

**Before the Independent Hearing Commissioner
At Wairarapa**

Under the Resource Management Act 1991 (the Act)

In the matter of an application for resource consent by Woolworths New Zealand Ltd to undertake demolition of a building, undertake new building, alterations, and additions and to establish a sign exceeding the maximum size within the Greytown Historic Heritage Precinct; establish an additional vehicle crossing to State Highway 2 (Main Street) Greytown and to undertake associated landscaping and site works.

Between **Woolworths New Zealand Limited**
Applicant

And **South Wairarapa District Council**
Consent Authority

**Supplementary statement of Terry Philip Church on behalf of Waka
Kotahi New Zealand Transport Agency**

Response to Minute 5

Dated 2 November 2023

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1 Introduction

- 1.1 On 20 October 2023, Woolworths New Zealand Limited (**‘Woolworths’**) provided its written closing legal submissions to the Commissioner. The closing submissions include an amendment to the application and attached a revised crossing design and plan prepared by Mr Leo Hills.¹
- 1.2 The revised changes to the crossing described in the closing submissions include:
- a an angled vehicle crossing;
 - b a new ‘no right turn’ sign installed at the vehicle crossing and facing southbound drivers; and
 - c a separation of the existing combined ‘supermarket and post shop’ sign to better direct drivers travelling south to turn at Hastwell Street to access the supermarket.
- 1.3 The Commissioner subsequently issued Minute 5 on 25 October 2023. The Commissioner noted in Minute 5 that he would appreciate comments from myself, as well as Ms Fraser on behalf of the Council, on ‘the amended information and whether there are remaining concerns from a traffic engineering perspective with the proposal’.²
- 1.4 I set out my comments in response to the Commissioner’s direction in Minute 5 below, with the following themes being discussed:
- a Vehicle crossing design;
 - b No right turn signage;
 - c Way finding signage; and
 - d Conclusion.

2 Vehicle crossing design

- 2.1 Mr Hills has proposed to include an angled vehicle crossing that will signal to drivers that only left turn movements are permitted.³ I do not support the change, noting that the vehicle crossing continues to be 8.3m and will continue to present

¹ Woolworth’s closing submissions, dated 20 October 2023, Appendix A.

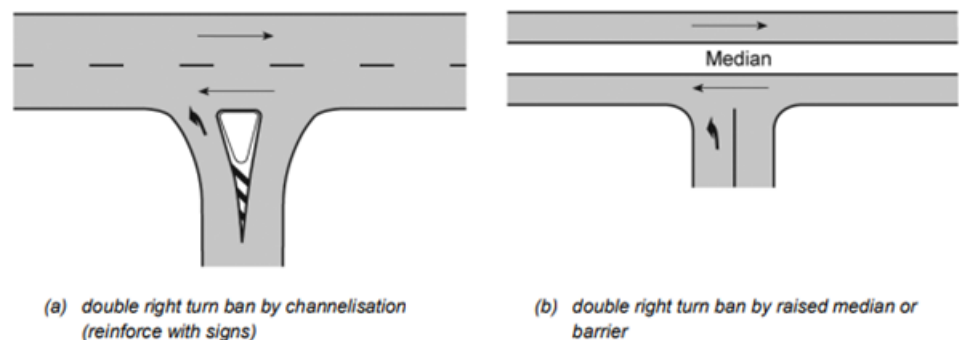
² Minute 5 of the Independent Hearing Commissioner, dated 25 October 2023.

³ Woolworth’s closing submissions, dated 20 October 2023, Appendix A, page 2.

as a wide access point that serves the supermarket. A slight change to one vehicle splay (being the northern splay) will not be a noticeable change to road users and will not deter motorists from turning right into the access from Main Street north.

- 2.2 In my view, to restrict right turn movements from occurring at a vehicle access, the width of the entry needs to be reduced to facilitate left turn movements only and the entry angle needs to be adjusted through physical design elements to prevent right turn movements from occurring. Austroads, Guide to Traffic Management Part 6: intersections, Interchanges and Crossings presents two treatments that facilitate right turn bans, which are presented below, being a channelised island or raised central median; the raised central median being an option I discussed in my Statement of Evidence at Paragraph 11.14(a).

