

**OAKURA FARM PARK LIMITED**

**PRIVATE PLAN CHANGE 48**

**IN THE MATTER OF**

The Resource Management Act 1991

**AND IN THE MATTER OF**

Private Plan Change 48 to the New Plymouth District Plan:  
Wairau Road, Ōākura Rezoning

**PANEL OF COMMISSIONERS**

Bill Wasley

Antione Coffin

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**EXPERT JOINT CONFERENCING WITNESS STATEMENT TO THE NEW PLYMOUTH DISTRICT  
COUNCIL HEARINGS PANEL**

**PLAN CHANGE 48 WAIRAU ESTATE TRAFFIC EFFECTS**

**16 JULY 2019**

**CONTEXT**

Proposed Private District Plan Change 48 – Rezoning of land at Wairau Road, Oakura from Rural Environmental Area to Residential Environmental Areas (proposed Residential A, C and Medium Density), proposed Rural Lifestyle Area, Open Space B and C Environment Area and Business C Environment Area with specific provision for subdivision and development.

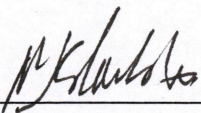
**INTRODUCTION**

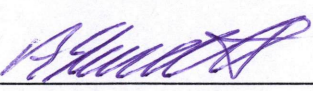
1. This joint signed report is written in response to the New Plymouth District Council's direction (893442, 10 June 2019) that requires experts seek to identify and reach agreement with the other expert witness(es) on the issues/matters within their field of expertise.
2. This joint witness statement relates to the conferencing topic of Traffic Effects. It is written in relation to the Private Plan Change 48 Wairau Road, Ōākura Rezoning

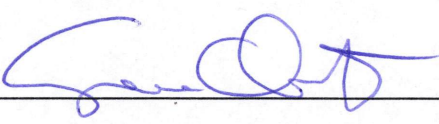
Request requested by Oakura Farm Park Limited ("OFPL") against the decision made by New Plymouth District Council ("NPDC").

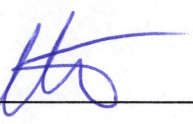
3. A conferencing meeting was held on 16 July. The facilitator was Dr. Louise Tester.
4. Participants in person at the conference were:
  - (a) Nicolas Gladstone (on behalf of Nicholas Gladstone, Matthew Peacock, Richard Shearer, Steven Looney and Wayne Looker)
  - (b) Andrew Skerrettt (on behalf of Oakura Farm Park Ltd.)
  - (c) Graham Doherty (on behalf of NPDC)
  - (d) Caron Greenough (on behalf of NZTA)
5. This joint statement is prepared in accordance with section 4.7 of the Environment Court Practice Note 2014.
6. It is confirmed that all present have read the Environment Court Practice Note 2014 – Code of Conduct and agree to abide by it.
7. In particular it is confirmed that all present have read the Environment Court Practice Note 2014 in respect of Appendix 3 – Protocol for Expert Witness Conferencing and agree to abide by it.
8. The Joint Witness Statement confirms the areas of agreement and disagreement recorded. All participants in the conferencing agree with that wording.

