

Pre-Application Consenting Memo

Pre-Application No. PRR00041653		
Date of request	8/5/2024	
Customer	Century Group Limited	
Contact details	Phone	Anthony James Blomfield: 0211339309
	Email	ablomfield@bentley.co.nz
Site address	440 Mount Wellington Highway Mount Wellington Auckland 1060	
Proposal	S127 variation to reduce the dwell time of the existing northern digital billboard 'a' located at the north-west corner of the site 440 Mount Wellington Highway from 30 sec to 8 sec in the following timeframes: - between 6am and midnight on weekdays, and - between 10am and midnight on weekends.	
Plans and information	Available at the meeting: - Approved Plans LUC60326896-A - Memo Re: Jaafar Holdings Limited, 440 Mt Wellington Highway, Mt Wellington, Existing Digital Billboard Dwell Time Assessment, dated 17 July 2024, by Harries Transportation Engineers Ltd (enclosed in Attachment 2) Supplied after the meeting: - Memo Re: PRR00041653: Jaafar Holdings Limited, Digital Billboard Dwell Times - 440 Mt Wellington Highway, Mt Wellington, dated 8 Aug 2024, by Harries Transportation Engineers Ltd (enclosed in Attachment 3)	

Resource Management Documents		
Auckland Unitary Plan (Operative in part)	Zoning	Business - General Business Zone
	Controls	Controls: Vehicle Access Restriction Control - Motorway Interchange Control Controls: Macroinvertebrate Community Index – Urban Mt Wellington Highway- Arterial Road
	Designations	Designations: Designations - 6774, East West Link, Designations, New Zealand Transport Agency

		Designations: Airspace Restriction Designations - ID 1102, Protection of aeronautical functions - obstacle limitation surfaces, Auckland International Airport Ltd
	Appeals	Seeking changes to zones or management layers, East West Link - Multi Appeals, Designations
	Plan Changes	Proposed Plan Change 78 – Intensification, Multiple Layers, View PDF, Proposed, 18/08/2022 Proposed Plan Change 79 – Amendments to the transport provisions
Other non-statutory features:	Overland flow path	

Property Information	
Legal Description	LOT 1 DP 533618, LOT 2 DP 533618, LOT 3 DP 533618
Record of Title (If not provided)	This has not been supplied/ viewed, so there may be easements, building line restrictions and other restrictions that need to be taken into account in preparing any development proposal. If the title is 'limited as to parcels', you may need to get this surveyed, particularly where some of the controls, are reliant on accuracy being insured.
Relevant Consenting History	LUC60326896-A: approved on 17 Oct 2023 for operating the other three billboards located next to the western boundary of the site for 8-second dwell time. LUC60326896: approved on 30 Aug 2019 for constructing two freestanding "v"-shaped two-faced digital LED billboard structures (12m x 3m, and 7.5m in height) with changeable messaging capability to replace two then-existing freestanding "v"-shaped static billboard structures. The required dwell time for all four billboards of this original consent was 30 seconds.