Figure 1: Austroads Part 6 Left In Left Out Treatments⁴

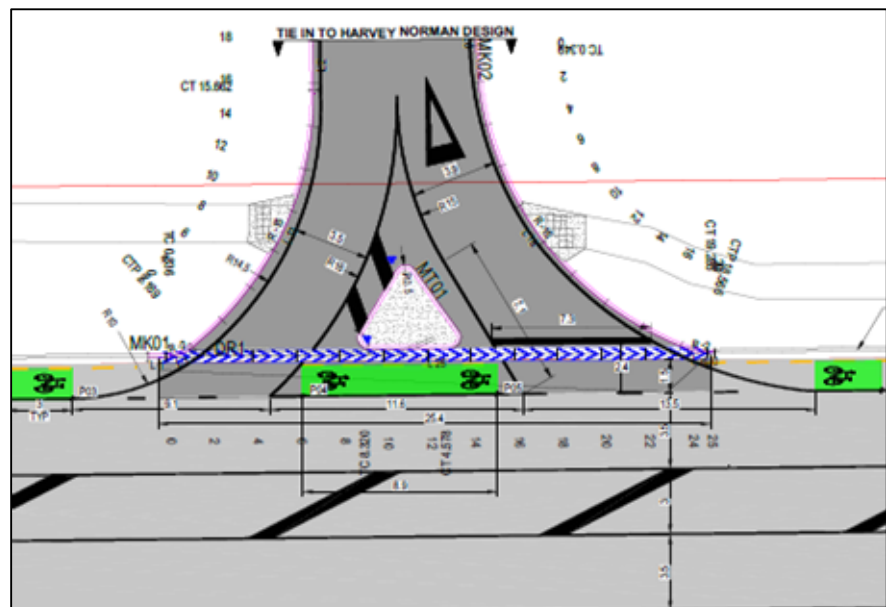


- 2.3 Both examples given in Austroads include physical treatments being applied to an access to prevent right turn manoeuvres. Neither of these changes can be made at the proposed vehicle crossing due to the need for large trucks to enter (large left turn tracking path, attached to Mr Hills' primary evidence) and the inability to install a raised median (without requiring significant works to the road reserve and the loss of additional on-street parking).
- 2.4 No physical changes that are noticeable to the road user are proposed with the amended proposal. A road user will therefore be oblivious to the vehicle crossing splay design and will continue to see a very wide access that can facilitate all traffic movements.

⁴ https://austroads.com.au/publications/traffic-management/agtm20/media/AGTM06-19_Guide_to_Traffic_Management_Part_6_Intersections_Interchanges_and_Crossings.pdf

- 2.5 A recent example of a vehicle access that attempts to restrict right turn manoeuvres and provides physical changes that inform motorists of left turn only movements is the Harvey Norman access in Masterton, on SH2. While not consistent in terms of context (with a very different level of visibility and street environment) the design shows a change in entrance angle, narrowing of the entrance width, and physical treatment (central island) that all inform motorists that right turn movements are prohibited. While presented as an example only, what I am wanting to highlight is the change in geometry needed to the proposed access in order to signal to drivers of the right turn restriction, which the amended proposal does not provide.

Figure 2: Harvey Norman Left turn in access design



- 2.6 I therefore do not accept the design of the splay proposed by the Applicant as being safe and I do not have sufficient confidence that the mitigation to restrict movements into the site to left turn only is suitable to restrict right turn movements. The 8.3m crossing width and access design provides no deterrent to right turning traffic, and therefore provides no benefit in terms of access and traffic safety, or pedestrian safety, where a high volume access is still proposed,⁵ poor visibility of the vehicle crossing continues to be proposed, unsafe conflicts with vulnerable road users is introduced, and pedestrians are still required to navigate such a wide vehicle crossing.
- 2.7 While vehicle crossings along Main Street do exist in Greytown, none are comparable to that proposed, being 8.3m in width and providing access to a high

⁵ High Volume Access is defined as having 100 equivalent car movements (ecm) or more per day, or 20 ecm per hour – Planning and policy Manual, Appendix 5B.

traffic generating activity. By comparison, the proposed width of the vehicle crossing exceeds that of Wood Street located to the south of the Site, where all movements are permitted, therefore giving little confidence that the design tweak proposed will provide the desired outcome suggested by the Applicant.

3 No right turn sign

3.1 A No Right Turn sign is proposed at the vehicle access, in an effort to signal to motorists that a right turn in movement is prohibited. I do not see the sign as a sufficient mechanism to prevent vehicles making a right turn. While a regulatory sign in terms of its design, the sign is not enforceable as it sits on private land and it is not possible to install the sign in accordance with the Traffic Control Devices (TCD) Rule.⁶

3.2 Referring to the TCD Rule, Note 4⁷, a No Right Turn Sign installation requirements are as follows:

The sign should normally be installed on the left hand side at a point not more than 15m before the intersection, so that an approaching driver has an uninterrupted view of the sign over a distance of at least 60m. In order to achieve this sight distance it may be necessary to install the sign on the right-hand side of the roadway.