**EXPERT WITNESS AGREEMENT**

Nicholas Gladstone 

Andrew Skerrett 

Graham Doherty 

Caron Greenough 

Tuesday 16 July 2019



## CONFERENCING MATTERS

9. The following Joint Witness Statement signed by the experts include the following matters:

- Issues
  - a. Wairau Road and road resilience
  - b. Intersection of Wairau Road/State Highway 45 and intersection design
  - c. Underpass at Wairau Road and State Highway 45
  - d. New intersection with State Highway 45, Limited Access Road designation and safety requirements
  - e. Effects on wider Oakura transport network and Oakura Village, including Oakura School including traffic effects from cars turning into Donnelly Street from State Highway 45
  - f. Non-vehicular modes of transport
  - g. Consideration of the effects of the Oakura to Pukeiti Pathway in relation to this proposal
  - h. Internal roads within the development
  - i. Paper road connections to Wairau Road and Butlers Lane
  - j. Stormwater measures in road reserves
- Key facts and assumptions that are agreed upon by the experts;
- Methodology or standards used by the experts in arriving at the opinions and reasons for differences in methodology and standards (if any);
- Matters and issues that are agreed between the experts;
- Issues upon which the experts cannot agree and the reasons for their disagreement;
- Identification of published standards or papers relied upon in coming to their opinions, including identification of all material regarded by the experts as primary data;
- Confirmation that in producing the statement the experts have complied with the Code of Conduct for Expert Witnesses.



## CONFRENCING OUTCOMES

10. Appropriateness of the methodology used for assessing the actual or potential traffic effects of the proposal.

GD stated that limited analysis has taken place on the impact on the road network, if a roundabout was not put in place as a traffic solution. Analysis was limited to an assessment of traffic volumes.

CG and GD commented on the absence of an assessment of safety for the Upper Wairau Road part of the intersection, which impacts on the ability to make informed opinions about the appropriateness of proposed solutions.

CG and GD proposed that residual safety issues have not been addressed by the current assessment.

11. Adequacy of existing information to make an informed assessment, including technical modelling and Traffic Impact Assessment.

CG, GD and NG said that the Traffic Impact Assessments (TIA) do not cover multiple modes of transport and do not fully address safety issues for the proposed Wairau Road intersection and SH45 intersection.

Experts agree that there is not enough information on the overall future impact of the FUD and that the intersection design was based on the higher rate of overall development (as detailed in Report 1 Wairau Estate Traffic Impact Assessment, 2017).

Experts agree that the inclusion of a roundabout was based on the proposed Plan Change lot numbers (399) and the FUD development lot number (601).

CG stated that the Limited Access road on SH45 has not been addressed in TIAs. This is an important consideration for NZTA policy. The tests for granting limited road access have not been addressed.

NG highlighted the lack of information about pedestrian counts was a gap when trying to assess the efficacy of the proposed solutions for pedestrians.

GD confirmed with AS the traffic volume split assumption of 60% and 40% between the two intersections. GD asserted that the Plan Change should ensure achievement of the traffic split as proposed in Report 2 (Private Plan Change 48 Assessment of SH45, 2019) through the distribution of the lot allocation and internal road network.

CG, GD and NG sought clarification as to the matters that were included in Report 1 (Wairau Estate Traffic Impact Assessment, 2017) and Report 2 (Private Plan Change 48 Assessment of SH45, 2019). The table below provides the clarification.

Report 1 (Wairau Estate Traffic Impact Assessment, 2017)	Report 2 (Private Plan Change 48 Assessment of SH45, 2019).
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Lot numbers – 399 (as per proposed plan change) plus FUD West development – additional 504 lots	Lot numbers – 399 (as per proposed plan change)
Traffic movements per day (per lot) – 8.5 vehicle trips (traffic measured on Wairau Road divided by existing households) and 10.4 vehicle trips (NZTA guidance)	Traffic movements per day (per lot) – 8.5 vehicle trips (traffic measured on Wairau Road divided by existing households).
Allowance for further development up Wairau Road, Iwi development at pa site and traffic movements into Pukeiti development	As per report one.
100% of traffic movements from Wairau Road plan change areas	60% in to and from Wairau Road 40% to and from SH45
FUD West movements allocated to Lower Wairau Road	Not considered
Roundabout proposed	Roundabout removed
Speed limit survey undertaken	No further speed survey undertaken

**For the Plan Change 48 area, all experts agree that the solutions should be assessed on the basis of a development of 399 lots using 8.5 daily trips per household per day.**

12. Description of the existing environment including traffic movements.

**All experts agree that traffic survey of vehicular movements of existing environment was adequate.**

**NG observed the absence of a pedestrian survey, proposing that one is needed to inform effective judgment regarding assumptions about the underpass and pedestrian movement needs.**

