

Before the Hearings Panel
At Kapiti Coast District Council

**Statement of evidence of Colin Robert Shields on behalf Kāpiti Coast District
Council (Effects on Transport)**

Date: 19 August 2026

INTRODUCTION:

- 1 My full name is Colin Robert Shields. I am employed as a Senior Principal Transport Planner at Tonkin & Taylor Limited.
- 2 I have prepared this statement of evidence on behalf of the Kāpiti Coast District Council (Council) in respect of technical related matters arising from the private plan change request and the submissions and further submissions on the Private Plan Change 5 (PPC5) to the Kāpiti Coast District Plan (District Plan).
- 3 I am authorised to provide this evidence on behalf of the Council.

QUALIFICATIONS AND EXPERIENCE

- 4 I hold the qualifications of Master of Science in Transport Engineering from the University of Newcastle Upon Tyne (UK).
- 5 I have 38 years of transport planning and engineering experience gained within New Zealand and internationally, managing the appraisal, design, and delivery of a wide range of transport projects and providing transport planning inputs to the master planning, consenting (under the Resource Management Act 1991 (RMA)), design and delivery of residential, commercial and education land development projects.
- 6 I am a Chartered Professional Engineer (CPEng) with Engineering NZ and I am a Chartered Member of Engineering NZ (CMEngNZ).

Code of conduct

- 7 I have read the Code of Conduct for Expert Witnesses set out in the Environment Court's Practice Note 2023¹. I have complied with the Code

¹ <https://environmentcourt.govt.nz/assets/Practice-Note-2023-.pdf>

of Conduct in preparing my evidence and will continue to comply with it while giving oral evidence before the Environment Court. My qualifications as an expert are set out above. Except where I state I rely on the evidence of another person, I confirm that the issues addressed in this statement of evidence are within my area of expertise and I have not omitted to consider material facts known to me that might alter or detract from my expressed opinions.

INVOLVEMENT WITH THE PRIVATE PLAN CHANGE 5 (PPC5)

- 8 I have been involved with PPC5 since November 2024 when I was engaged by the Council to review a Transport Assessment (TA) report prepared by Mr Benner (dated 28 November 2024) on behalf of the applicant and submitted in support of the draft Plan Change application. I provided comments on the draft TA in December 2024 and subsequently met with Mr Benner in February 2025 to discuss my comments.
- 9 An updated version of the TA dated 18 April 2025 was submitted as part of the formal plan change application² and I provided my comments in my memo dated 30 May 2025³. As a result of this review, Council requested further information from the applicant and a revised version of the TA report dated 23 July 2025, including Attachment 1 (entitled '*SH1/Te Moana Rd Interchange Modelling*'), was submitted to Council for review⁴. I provided further comments on the revised TA to Council on 1 August 2025.
- 10 The 23 July 2025 version of the TA (including attachment 1) is included as items #09 and #10 of the applicants RFI responses within the PPC5

² [Transport Assessment, Proposed Private Plan Change \(100-110 Te Moana Road, Waikanae\), prepared by Luke Benner, 18 April 2025](#)

³ [Memo to Council - Private Plan Change request 100/110 Te Moana Road, Waikanae - Transport Review 30 May 2025](#)

⁴ [Updated Transport Assessment, July 2025](#)

submission. All references to the TA in subsequent sections of my evidence are to the 23 July 2025 version of the TA.

- 11 On 1 July 2026, Mr Benner sent me a copy of a Wellington Transport Operations Centre (WTOC) SIDRA model update note (WTOC note) dated 6 March 2026, which I understand was prepared based on the applicant's discussions with NZTA. On 7 July 2026 a meeting was held with Council and NZTA to discuss the NZTA review of the SIDRA modelling and NZTA provided me with copies of their reviews dated 11 June 2026 and 1 July 2026. At the time of preparing my evidence, I have not received any further comments from NZTA.
- 12 Following queries that I had with the WTOC note and modelling and further discussions I had with Mr Benner on 17 July 2026, Mr Benner provided me with an updated SIDRA model and Technical Note (v3.0) on 21 July 2026 and it is this version of the SIDRA model that I provide comments on in paragraphs 28 to 34. I have had further discussions with Mr Benner on 31 July 2026 and via email on 3 August 2026, regarding further queries and concerns I have with the information supplied and, at the time of preparing my evidence, I am awaiting a response.
- 13 Separately, I am also currently assisting Council with providing a transport response to the Substantive Application under the Fast Track Approvals Act by Waikanae North Developments Limited (WNDL) ⁵. This was lodged on 30 March 2026 for up to 1,201 residential dwellings and a commercial centre accessed from Peka Peka Road. As detailed in my evidence, I refer to WNDL since both PPC5 and WNDL applications include a capacity and safety assessment of the Te Moana Road/Expressway Interchange. In Appendix A, I provide an extract from Figure 3.3 of the WNDL ITA showing the location of WNDL in relation to the Te Moana Road/Expressway Interchange. In Appendix A, I also provide an extract from Attachment 1 of the TA showing the SIDRA