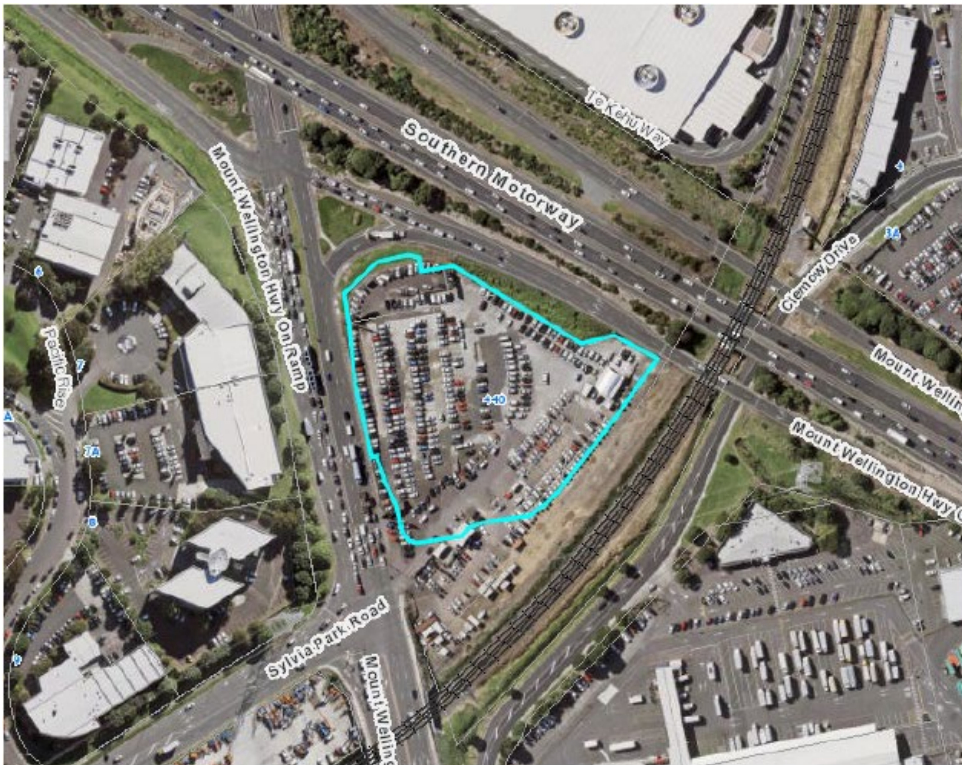


Fig 1. Site Location Plan

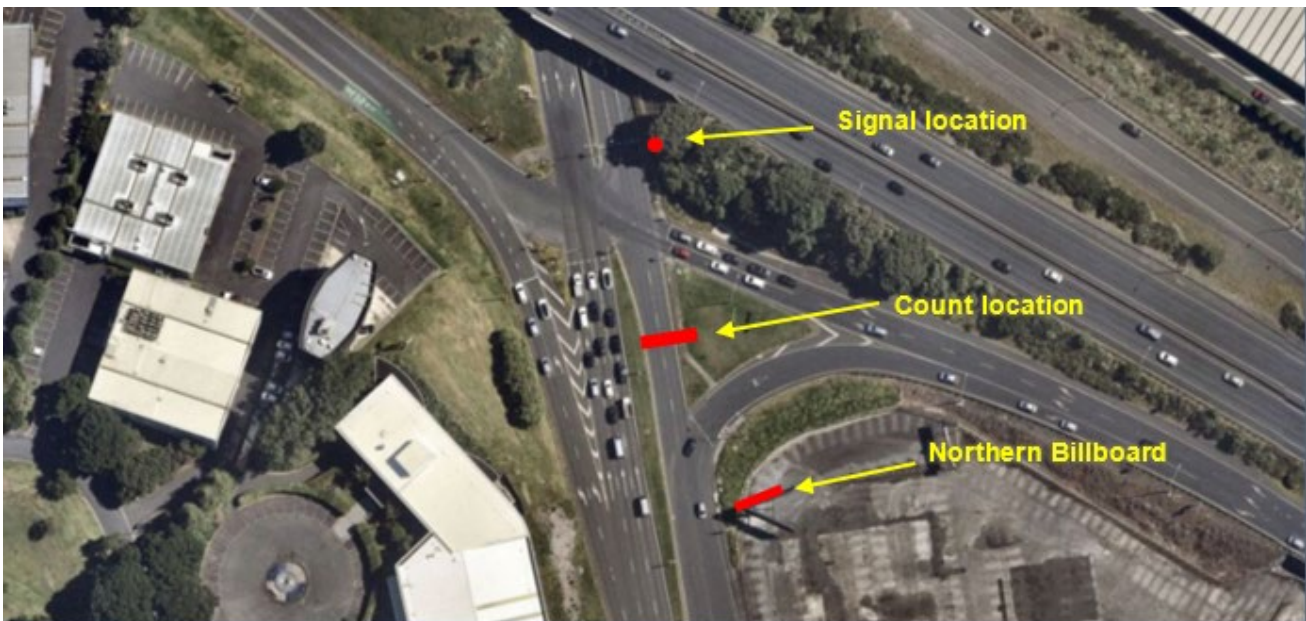


Fig 2. The subject billboard location, shown as 'northern billboard'

Meeting Record

Meeting Record	
Date and Time	18 July 2024
Council Officers	Council Planner- Audrey Liu