**Assessment of the actual or potential traffic effects of the proposal**

13. Wairau Road and road resilience.

- a. Key facts and assumptions that are agreed upon by the experts;

**All experts agree that two access points within the development will deliver more Wairau Road resilience.**

**GD, AS and CG agree that requirements under NZS4404 have not been considered.**

**All experts confirm that pedestrian movements and safety have not been adequately addressed in assessments, so question as to whether they have been provided for.**



- b. Methodology or standards used by the experts in arriving at the opinions and reasons for differences in methodology and standards (if any);

**No additional considerations to those matters addressed in paragraph 11.**

- c. Matters and issues that are agreed between the experts;

**All experts agree with the applicant's proposal regarding access, notwithstanding the need for additional design detail.**

**All experts agree that the road will require upgrade to ensure compliance with NZS 4404.**

**Experts agree that safety assessments for both proposed intersections are required.**

- d. Issues upon which the experts cannot agree and the reasons for their disagreement;

**CG and GD stated that land use scenarios and trip generation rates as discussed in section 11 have not been fully assessed.**

**CG, GD and NG propose that pedestrian and cycling movements from the access point to SH45 have not been adequately assessed.**

**CG and GD agree that the two access points may not be necessary based on intersection capacity.**

- e. Identification of published standards or papers relied upon in coming to their opinions, including identification of all material regarded by the experts as primary data;

**NZS 4404**

- f. Consideration of the relevant statutory matters;

**None identified.**

- g. Proposed and recommended measures to avoid, remedy or mitigate traffic effects.

**None identified.**

**14. Intersection of Wairau Road / State Highway 45 and intersection design**

- a. Key facts and assumptions that are agreed upon by the experts;

**Addressed in paragraph 11.**

- b. Methodology or standards used by the experts in arriving at the opinions and reasons for differences in methodology and standards (if any);

**No additional considerations to those addressed in paragraph 11.**



- c. Matters and issues that are agreed between the experts;

**GD, CG and AS agree that a roundabout may not be needed, but the current assessment does not adequately provide for this assumption.**

**All experts agree that residual safety issues need to be addressed, as highlighted by multi modal assessments and safety considerations.**

**All experts agree that moving the speed limit sign will not guarantee a change in driver behaviours and additional treatment measures are needed.**

**All experts agree that the roundabout will not adequately resolve speeding and other safety issues when the current approach speed is 70km (even though it is a 50km zone).**

- d. Issues upon which the experts cannot agree and the reasons for their disagreement;

**NG stated that the current westbound SH45 approach to the roundabout is of the order of a 12% uphill gradient, however AustRoads recommends that approaches to roundabouts should be no greater than 3-4%, with an uphill approach immediately adjacent to the roundabout being no greater than 2-3% over the length of one design vehicle. Experts agreed that sight line visibility requires more attention.**

**CG stated that the current 2D concept design has been designed to an approach speed of 60km per hour, with the current actual approach speed being closer to 70km. CG and GD agreed that the approach speed needs to be reduced to 50km.**

**Experts agree that the roundabout design does not meet the approach speed from the West. CG, NG and GD assert that the proposed roundabout design does not facilitate an informed assessment about the adequacy of its effect.**

**CG and GD propose that roundabout does not fit within the existing designation.**

- e. Identification of published standards or papers relied upon in coming to their opinions, including identification of all material regarded by the experts as primary data;

**Austrroads Part 4B (roundabouts).**

- f. Consideration of the relevant statutory matters;

**None identified.**

- g. Proposed and recommended measures to avoid, remedy or mitigate traffic effects.