⁵ [Waikanae North Development](#)

model and relevant road names to highlight road names that I subsequently refer to. Appendix A also shows the location of the access to the Ngarara Development Area in proximity to the PPC5 site, which I also refer to.

SCOPE OF EVIDENCE

14 I provide below my assessment of whether the information within the 23 July 2025 version of the TA (including attachment 1) and the subsequent updated SIDRA model and Technical Note received on 21 July 2026, is sufficient and appropriate for plan change purposes and whether it enables a comprehensive evaluation of actual and potential effects. I also comment on the actual and potential traffic effects of the requested rezoning and measures to avoid, remedy or mitigate these effects.

15 My statement of evidence addresses the following matters:

- 15.1 Existing transport environment
- 15.2 Traffic generation and trip distribution
- 15.3 Cumulative assessment
- 15.4 PPC5 site access/Te Moana Road/Expressway Interchange
SIDRA capacity assessment
- 15.5 PPC5 site access
- 15.6 Te Moana Road network capacity
- 15.7 Road safety assessment
- 15.8 Sustainable transport
- 15.9 Compliance with District Plan requirements

15.10 Response to matters raised in submissions

15.11 Conclusion and recommendations

EXISTING TRANSPORT ENVIRONMENT

16 I have reviewed the assessment of the existing transport conditions provided in Mr Benner's TA and I confirm that they are an accurate description of the existing transport conditions.

TRAFFIC GENERATION AND TRIP DISTRIBUTION

17 I consider that the traffic generation and trip distribution assumptions for the site as detailed in section 7.1 of the TA are appropriate. The trip rate used of 0.85 two way vehicle trips per household per peak hour was derived from the RTA Guide to Traffic Generating Developments, which is an industry accepted source of trip generation rates. The WNDL Integrated Transport Assessment (ITA) uses a similar (albeit marginally higher, at 0.9) trip rate to that used in the PCC5 TA. I also note the trip rate used in the TA is higher than that observed from existing similar located residential developments across the Wellington region. For example in response to NZTA queries on the trip rate used in the WNDL ITA, the WNDL applicant provided 2023 observed trip rates at the Totara Park and Riverstone Terraces residential developments in Upper Hutt, which were considered to be similar sized suburbs, accessed off a single road connection. The data from these two locations indicated peak period trip rates in the range of 0.58 to 0.71 two way vehicle trips per household per peak hour. From other residential development consents that I have assisted Council with, observed residential trip rates from existing residential developments have been accepted ranging from 0.7 to 0.8 two way vehicle trips per household per peak hour. Observed trip rates are therefore lower than that used in the PPC5 TA and I am of the opinion that the trip rate used in the PPC5 TA is an appropriate trip rate to use.

18 As detailed in paragraph 50, I note that NZTA do not agree with the trip generation rate used in the TA, since they consider that the applicant should use a higher (1.2) trip rate based on Appendix 5 B.5 of the NZTA Planning Policy Manual. As evidenced in paragraph 17, I do not agree with the NZTA comments on trip rates since observed local data indicates trip rates are typically lower than that used in the TA. Furthermore, based on my experience assisting Council with residential development applications, these have all been subsequently consented using trip rates much lower than that suggested by NZTA. Therefore, I remain of the opinion that the applicant has used an appropriate trip rate in their assessment and applying the NZTA suggested trip rate would be an overly conservative approach.

CUMULATIVE ASSESSMENT

19 Section 6 of the TA indicates a cumulative assessment has been undertaken for up to 900 dwellings within the Ngarara Development Area Structure Plan (Ngarara Development Area), located immediately to the north of the plan change site, using trip generation information supplied by the Council. This equates to 578 and 744 vehicle movements during the AM and PM peak hours respectively. All of the Ngarara Development Area trips have been assumed to access Te Moana Road from Te Ara Kawakahia (which is an existing intersection located opposite the PPC5 site) and no account has been undertaken of other potential internal link road proposals within the Ngarara Development Area Structure Plan, such as a connecting road through to Ngarara Road.