	Council Traffic Engineer, Honwin Shen Auckland Transport's Consultant Traffic Engineer, Paul Schischka
Customer	Planning Consultants- Anthony Blomfield and Craig McGarr of Bentley & Co Traffic Engineer- Brett Harries Site owner and applicant- Husain Ali, Century Group

Relevant matters discussed

1. Existing billboard dwell time analysis discussed in the meeting

- Mr Harries outlined briefly his assessments within his memo for the northern billboard in discussion, including –
 - the background of the proposal,
 - CAS crash data analysis between May 2023 and July 2024 (since the LUC60326896-A was granted).
 - Southbound traffic speeds survey
 - Proposed further dwell time reduction to 8 sec between 6am and midnight on weekdays & between 10am and midnight on weekends.
- Mr Shen and Mr Schischka questioned the locations where the speed counts were undertaken, and the methods used for the speed counts.
- Mr Harries responded to this, and additional speed counts could be done to capture speed survey currently not covered in the data.
- Mr Shen and Mr Schischka both raised safety concerns on the 85th percentile vehicle travel speed (54 km/hr) provided from the speed counts analysis. This is faster than the anticipated speed in this location, noting the motorway offramp's speed limit is 50km/hr. Any further reduction of billboard dwell time may have potential negative impacts on traffic safety.
- Mr Shen raised the matter that a dwell time reduction will increase the possibilities of distractions to the drivers. When considering this and the observed vehicle speed and its safety implication, he does not support the proposal to reduce the billboard dwell time further.
- Mr McGarr responded that there is no evidence in the existing crash data to prove the existing crashes were due to billboard operation.
- Mr Shen raised police's record for the reasons of the crash are heavily reliant on the drivers' statements which does not specify billboards. However, there were several existing crashes between south-bound highway and the motorway offramp, in which drivers attributed crashes to distraction/ stress, while no reasons were provided for these, these may be potentially due to billboard operation. Because of the observed speed, and the potential safety impact on drivers and pedestrians, a further reduction on dwell time is not supported.

	• Mr Schischka asked the applicant to provide the source of the crash survivability information contained in the memo. • Mr Schischka raised the higher the vehicle speed, the higher the injury/death rate is, if a vehicular clash were to occur. The survivability for drivers at 55km/h is about 85% (provided in the memo). As per AT's research, the survivability for pedestrians at a crash is 20% when vehicular speed is 50km/h. Considering the potential safety impact, a reduction on billboard dwell time in this location is not recommended. • Mr McGarr responded that the research up-to-date on the billboards and its safety implication to drivers do not suggest that billboards operation and dwell time reduction have negative impact to drivers safety. • Mr Liu questioned the credibility of such research. • Mr Shen raised the frequency of billboard content change will be increased from the proposed dwell time reduction from 30 to 8 sec, therefore the rate of distraction to the drivers is increased accordingly. • Mr Schischka raised distraction at this location may result in the drivers failing to notice traffic light change or failing to change to the correct lanes before entering the intersection, as there is a long distance of overlapping between the billboard and the traffic signal before drivers enter the intersection. • Mr Shen also stated most intersections will have overhang arms to provide additional signal displays to allow drivers to see signal displays at different position even when oversize vehicles block the view of one display, the overhang arm displays are also available. But this intersection is located near by the overbridge, no overhang arm displays are provided, which restricts drivers see additional displays. • Mr Schischka raised concern on the flow-on effect of the crash, i.e. the congestion and delay of traffic movement on the motorway if a crash occurs due to the billboard operation. • Mr McGarr clarified effects assessment must be based on the additional effects arise from the proposed dwell time changes, rather than from the existing billboards as these have been legally established.
2. Other planning matters discussed in the meeting	• Ms Liu raised NZTA objected to the dwell time reduction to 8 sec via comments obtained from the previous resource consent application. It is necessary for the applicant to engage NZTA on this proposal. NZTA's previous comments to 8 sec dwell time of this billboard are: <i>"Any future application for a reduction in dwell time on "sign a" will likely be opposed by Waka Kotahi, due to the overlap with traffic signals and future pedestrian and cycle improvements."</i> • Ms Liu asked the applicant to provide examples of consented billboards with 8 sec dwell time at comparable intersections.