3.3 I note that the proposed sign does not meet the necessary criteria in the TCD Rule of having an uninterrupted view of 60m, with only 43m being provided, as shown below in **Figure 3**. Not only does this add to my Statement of Evidence where I highlight that the proposed access is poorly sighted,⁸ but providing information to a motorist at such late notice adds to the safety concerns of the access. That is, the sign is requiring the motorists to do a lot when approaching the access, which may lead to unsafe decisions and outcomes to all road users.

⁶ <https://www.nzta.govt.nz/assets/resources/rules/docs/traffic-control-devices-2004-as-at-21-august-2023.pdf>

⁷ <https://www.nzta.govt.nz/roads-and-rail/traffic-control-devices-manual/part-5-traffic-control-devices-for-general-use-between-intersections/road-user-restrictions/>.

⁸ Statement of Evidence of Mr Church, 22 September 2023, para 9.53.

Figure 3: No Right Turn visibility inadequate



- 3.4 As the sign is located on private property and not in accordance with the sign installation requirements, I note that the sign is not enforceable and is unlikely to be seen by an approaching motorist until they are at the access. As such, I am of the view that the sign is merely a deterrent to those who choose to abide by it, provided that they see it and have time to react accordingly. As motorists will be giving way to oncoming vehicles, cyclists and path users, an inappropriately located sign does not provide sufficient reassurance that right turn movements will be restricted and therefore the risk to all road users will not be sufficiently reduced.
- 3.5 I agree that the traffic demand into the access may reduce when placing a No right turn sign at the access along with alternative way finding at the Hastwell Street corner which is discussed further below, as residents will become familiar with the restriction. I would point out however that this should not be viewed as a reduction in conflicts, or a reduction in severity should a crash involving a pedestrian or cyclist occur. The proposed access continues to introduce new conflicts to Main Street from zero to several hundred per day in an environment where people movement and place are to have priority. The mitigation proposed has not in my view improved the safety of the access to all road users, either those on the path or motorists travelling through on the state highway.
- 3.6 As highlighted at the hearing, all local residents are aware where the supermarket is located and how to get there (through the existing accesses). As such, the

mitigation in my mind does not remove the safety risk associated with those motorists passing through Greytown who may turn right at the access and who are not regular users of the safe street access that exists via Hastwell Street. As noted by Mr Hills, while talking to southbound customers, safe access to the supermarket is currently available via Hastwell Street, which is also equally safe for northbound customers.

4 Wayfinding signage

- 4.1 I have no issue with improving the 'general interest' finger board signs located at the Main Street/Hastwell Street intersection. The TCD allows up to four fingerboard signs in one location.⁹
- 4.2 I note that an improvement to the fingerboard signs, which would include larger text will not only provide an improvement to southbound motorists, but will equally improve signage for northbound motorists, as the signs are two sided.
- 4.3 As noted by Mr Hills, the current Hastwell Street access to the supermarket is safe, and an improvement to the general interest fingerboard signs would improve wayfinding for those motorists passing through Greytown in both directions.

5 Conclusion

- 5.1 Having reviewed the Applicant's amended proposal and the changes proposed to the vehicle access design, my position as expressed in my Statement of Evidence remains unchanged. I do not agree that the amendments to the proposal will mitigate the safety effects of introducing a high volume access on Main Street, albeit for left turn movements only.
- 5.2 The wide access and conflicts introduced when establishing a high volume access within a main street environment continues to present safety concerns despite it providing for left in only as well as low cost interventions in an attempt to restrict right turning vehicles. As set out above, the Applicant's proposed design outcomes do not accord with industry guidelines and will in my view do little to mitigate the concerns set out in my Statement of Evidence.

⁹ <https://www.nzta.govt.nz/assets/resources/traffic-control-devices-manual/docs/part-2-draft-direction-service-and-general.pdf> Section 8.0, Page 8-1.

- 5.3 I continue to not support the proposed access at 134 Main Street on the basis that it is not safe and presents a significant safety and operational risk to all road users.
- 5.4 I continue to support an alternative option that provides for a delivery vehicle only exit onto Main Street, which I discussed in my Statement of Evidence at paragraph 9.63, as it better addresses the traffic safety concerns than the amended proposal whilst providing the Applicant with an access from State Highway 2.

Terry Church

2 November 2023