20 The Ngarara Development Area is in the early stages of development with 350 dwellings either constructed or consented (but not as yet built) compared to the 900 dwellings within the approved Ngarara Development Area Structure Plan. The cumulative assessment could be considered to be a conservative assessment, but I consider that it is appropriate to do this from a transport assessment point of view at this plan change stage, since the the Ngarara Development Area is an

approved Structure Plan and the potential impacts of these 900 dwellings have therefore been previously considered and approved by the Council. Furthermore, it is possible that within the timescales of any resource consent applications being submitted for PPC5, the remaining 550 dwellings at Ngarara Development Area could be consented and built. I consider that if the cumulative assessment was undertaken assuming only the 350 dwellings constructed or consented (but not as yet built) then this could considerably underestimate the potential safety and capacity impacts of the PPC5 development traffic at the Te Moana Road/ Expressway interchange.

- 21 I am therefore of the opinion that the cumulative assessment undertaken within the TA is the most appropriate approach
- 22 The PPC5 cumulative assessment does not take into account the WNDL site. As indicated in the WNDL ITA, 35% of the total traffic from WNDL will route via Te Moana Road and the Expressway interchange and the ITA includes a SIDRA assessment of the Te Moana Road/Expressway Interchange. The WNDL SIDRA assessments do not take into account traffic flows from PPC5.
- 23 Given that both the PPC5 and WNDL proposals are not approved or consented, I consider that it is appropriate that the PPC5 assessment does not take into account WNDL and, likewise, that the WNDL assessment does not take into account PPC5. Should both PPC5 and WNDL be approved, then future resource consent applications for development within the PPC5 site would need to be considered as consented (and hence each included in their respective cumulative assessments) and their respective SIDRA modelling updated.
- 24 The WNDL SIDRA assessment was carried out independently of the PPC5 SIDRA assessment and there are a number of differing assumptions when compared to the PPC5 SIDRA assessments including:
 - a) Base year traffic flows upon which the respective SIDRA calibration and validation checks are based on are different. PPC5 uses existing traffic count and queue length data from September 2024

and WNDL uses data from July 2025. From my review of the base traffic flows within the PPC5 and WNDL SIDRA models, there are a few key AM and PM peak movements where the PPC5 base flows are lower than the WNDL base flows. Furthermore, the PPC5 base SIDRA model has been reviewed and updated based on comments from WTOC, whilst the WNDL base SIDRA model has not (although I have requested that it is reviewed). As a result, the PPC5 and WNDL base SIDRA models provide different results. I recommend that the applicant undertakes a review of the base flows used in the PPC5 SIDRA model, with those in the WNDL SIDRA model and updates the SIDRA base and future year models accordingly.

- b) Future year assessments are different. As detailed in paragraph 19, PPC5 does not specify what the future year is but adds traffic from 900 dwellings at Ngarara Development Area to the 2024 base flows. However, WNDL uses 2036 traffic flows directly from the Council's district wide KTM4 traffic model and it is understood this includes the Ngarara Development Area (and potentially other developments within the District) and the internal roads proposed as part of the Ngarara Development Area. At the time of preparing this evidence I am awaiting further details on the future year land use and infrastructure assumptions from WNDL and whether this has any material impact on the PPC5 future year assumptions.
- c) As well as the Te Moana Road /Expressway east and west intersections, the PPC5 SIDRA network includes Te Ara Kawakahia (which provides access to Ngarara Development Area) whereas the WNDL SIDRA model does not include this (and neither does it include the PPC5 site access which the PPC5 SIDRA model includes).

25 At this time, WNDL traffic generation and impacts have not been assessed for the purpose of evaluating the traffic effects of PPC5. However, given that the cumulative effects of the WNDL, PPC5 and future development within the Ngarara Development Area could be significant on the local and State Highway roading network, it is prudent to consider these cumulative effects. In the absence of this

PPC5, WNDL and Ngarara Development Area cumulative assessment, the remainder of my evidence provides comments on the PPC5 assessment as provided by Mr Benner.