**None identified.**

15. Underpass at Wairau Road and State Highway 45.

- a. Key facts and assumptions that are agreed upon by the experts;

**Underpasses are a safe option for non-vehicular movements.**

- b. Methodology or standards used by the experts in arriving at the opinions and reasons for differences in methodology and standards (if any);

**No additional considerations identified.**

- c. Matters and issues that are agreed between the experts;

**Any underpass construction must comply with CPTED standards.**

- d. Issues upon which the experts cannot agree and the reasons for their disagreement;

**CG and GD stated a concern over the appropriateness and necessity of an underpass and questioned whether it would discourage people from crossing the highway at grade level.**

**Concern about how to safely develop an underpass that encourages use of the underpass.**

**Information is inadequate and lack of assessment of design to appropriately assess this from an expert perspective.**

**Alternative safety measures could negate the need for the underpass.**

- e. Identification of published standards or papers relied upon in coming to their opinions, including identification of all material regarded by the experts as primary data;

**CPTED Guidelines**

**AustRoads Pedestrians and Cyclists Guidelines**

**Building Codes.**

- f. Consideration of the relevant statutory matters;

**None identified.**

- g. Proposed and recommended measures to avoid, remedy or mitigate traffic effects.

**None identified.**

16. New intersection with SH45, Limited Access Road designation and safety requirements.



- a. Key facts and assumptions that are agreed upon by the experts;

**Experts agree that design appears to conform to an AustRoads standard in a two-dimensional space.**

- b. Methodology or standards used by the experts in arriving at the opinions and reasons for differences in methodology and standards (if any);

**No additional considerations identified.**

- c. Matters and issues that are agreed between the experts;

**None identified.**

- d. Issues upon which the experts cannot agree and the reasons for their disagreement;

**CG stated that the proposed access onto SH45 does not meet NZTA criteria accessing onto limited access road.**

**GD commented that the new access point on SH45 will work if wider residual safety measures are addressed.**

**CG stated that the road section was part of the Boost Safety programme where it was highlighted as a risk area – but the residual issues have not been addressed.**

**CG, GD and NG agree that placement of speed signs also will not be sufficient to reduce speeds.**

**CG, GD and NG have not received information regarding the applicant's willingness to give up four existing access points so they cannot assess this matter.**

**AS stated that proposed SH45 access will address long term access needs, but other experts have not considered this because they have only assessed the Plan Change proposal.**

- e. Identification of published standards or papers relied upon in coming to their opinions, including identification of all material regarded by the experts as primary data;

**None identified.**

- f. Consideration of the relevant statutory matters;

**NZTA Planning Policy Manual.**

- g. Proposed and recommended measures to avoid, remedy or mitigate traffic effects.

**None identified.**



17. Effects on wider Oakura transport network and Oakura village, including Oakura School including traffic effects from cars turning into Donnell Street from State Highway 45

- a. Key facts and assumptions that are agreed upon by the experts;

**Experts agreed that there are State Highway issues which cannot and should not be fully addressed by the proposed Plan change, but there was disagreement as to the extent to which the Plan Change should address some of the highway issues.**

**Experts agree that safety may be affected and impacted across the wider area, but this has not been assessed.**

**The State Highway has the capacity to accommodate the proposed traffic growth.**

- b. Methodology or standards used by the experts in arriving at the opinions and reasons for differences in methodology and standards (if any);

**No additional matters identified.**

- c. Matters and issues that are agreed between the experts;

**Experts agree that further investigation is required to consider a separation of the pedestrian crossing on the State Highway away from Donnelly Street.**

**Form and function of the roading network, particularly SH45 is changing and the approaches to Wairau Road on SH45 needs to evolve.**

**Oakura School turn counts are based on current roll volumes, further information is needed about future school roll growth to better understand the impact on traffic.**

- d. Issues upon which the experts cannot agree and the reasons for their disagreement;

**AS proposed that a connection between Butler Street and Hussey Street would be useful to accommodate additional through traffic to alleviate the school traffic pressures.**

**NG stated that the TIA did not assess the impact of the development on the wider geographic area, so the full traffic effects were not fully considered and therefore not able to be quantified.**

**NG asserted that the SH45 right turn into Donnelly Street will pose a particular problem with increased traffic and pedestrian volumes arising from development. AS conducted vehicular traffic counts at Donnelly Street and proposed that traffic effects could be mitigated by a right turn bay.**