	Ms Liu recommended the applicant lodge the consent as a publicly notified application due to the opposition from council's, AT's and NZTA's traffic engineers, and the potential traffic safety impact to the general public. In addition, requesting public notification at lodgement assists with a time-efficient processing as all interest parties are bound by statutory timeframe to provide submissions.
3. Speed survey analysis	There was discussion in the meeting on how the speed data was collected and whether speed data sample in relation to the data location can be collected and counted in a different methodology in the meeting. In the meeting, applicant's team sought council's advice on whether additional speed counts are necessary. Post-meeting, Mr Shen considered this, and advised that the current data representation methodology based on the middle range (middle 75% of all data, i.e 85th percentile samples) of all speed data, is sufficiently accurate statistically to represent the speed data in proximity to the intersection, and there is no need to survey in a different method, as this does not add value to the assessment.
4. Flow-on effects on the road network	Mr Schischka asked Ms Liu whether flow-on effects on the road networks from the proposal can be considered in the assessment of effects. Post-meeting, Ms Liu confirmed that s127 application is required by s127(3) to be assessed as if it being a discretionary activity (in which council has discretion on considering all relevant statutory provisions in the assessment), and the assessment of effects is limited to the actual and potential effects arise from the proposed changes. Hence, the operational effects on the road network from the proposed changes will be considered a relevant matter. In relation to the above, the policy below found to be relevant is: Policy B3.3.2(5)(f) of the regional plan aims to <i>"improve the integration of land use and transport by: ...requiring activities adjacent to transport infrastructure to avoid, remedy or mitigate effects which may compromise the efficient and safe operation of such infrastructure"</i>.
5. AT's review comments post-meeting	Mr Schischka provided the following review comments to the assessment provided by the applicant: - Harries Memo dated 8 Aug 2024 provided information on two issues discussed in the meeting with the applicant: - The source of the crash survivability information presented in the memorandum dated 17 July 2024 (enclosed in <u>Attachment 2</u>)

b. Other examples of digital billboards operating with 8 second dwell times at comparable intersections. (enclosed in Attachment 3)

2. The source of the survivability information was the Wramborg curves from a (2005 study). These are well regarded and are even used in the recent (July 2024) revision of Austroads Guide to Road Safety Part 3, but they are for fatal crashes only.

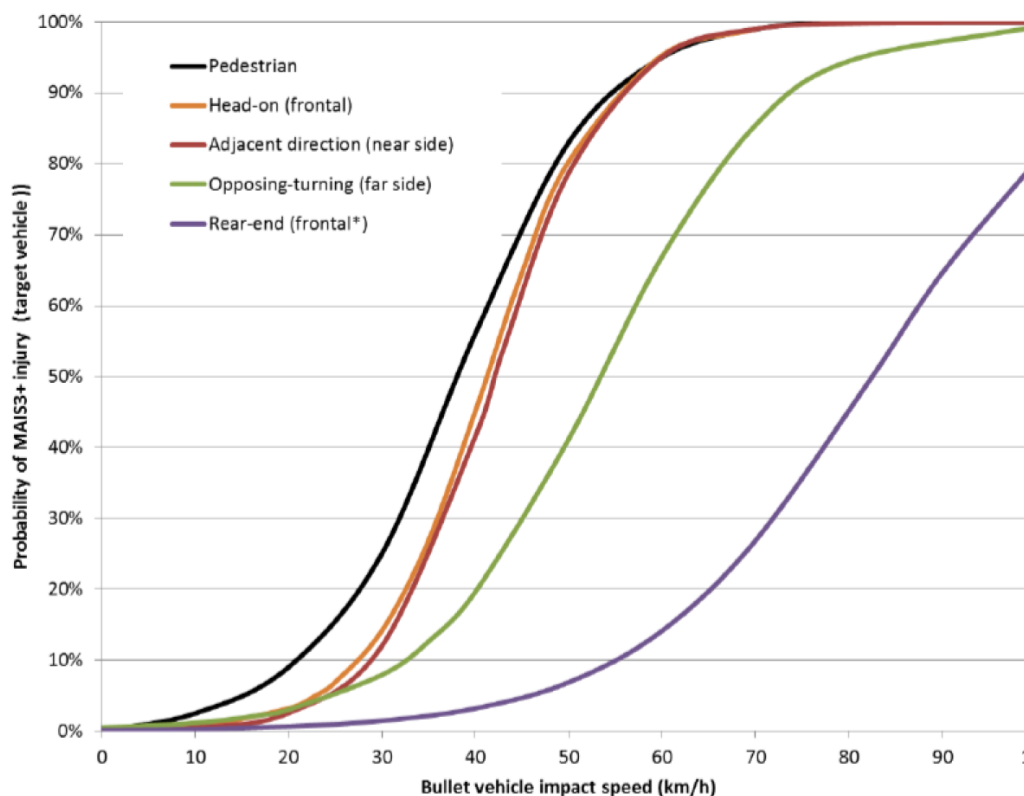
3. Austroads also contains information from later studies regarding the relationship between the likelihood of a serious injury crash, vehicle speeds, and the type of crash. Below is an excerpt from Austroads on this. Of particular note is the statement that *“The modelling shows that when considering (serious) injury in addition to fatality risk, the speed thresholds communicated by Wramborg decrease.”*