PPC5 SITE ACCESS/TE MOANA ROAD/EXPRESSWAY INTERCHANGE CAPACITY ASSESSMENT

Background

26 The TA (and subsequent SIDRA modelling updates) has assessed the capacity and performance of the Te Moana Road/ Expressway Interchange using SIDRA, which is a computer-based modelling package which calculates intersection performance. The commonly used measure of intersection performance is vehicle delay and SIDRA determines the average delay that vehicles encounter and provides a measure of the Level of Service (LoS). I provide in Table 1 below a summary of the meaning of LoS criteria:

Table 1: LoS criteria

LoS	Description
A	Free flowing, good operation
B	Good with acceptable delays and spare capacity
C	Satisfactory
D	Approaching unstable flow, near capacity and noticeable delays
E	At capacity, unstable flow and incidents will cause excessive delays
F	Gridlock

27 LoS targets typically used within NZ for traffic signal intersections are a minimum LoS C, and also a LoS D is sometimes accepted during peak periods. When intersections are operating with a LoS E or F, delays can be excessive and improvements are typically required.

Base year assessment

28 The base year SIDRA model results presented in sections 3.2 and 3.3 of the TA and Attachment 1 have been superseded by an updated SIDRA model and Technical Note (v3.0) provided to me by Mr Benner on 21 July 2026. In terms of validation/calibration, I note the following when comparing queue lengths to that reported in section 3.3 of the TA, as summarised in Table 2 below:

Table 2 - Comparison of queue lengths from section 3.3 of TA with updated SIDRA

Approach	Observed queue length	TA SIDRA queue length	Updated SIDRA queue length
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AM Peak - East Intersection

Te Moana Road East	20m	13m	35.9m
Te Moana Road West	26m	31m	27.6m
Southbound off ramp	5m	3m	5.1m

AM Peak - West Intersection

Te Moana Road East	N/A	N/A	N/A
Te Moana Road West	30m	41m	58.7m
Northbound off ramp	N/A	N/A	N/A

PM Peak East Intersection

Te Moana Road East	25m	21m	60.5m
Te Moana Road West	N/A	N/A	N/A
Southbound off ramp	5m	3m	4.7m

PM Peak West Intersection

Te Moana Road East	25m	18m	15.4m
Te Moana Road West	23m	24m	35.9m
Northbound off ramp	30m	39m	45.1m

- 29 Section 3.3 of the TA concludes that “*on the whole it is considered that the base case SIDRA model scenarios generally align to how the interchange operates during the AM and PM peak periods*”. Based on the updated SIDRA, as demonstrated In Table 2 (and in particular with the queue lengths I have highlighted in bold), I consider that the model does not calibrate as well as that reported in the TA. Furthermore, as detailed in paragraph 24a there are some base flow movements collected in 2024, which are lower than those in the WNDL assessment which uses 2025 base data and hence this could negatively impact further on the overall LoS and the calibration/validation of the SIDRA model.
- 30 The updated SIDRA model indicates that in the AM peak the interchange operates with a LoS D or better on all approaches (except for a LoS E on the southbound off ramp left turn at the east intersection). In the PM peak the interchange operates with a LoS D or better on all approaches (except for a LoS E on the Te Moana Road east and on the northbound off ramp left turn at the west intersection).
- 31 The updated base SIDRA model highlights some concerns regarding its calibration/validation and indicates that the interchange is largely operating within capacity with a LoS D or better except on one approach in the AM peak and two approaches in the PM peak. As noted in paragraph 29, updates to the model using 2025 base flows could impact on these findings.

FUTURE YEAR ASSESSMENTS AND CUMULATIVE EFFECTS

- 32 The base year SIDRA model results presented in sections 3.2 and 3.3 of the TA and Attachment 1 have been superseded by the updated SIDRA

model and Technical Note (v3.0) provided to me by Mr Benner on 21 July 2026. At the time of preparing my evidence, updated NZTA comments on the PPC5 SIDRA modelling had not been received. Also, as detailed in paragraph 12 I had a number of queries on the updated SIDRA model, which I had emailed Mr Benner on 3 August 2026 and, at the time of preparing my evidence, I was awaiting a response to these. My main concern relates to an inconsistency with the PM peak movements in and out of Ngarara Farm Development which in the SIDRA model totals 532 vehicles. However, this traffic flow is circa 30% lower than the 744 vehicles indicated in section 7.1 of the TA and, as such, the LoS results for both of the future year scenarios is most likely to be worse than that reported by Mr Benner.