**NG stated that increased dwellings will place parking pressure that cannot be met without intervention from NPDC, particularly in the CBD and by the beach.**

**NG highlighted the lack of information about pedestrian counts as a gap when trying to assess the efficacy of the proposed solutions.**

**AS and GD propose a widening of the road on Donnelly Street between SH45 and Hussey Street could alleviate pressure from increased movements, although this has not been assessed in the TIA.**

- e. Identification of published standards or papers relied upon in coming to their opinions, including identification of all material regarded by the experts as primary data;

**No additional matters considered.**

- f. Consideration of the relevant statutory matters;

**None identified.**

- g. Proposed and recommended measures to avoid, remedy or mitigate traffic effects.

**Non identified.**

#### **18. Non-Vehicular modes of transport**

- a. Key facts and assumptions that are agreed upon by the experts;

**Pedestrian counts did not take place which has limited the extent of expert advice that could be given.**

**All experts agree that measures have been proposed to address movements between Upper and Lower Wairau Road (i.e. Underpass), but there is uncertainty about whether this will be effective.**

**Experts agree that the safety of vulnerable road users needs to be fully considered as part of any solution.**

- b. Methodology or standards used by the experts in arriving at the opinions and reasons for differences in methodology and standards (if any);

**No additional matters addressed.**

- c. Matters and issues that are agreed between the experts;

**None identified**

- d. Issues upon which the experts cannot agree and the reasons for their disagreement;



CG, GD and NG agreed that the proposal should look to support non-vehicular movements and seek to promote cycling and walking.

CG, GD and NG agreed that the intersection without compensatory provisions for cyclists and pedestrians is not sufficient and will not address increased movements resulting from the development and population growth.

AS stated, that the developer has tried to accommodate a range of non-vehicle movements, and it should not be their burden to respond to the wider issue relating to community non-vehicular modes of transport.

NG GD, and CG stated that vehicular movements are only addressed from the development to the village, and there has been no discussion about the non-vehicular network and continuity.

- e. Identification of published standards or papers relied upon in coming to their opinions, including identification of all material regarded by the experts as primary data;

**NZTA policy statement.**

- f. Consideration of the relevant statutory matters;

**None identified.**

- g. Proposed and recommended measures to avoid, remedy or mitigate traffic effects.

**None identified.**

19. Consideration of the effects of the Oakura to Pukeiti Pathway in relation to the proposal

- a. Key facts and assumptions that are agreed upon by the experts;

**Experts do not have sufficient information to fully assess how the Pukeiti Pathway proposal interfaces with Proposed Plan Change.**

**Experts agree that the safety of vulnerable road users needs to be fully considered.**

**Experts agree that the trip generation rate does not predict the increased number of cyclists arising from the Pukeiti Pathway proposal.**

- b. Methodology or standards used by the experts in arriving at the opinions and reasons for differences in methodology and standards (if any);

**Experts do not have access to the Taranaki Regional Council assessments so are unable to comment on the reliability of their methodology or the movement predictions.**

- c. Matters and issues that are agreed between the experts;



**Experts support the increased use of active modes of transport.**

**Experts agree that the development will increase walking and cycling but the design of the intersection needs to be cognisant of all modes of transport.**

**Experts agree that some cyclists will adequately use any new road configuration, but this has not been quantified to fully understand the effects.**

- d. Issues upon which the experts cannot agree and the reasons for their disagreement;

**None identified.**

- e. Identification of published standards or papers relied upon in coming to their opinions, including identification of all material regarded by the experts as primary data;

**None identified.**

- f. Consideration of the relevant statutory matters;

**None identified.**

- g. Proposed and recommended measures to avoid, remedy or mitigate traffic effects.