4. AT is particularly concerned with both fatal and serious injury crashes. If a southbound driver on Mount Wellington Highway (MWH) failed to notice a signal change and entered on a red signal the most likely crash type would be a side impact crash involving a vehicle coming off the motorway off-ramp. At an impact speed of 54 km/h this has a high chance of resulting in a serious injury (or death), especially if the southbound vehicle impacted the driver’s side door of a vehicle coming off the off-ramp. At this site, drivers on MWH southbound do not have good visibility of the off-ramp and cannot see if vehicles on that approach are moving or stopped until they are in the intersection. This means there is limited opportunity for a southbound driver travelling at near 54 km/h to break before a collision.

2.1.4 Further insights on speed and injury severity

There is strong evidence that indicates that the part of the vehicle struck will tend to determine the injury outcomes for the occupants. A number of studies have presented relationships between the change in velocity during a crash for a given vehicle and MAIS 3+ (a measure of traumatic injury). Figure 2.7 shows curves derived by Jurewicz et al. (2015a) based on pedestrian crash models by Davis (2001) and vehicle crash models by Bahouth et al. (2014). The bullet vehicle referred to in Figure 2.7 is the vehicle that impacts another vehicle, person or object.

Figure 2.7: Relationships between bullet vehicle impact speed and probability of a MAIS 3+ injury to a target vehicle occupant for different crash configurations



Source: Jurewicz et al. (2015a)

The modelling shows that when considering (serious) injury in addition to fatality risk, the speed thresholds communicated by Wramborg decrease. For example, the equivalent speeds to those shown previously become 20 km/h for pedestrians, 30 km/h for side impact (near side) and also 30 km/h for a head-on collision.

5. The second part of the Harries memo provided five examples of similar sites, showing an overlap between the billboard or and traffic signals (in this assessment Mr Schischka will use the word 'overlap' as shorthand for situations where the billboard display is directly behind a traffic signal when viewed by an approaching driver).

6. Mr Schischka has not been involved in the consent applications for any of the five examples but he has reviewed dozens of other digital billboard applications for AT. Whenever proposed digital billboards are near signals, he checks for an overlap.

7. Mr Schischka does not always oppose all applications which involve an overlap, but the check for this is that the distance over which the overlap occurs is relatively short.

8. Also important (but perhaps a little less) is where the overlap occurs in relation to the intersection. If it occurs at a point where drivers are less likely to

be making a decision as to whether to stop or proceed through the intersection, then it is more acceptable. If, as an example, a driver is travelling at 50 km/h and they are only 5 metres from the limit line they cannot stop even if the signal changes.

9. One of the best ways to determine where overlaps occur and the distance over which they will be apparent to drivers is to use an aerial image and draw a line from each edge of the billboard, through the traffic signal and then out across the approaching traffic lanes. Mr Schischka has done this for each of the example intersections from the Harries memo and for the applicant's site, enclosed in his memo in Attachment 1.

10. The Hudsonville Rd and Manukau Rd sites have relatively short distances for the overlap when measured along the traffic lanes, the overlap is also at a point where drivers travelling at the speed limit are committed to entering the intersection.

11. The George Bolt Memorial Dr site is a private road controlled by Auckland International Airport. There is a significant overlap here.

12. The Khyber Pass Road and Parnell Road sites are unusual because the overlap is with the overhead traffic signal. These sites both have low level signals without an overlap.