33 Notwithstanding the above, I am concerned with the capacity results from the predicted future year assessments for the scenarios with the base plus Ngarara Development Area flows and also the scenario with the base plus Ngarara Development Area and the PPC5 trip generation. The updated SIDRA assessments indicate a significant worsening in conditions for both of these future year scenarios as summarised in Table 3 below for the Ngarara Development Area scenario and Table 4 for the Ngarara Development Area plus PPC5 scenario:

Table 3 - Locations of LoS E or F - Ngarara Development Area scenario

LOS	E	F
AM peak	Northbound off ramp left and right turn (west intersection).	Te Moana Road east (east intersection) and Te Moana Road west (east intersection).
PM peak	None.	None.

Table 4 - Locations of LoS E or F - Ngarara Development Area plus PPC5 scenario

LOS	E	F
AM peak	Te Moana Road east left turn (east intersection). Southbound off ramp left turn (east intersection). Northbound off ramp left turn (west intersection).	Northbound off ramp right turn (west intersection). PPC5 right turn.

PM peak	Te Moana Road west (east intersection).	None.
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- 34 As demonstrated in Table 3, when compared to the base situation, the addition of the Ngarara Development Area flows results in several movements having a LoS E or F in the AM peak. Comparing the addition of the PPC5 development flows to the Ngarara Development Area flows (i.e. Table 4 compared to Table 3) indicates a larger number of approaches with a LoS E or F. The SIDRA assessments indicate that the addition of the Ngarara Development Area flows will increase delays beyond acceptable levels at the interchange and these delays will be worsened with the addition of the PPC5 development flows.
- 35 Based on this worsening of conditions at the interchange with the addition of PPC5, I consider that specific plan provisions are required to require the future developer/subdivider of the PPC5 site to undertake further SIDRA modelling. This will involve agreeing the scope of the modelling with Council and NZTA including base flows, future year/cumulative assessments methodology and SIDRA network coding. This modelling will assess the conditions with and without PPC5 and identify any operational/capacity issues. Mitigation measures to address these issues will need to be discussed and agreed with Council and NZTA and implemented and funded by the future developer/subdivider. As a guide, examples of potential mitigation measures (noting I have not discussed these with Council or NZTA) could include changes to traffic signal timings/phasing and widening of Te Moana Road to extend the lengths of the available turning lanes.

PPC5 SITE ACCESS

- 36 The updated SIDRA model has assumed a right turn bay into PPC5 for eastbound traffic on Te Moana Road. This right turn bay has been modelled in SIDRA whilst retaining the existing eastbound two lanes (an ahead lane and a left turn lane) at the interchange. In order to provide this right turn bay, widening on the south side of Te Moana Road

adjacent to the PPC5 site will likely be required (along with the future footpaths and crossings identified in Figure 12 of the TA). The existing eastbound and westbound on road cycle lanes on Te Moana Road at this location will also need to be retained.

37 I consider that specific plan provisions are required for the future developer/subdivider of the PPC5 site to deliver the PPC5 site access with a right turn bay coordinated with the active mode improvements proposed along and across Te Moana Road as detailed in paragraphs 42 to 43, as well as retaining the existing two eastbound traffic lanes at the interchange and the existing eastbound and westbound on road cycle lanes. The right turn bay design will also need to address the concerns raised by NZTA in their submission (S2) as detailed in paragraph 50, regarding closely spaced right turn bays that could potentially confuse drivers.

TE MOANA ROAD NETWORK CAPACITY

38 Table 5 below summarises the findings from section 7.1 of the TA in terms of vehicle and people movements on Te Moana Road:

Table 5 - Vehicle and people movements on Te Moana Road

	Vehicle Movements	People Movements (across all modes)
2024 Base flows	10,002	15,103
PPC5 flows	1,350	2,039
Ngarara Development Area flows	9,000	13,590
Total flows	20,352	30,732

39 Section 3.1 of the TA states that Te Moana Road is classified in the District Plan as a Community Connector and section 7.1 states that under the NZTA One Network Framework (ONF) *“a road with this classification would typically move in excess of 20,000 people”*. Based on Table 2 of the NZTA ONF Detailed Design V1.1 (dated September 2025), the TA would appear to be using the ONF highest movement

function of M1, which relates to roads that are of major importance in urban areas, within and between regions or nationally. I consider that Te Moana Road is more aligned to the ONF movement function M2 (i.e. roads linking main centres or significant destinations and travel hubs within a city/town or region) which has a scale of people movement of 10,000 to 25,000/day. Therefore, the people movement of 30,732/day indicated in the TA with both Ngarara Development Area and PPC5 would indicate that Te Moana Road would operate above its ONF people movement threshold adjacent to the Expressway interchange. This provides further evidence of my concerns regarding potential traffic capacity issues identified within the Te Moana Road/Expressway Interchange updated SIDRA capacity assessments.