**None identified.**

#### **20. Internal Roads within the development**

- a. Key facts and assumptions that are agreed upon by the experts;

**Experts agree that internal roads are a matter for the subdivision and consenting process, notwithstanding earlier comments about the proportionality of traffic movements between the two proposed intersections.**

- b. Methodology or standards used by the experts in arriving at the opinions and reasons for differences in methodology and standards (if any);

**No additional matters identified.**

- c. Matters and issues that are agreed between the experts;

**None identified.**

- d. Issues upon which the experts cannot agree and the reasons for their disagreement;

**None identified.**

- e. Identification of published standards or papers relied upon in coming to their opinions, including identification of all material regarded by the experts as primary data;

**None identified.**

- f. Consideration of the relevant statutory matters;

**None identified.**

- g. Proposed and recommended measures to avoid, remedy or mitigate traffic effects.

**None identified.**

#### 21. Paper road connections to Wairau Road and Butlers Lane

- a. Key facts and assumptions that are agreed upon by the experts;

**Experts agree that that the paper road connections are between Wairau Road and Donnelly Street and Hussey Road and Butlers Lane.**

- b. Methodology or standards used by the experts in arriving at the opinions and reasons for differences in methodology and standards (if any);

**No additional matters identified.**

- c. Matters and issues that are agreed between the experts;

**Experts agree that the pedestrian link between Wairau Road and Donnelly Street needs to be assessed and considered as a non-vehicular route.**

- d. Issues upon which the experts cannot agree and the reasons for their disagreement;

**None identified.**

- e. Identification of published standards or papers relied upon in coming to their opinions, including identification of all material regarded by the experts as primary data;

**None identified.**

- f. Consideration of the relevant statutory matters;

**None identified.**

- g. Proposed and recommended measures to avoid, remedy or mitigate traffic effects.

**None identified.**

22. Stormwater measures in road reserves

- a. Key facts and assumptions that are agreed upon by the experts;

**None identified.**

- b. Methodology or standards used by the experts in arriving at the opinions and reasons for differences in methodology and standards (if any);

**No additional matters identified.**

- c. Matters and issues that are agreed between the experts;

**Experts agree that consideration needs to be given to ensuring that the proposed culvert under SH45 can adequately accommodate increased run-off from the road reserve.**

**Experts agree that this risk should be addressed by Hydraulic Experts.**

- d. Issues upon which the experts cannot agree and the reasons for their disagreement;

**GD stated that there is an assumption that stormwater runoff from the roads will be dealt with by rain gardens. If this does not work, there is a risk of flooding on the State Highway.**

- e. Identification of published standards or papers relied upon in coming to their opinions, including identification of all material regarded by the experts as primary data;

**None addressed.**

- f. Consideration of the relevant statutory matters;

**None addressed.**

- g. Proposed and recommended measures to avoid, remedy or mitigate traffic effects.

**None addressed**

23. Measures to avoid, remedy or mitigate effects

**Experts proposed an integrated package of measures to include the following:**

- a. **Addressing and lowering the approach speed on the SH45.**



- b. If a roundabout is not developed, and once the speed has been reduced the right turn from Wairau Road could potentially be addressed by the investigation of a right turn pocket and merge onto the State Highway.**
- c. If a roundabout is developed additional assessment and design is required to ensure safety, sight line visibility and appropriateness for vulnerable road users.**
- d. Footpaths and other urban design treatments that expand the look and feel of the village, for example pedestrian refuges, planting, lighting and crossings are needed, taking account of all modes.**
- e. Investigate the removal of the access from SH45 taking into account the agreed landuse and trip generation rates to determine the appropriate form of the Wairau Road/SH45 intersection i.e. roundabout or crossroads.**
- f. Provision of a shared pathway on the south side of SH45 from Donnelly Street and turning into Upper Wairau Road and connecting to an improved Upper Wairau Road at the development.**
- g. A pedestrian link between Wairau Road and Donnelly Street needs to be assessed if upgrading is required and considered as a non-vehicular route, taking into account the needs of vulnerable road users.**



**NPDC**

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