13. The applicant's site on Mount Wellington Highway has some unusual characteristics which the example sites don't have. If we look at the Khyber Pass site there are five signals facing the driver, providing four signals in addition to the overhead signal with the overlap.

- Kyber Pass Road / Boston Road / SH1 Khyber interchange



14. For Mount Wellington Highway there are four (no overhead primary signal), but because it is a motorway interchange we can expect that trucks turning onto the motorway, which may block visibility of the two signals on the right, will not be unusual. This just leaves the two on the left which in the image below both overlap at the same instant.

15. Mr Schischka is generally satisfied with the Harries memo, however for the above reasons is not supportive of the proposal to reduce the dwell time further.



6. Alternative dwell time

The applicant's team asked council and AT to consider alternative dwell time between 8-30 sec which may be acceptable.

Upon further discussion, it is considered further reduction on the dwell time of this billboard is not appropriate for the reasons above, and both Mr Shen and Mr Schischka concluded they would not accept any reduction of dwelling time from 30s to 8s, or any reductions of dwell times in between.

Pre-app minutes summary

Conclusion

It is understood the purpose of this pre-app is for applicant to understand Council's position on this proposal and required information to assist with assessment of the application.

Based on the discussions above, council's and AT's traffic engineers and council's planner are not supportive of the proposal due to the potential traffic safety effect on

	people and the road network. It is also necessary for the applicant to engage and seek opinion from NZTA due to the proposal's proximity to the motorway. The applicant agreed that the minutes reflect the discussions at the meeting. The applicant has reviewed council's post-meeting comments enclosed in the minutes, and has chosen not to provide further comments to the post-meeting comments. The applicant's planner has confirmed that he will look to address any relevant matters in an application (should the Applicant proceed).
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Important Information

The purpose of a pre-application is to facilitate communication between applicants and the council so that the applicant can make informed decisions about applying for consents, permits or licences.

The views expressed by council staff in or following a pre-application are those officers' preliminary views, made in good faith, on the applicant's proposal. The council makes no warranty, express or implied, nor assumes any legal liability or responsibility for the accuracy, correctness, completeness or use of any information or views communicated as part of the pre-application process.

The applicant is not required to amend their proposal to accommodate the views expressed by council staff. Further, it remains the applicant's responsibility to get their own professional advice when making an application for consents, permits or licences, and to rely solely on that advice, in making any application for consents, permits or licences.

The council acknowledges that the confidential nature of pre-application meetings is important to encourage future applicants to engage with the council and attend pre-application meetings. By attending a pre-application meeting, both parties expect that the meetings are held in confidence and the intention is that the associated information that is provided to the council at these meetings, and the meeting minutes, will remain confidential. However, under the Local Government Official Information and Meetings Act 1987 any person may request any information that is provided to, and held by, the council. The council can only withhold requested information where there is a good reason and it is in the public interest. This is assessed on a case by case basis."

All consent applications become public information once lodged with council. Please note that council compiles, on a weekly basis, summaries of lodged resource consent applications and distributes these summaries to all local boards and all mana whenua groups in the Auckland region. Local boards and mana whenua groups then have an opportunity to seek further details of applications and provide comment for council to take into account.

Prepared by:

Name: Audrey Liu

Title: Intermediate Planner, Resource Consent

Signed:



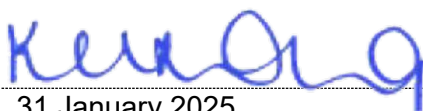
Date: 30 January 2025

Reviewed by:

Name: Karen Long

Title: Team Leader, Resource Consents

Signed:



Date: 31 January 2025

Attachment 1. AT's Traffic Engineer's Assessment on overlap of billboards and traffic signals

Attachment 2. Applicant's Traffic Engineer's Memo Re: Jaafar Holdings Limited, 440 Mt Wellington Highway, Mt Wellington, Existing Digital Billboard Dwell Time Assessment, dated 17 July 2024, by Harries Transportation Engineers Ltd

Attachment 3. Applicant's Traffic Engineer's Memo Re: PRR00041653: Jaafar Holdings Limited, Digital Billboard Dwell Times - 440 Mt Wellington Highway, Mt Wellington, dated 8 Aug 2024, by Harries Transportation Engineers Ltd