ROAD SAFETY ASSESSMENT

- 40 Section 3.5 of the TA highlights that 10 out of the 12 crashes analysed within the TA near to the PPC5 site occur at the interchange with several rear end type crashes occurring between vehicles queueing as well as potentially a lack of understanding as to how the right turn filtering operates. Section 7.3 of the TA acknowledges that *“it is reasonable to expect that any increase in traffic volumes could increase the (safety) risk”*. I consider that the increased traffic and resultant delays and queues as predicted by the SIDRA modelling at this interchange could potentially increase the risk of more crashes at the interchange. Therefore, specific plan provisions are required for the future developer/subdivider of the PPC5 site to assess crash risk at the Te Moana Road/Expressway interchange as part of the TA at the time of resource consent application, and that measures to avoid or mitigate these risks be considered and determined at that time.

SUSTAINABLE TRANSPORT

Active modes

- 41 I consider that although the site is not within a reasonable walking distance of the town centre and train station, stage 2 of the site is at

the upper limit of a reasonable walking distance to bus stops.

Furthermore, the site is also within a reasonable cycle distance to the town centre and train station. However, footpaths, cycleways and pedestrian crossing facilities across Te Moana Road adjacent to the site are missing and, as detailed in section 3.5 of the TA, there appears to be an existing safety issue with cyclists on Te Moana Road.

42 Section 7.4 and Figure 12 of the TA identify footpath and crossing improvements which I agree will improve safety and accessibility conditions for pedestrians. In addition to the measures identified in Figure 12, Section 7.4 also acknowledges that the site access design will need to incorporate the existing westbound on road cycle lane. Furthermore, I would recommend that improvements are included for the south side of Te Moana Road from the site to the Expressway shared path to improve conditions for pedestrians and cyclists and crossing improvements of Te Moana Road to safely connect residents to the eastbound on road cycle lane.

43 I consider that specific plan provisions are required for the future developer/subdivider of the PPC5 site to design and deliver the sustainable transport measures identified in Figure 12 of the TA as well as improvements to the south side of Te Moana Road from the site to the Expressway shared path and crossing improvements of Te Moana Road to safely connect residents to the eastbound on road cycle lane.

Public Transport

44 Section 4.2 of the TA notes *“there are two bus stop pairs located within 350 metres of the plan change site which is considered to be within a 5 minutes’ walk of the site”*. It should be noted that 350m is the distance to the proposed site access and the distance to the bus stops is actually up to 730 m (9 minute walk time) for stage 1 of the site. This is in excess of the 400m/5 minutes threshold which I consider is a reasonable walk distance/time to a bus stop. Therefore, I do not consider that public transport is an attractive alternative to car use at

this site for Stage 1 and the walk distance to a bus stop for Stage 2 is at the upper limit of a reasonable walking distance to bus stops.

- 45 I consider that specific plan provisions are required for the future developer/subdivider of the PPC5 site to (as far as is reasonably practicable) provide safe and direct walking routes within the site to the bus stops on Te Moana Road.

COMPLIANCE WITH DISTRICT PLAN REQUIREMENTS

- 46 Section 8.1 of the TA provides a review of the site against objectives and policies within the Transport Chapter of the Kāpiti Coast District Plan and the appropriateness of these being applied at the consenting stage (should the Plan Change be granted). In respect of Transport objective DO-014, I note that the TA acknowledges that *“future development of the plan change site will enable measures to be introduced within the immediate road network that will mitigate any adverse effects for road users (both existing and new)”*. In regard to Transport Policy TR-P2, I note that the TA acknowledges that *“there is the opportunity for access to sustainable transport modes including walking, cycling and public transport to be fully enabled and enhanced through infrastructure enhancements that will be required during future subdivision of the site”*.
- 47 As detailed in paragraphs 36 to 37 and 40 to 45, a number of improvements to the road and active mode network have been identified as being required to mitigate the impact of PC5 and specific plan provisions have been identified to cover these effects. Furthermore, based on the trip generation indicated in section 7.1 of the TA, subdivision and development within the PPC5 site would be considered a ‘major traffic activity’ under Transport Rule 2 requiring a transport assessment at the consenting stage, with the Council having discretion over consistency with all District Plan transport policies.

