include but not be limited to the information regarding the following engineering works:*
- *Detailed design of the traffic signals and associated works at the Dominion Road and Prospect Terrace intersection to be vested in the Council including intersections, parking, vehicle crossings, pedestrian crossings and footpath in accordance with Drawing: 16316 - SIJ - (1) prepared by TPC.*
  - *Detailed design of extended bus lanes.*
  - *Vehicle crossings.*

*In addition to the standard set of design plans included in this consent, the following specific matters shall be addressed through appropriate design drawings as part of Engineering Plan Approval: traffic signals at the Prospect Terrace/Dominion Road intersection and the extension of the bus lane on Dominion Road.*

30. *An engineering completion certificate certifying that the proposed signals, bus lane changes and raised table on Grange Road to be vested in Auckland Council have been constructed in accordance with EPA requirements must be provided in support of the section 224 (c) certificate application for the development.*

**Traffic Mitigation Conditions**

31. *The consent holder shall be responsible for the installation of the traffic signals and associated works at the Dominion Road and Prospect Terrace intersection in accordance with Drawing: 16316 - SIJ - (1) prepared by TPC, the raised table on Grange Road and the extended bus lane (details to be confirmed).*
32. *The scheme / detailed design for the traffic signals and associated works at the Dominion Road and Prospect Terrace intersection is subject to Auckland Transport's approval including confirming the extent of changes to the bus lanes. The consent holder must design and construct the traffic signals and extended bus lane operation, in accordance with the requirements of Auckland Transport. Certification from a suitably qualified and experienced engineer that works have been satisfactorily undertaken must be provided when applying for a certificate under section 224(c) of the RMA.*

**Safety Audit**

33. *The consent holder will be responsible for arranging an independent safety audit of the scheme and/or detailed design by a qualified traffic engineer as agreed with Auckland Transport.*

**Prospect Terrace Signals**

34. *Prior to the commencement of trade associated with the supermarket, the consent holder shall install the traffic signals and associated works at the Dominion Road and Prospect Terrace intersection as identified in Drawing: 16316 - SIJ - (1) prepared by TPC.*

**Avoid Damaging Assets**

35. *Unless specifically provided for by this consent approval, there shall be no damage to public roads, footpaths, berms, kerbs, trees, drains, reserves or other public asset as a result of the earthworks and construction activity. In the event that such damage does occur, the Council will be notified within 24 hours of its discovery. The costs of rectifying such damage and restoring the asset to its original condition shall be met by the consent holder.*

**Crossing and Footpaths**

36. *All new vehicle crossings shall be designed and formed to Auckland Transport Design Manual. This shall be undertaken at the consent holder's expense and to the satisfaction of the Council.*

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Advice Notes

37. *The consent holder will be responsible for ensuring any permanent traffic and parking changes within the road reserve (e.g. installation of No Stopping at All Times (NSAAT) restrictions and changes to the bus lanes) resulting from the development complete the necessary Traffic Control Committee (TCC) resolutions. The resolutions, prepared by a qualified traffic engineer, will be approved by Auckland Transport's Traffic Control Committee so that the changes to the road reserve can be legally implemented and enforced. The resolution process may require public consultation to be undertaken in accordance with Auckland Transport's standard procedures. It is the responsibility of the consent holder to prepare and submit a permanent Traffic and Parking Changes report to Auckland Transport's Traffic Control Committee for review and approval. Further information on the resolution process can be found in the following the link: <https://at.govt.nz/about-us/working-with-at/traffic-and-parking-controls>.*
  38. *It will be the responsibility of the applicant to determine the presence of any underground services that may be affected by the applicant's work in the road reserve. Should any services exist, the applicant shall contact the owners of those and agree on the service owners' future access for maintenance and upgrades. Services information may be obtained from <https://www.beforeudig.co.nz/>*
  39. *All work in the road reserve shall be carried out in accordance with the general requirements of The National Code of Practice for Utility Operators' Access to Transport Corridors <http://nzuag.org.nz/national-code/ApprovedNationalCodeFeb13.pdf> and Auckland Transport Design Manual <https://at.govt.nz/about-us/manuals-guidelines/transport-design-manual/>*
  40. *Prior to carrying out any work in the road corridor, the applicant shall submit to Auckland Transport a Corridor Access Request (CAR) and temporary traffic management plan (TMP), the latter prepared by a Waka Kotahi NZ Transport Agency qualified person and work shall not commence until such time as the applicant has approval in the form of a Works Access Permit (WAP). The application may be made through [MyWorksites.co.nz](http://MyWorksites.co.nz) and 15 working days should be allowed for approval.*
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