RESPONSE TO MATTERS RAISED BY SUBMITTERS

Background

48 I have read and considered the submissions that relate to transport matters. I have provided my response to the submissions below and I indicate whether I agree or disagree with the various submissions, my reasons, and I comment on the implications, if any, for PPC5. Of the three submissions, it is noted that Submitter 2, (QEII National Trust) did not submit any transport related matters and Further Submission 1 (FS1) from NZTA was not transport related.

Fairway Oaks Drive Residents Partnership (dated 18 November 2025)

49 Submitter 1 (S1) states that no clear evidence has been presented showing the roading networks can support additional residential development without environmental degradation or cost transfer to ratepayers. As detailed in my evidence above, improvements to the Te Moana Road/ Expressway interchange are likely to be required (along with improvements for active modes) and I have identified that any improvements implemented and funded by the future developer/subdivider of the PPC5 site, are included as specific plan provisions.

NZTA (dated 20 November 2025)

50 Submitter 2 (S2), NZTA raised specific concerns relating to assumptions within the TA on trip generation, traffic growth and within the SIDRA assessments. As detailed in paragraph 12, I have not received any updated comments from NZTA and I have addressed NZTA concerns within my evidence.

CONCLUSIONS AND RECOMMENDATIONS

51 At the time of preparing my evidence there remains a number of outstanding queries with Mr Benner and comments from NZTA had not been received. Furthermore, discussions are ongoing with WNDL, Council and NZTA regarding the WNDL transport assessment and, at the time of preparing my evidence, these discussions had not concluded. Therefore, any impact of the outcome of these discussions on the PPC5 assessment is, at this stage, unknown. Notwithstanding the above, my evidence provides comments on the PPC5 assessment as provided by Mr Benner.

52 WNDL traffic generation and impacts have not been assessed for the purpose of evaluating the traffic effects of PPC5. However, given that the cumulative effects of the WNDL, PPC5 and future development within the Ngarara Development Area could be significant on the local and State Highway roading network, I consider it is prudent to consider these cumulative effects.

53 The results from the SIDRA modelling of the Te Moana Road/Expressway Interchange indicate that there are significant capacity issues (and potential resultant safety concerns) with PPC5 and the Ngarara Development Area traffic flows.

54 A number of improvements to the road and active mode network have been identified as being required to mitigate the impact of PPC5. Given the above, I recommend specific plan provisions are included requiring the future developer/subdivider of the PPC5 site to:

- Undertake further SIDRA modelling. This will involve agreeing the scope of the modelling with Council and NZTA on issues including base flows, future year/cumulative assessments methodology and SIDRA network coding. This modelling will assess the with and without PPC5 site and identify any operational/capacity issues. Mitigation measures to address these issues will need to be

discussed and agreed with Council and NZTA and implemented and funded by the future PPC5 developer/ subdivider.

- Assess crash risk at the Te Moana Road/Expressway interchange as part of the TA at the time of resource consent application, and that measures to avoid or mitigate these risks be considered and determined at that time.
- Design and deliver the sustainable transport measures identified in Figure 12 of the TA as well as improvements to the south side of Te Moana Road from the site to the Expressway shared path and crossing improvements of Te Moana Road to safely connect residents to the eastbound on road cycle lane.
- As far as is reasonably practicable, provide safe and direct walking routes within the site to the bus stops on Te Moana Road.
- Deliver the PPC5 site access with a right turn bay coordinated with the active mode improvements proposed along and across Te Moana Road, as well as retaining the existing two eastbound traffic lanes at the interchange and the existing eastbound and westbound on road cycle lanes. The right turn bay design will also need to address the concerns raised by NZTA in their submission (S2), regarding closely spaced right turn bays that could potentially confuse drivers.

55 Based on the trip generation indicated in section 7.1 of the TA, PPC5 would be considered a 'major traffic activity' under Transport Rule 2. This would require a Transport Assessment to be submitted at the consenting stage, with the Council having discretion over consistency with all District Plan transport policies.

56 Two submissions were received relating to transport matters and I have addressed each of these matters in my evidence.

57 In conclusion, based on the information before me, PPC5 is predicted to worsen traffic capacity and safety conditions at the Te Moana Road/Expressway Interchange and improvements to the active mode network on and across Te Moana Road are required. However, it is my opinion that the proposed PPC5 transport specific plan provisions that I have recommended, coupled with the existing District Plan provisions, are appropriate to address transport matters at the resource consent stage.

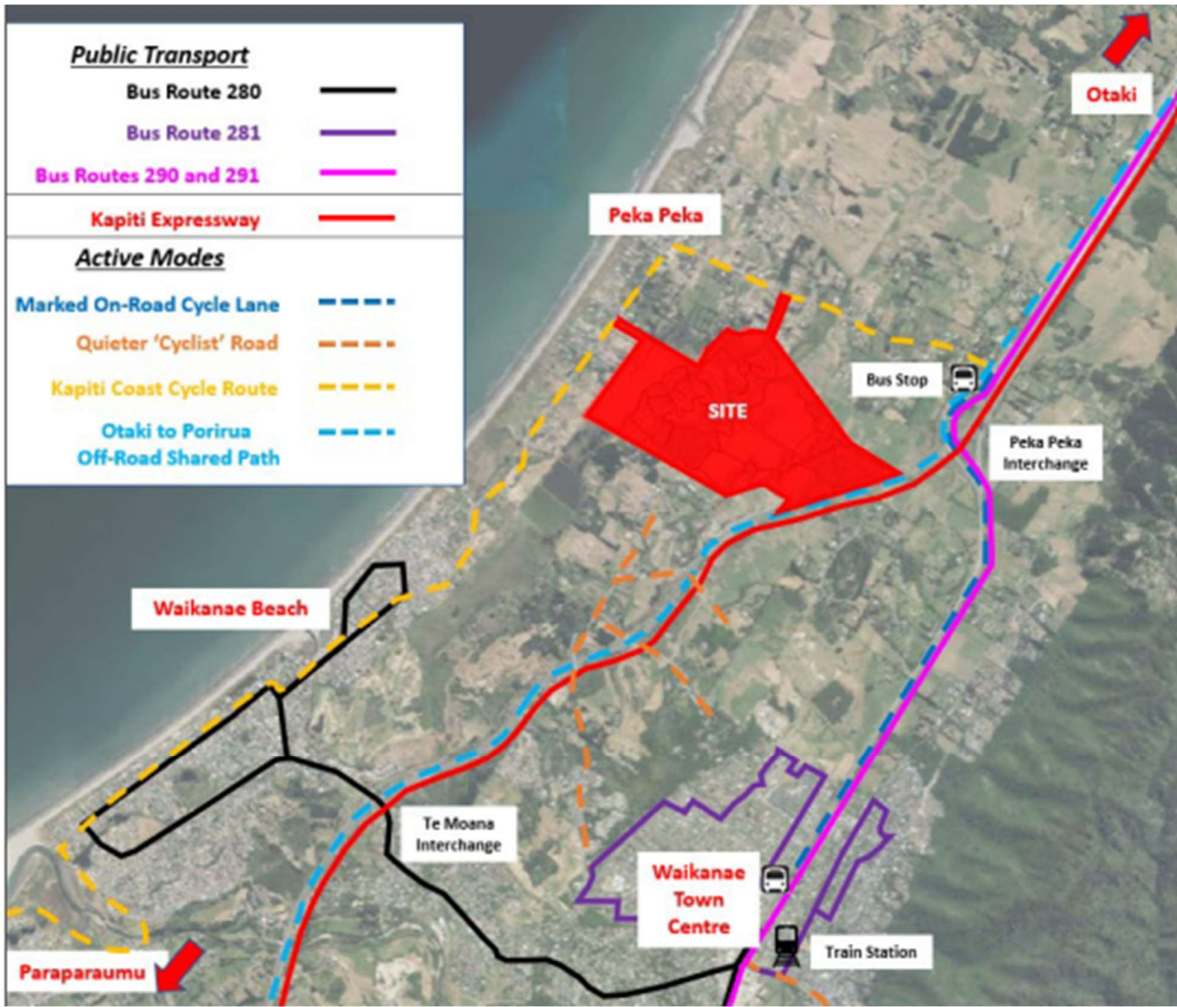
58 Therefore, on the basis of the above, I consider that the level of information available is currently sufficient to support rezoning from a transport perspective.

Date: 19 August 2026



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Colin Robert Shields

Appendix A - WNDL location and SIDRA model road naming



Source – Figure 3.3 of WNDL ITA

