

25 May 2026

North West Rapid Transit Fast-Track Application
Environmental Protection Authority
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Via email: substantive@fasttrack.govt.nz

TRANSPORT OVERVIEW OF THE NORTH-WEST RAPID TRANSIT FAST-TRACK APPLICATION – AS IT AFFECTS WESTGATE

1 INTRODUCTION

1. My full name is Terry Philip Church. I am a Director of Flow Transportation Specialists Ltd (Flow), and I have prepared this transport statement for Costco Wholesale New Zealand Limited (Costco), the owner and operator of the Costco member warehouse at 2 Gunton Drive.
2. I hold a Bachelor of Engineering Technology degree (2004) and a New Zealand Certificate in Civil Engineering (1999). I am a Chartered Member of Engineering New Zealand and a Chartered Professional Engineer of New Zealand. I am also a member of the Engineering New Zealand Transportation Group.
3. I have over 25 years of professional experience as a transportation planner and engineer. I have been actively involved as a transport expert to a range of clients, including National and Local Government authorities and private developers. I manage and review applications for designations, plan changes, subdivisions and land use resource consent projects.
4. I have been involved with various projects which seek designations for roading upgrades, including the SH1 to SH18 Northern Connections project and the SH16 Brigham to Waimauku project for the NZ Transport Agency. I have also represented private clients on several Notice of Requirement (NOR) hearings associated with the Supporting Growth programme, being involved with sites in the North-West, Warkworth and Pukekohe. I have managed the transport review of the Supporting Growth Notices of Requirement for Drury Arterials and have been involved with a number of plan changes and resource consent applications around Auckland, acting for the applicant, or Auckland Transport, or Auckland Council. I provided similar assistance for these planning processes, including review, assessment of transport effects and guidance on the relevant transport planning provisions and reporting.
5. While this is not a hearing before the Environment Court, I have read and am familiar with the Environment Court's Code of Conduct for Expert Witnesses, contained in the Environment Court Practice Note 2023, and agree to comply with it. My qualifications as an expert are set out above. Other than where I state that I am relying on the advice of another person, I confirm that the

issues addressed in this statement of evidence are within my area of expertise. I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.

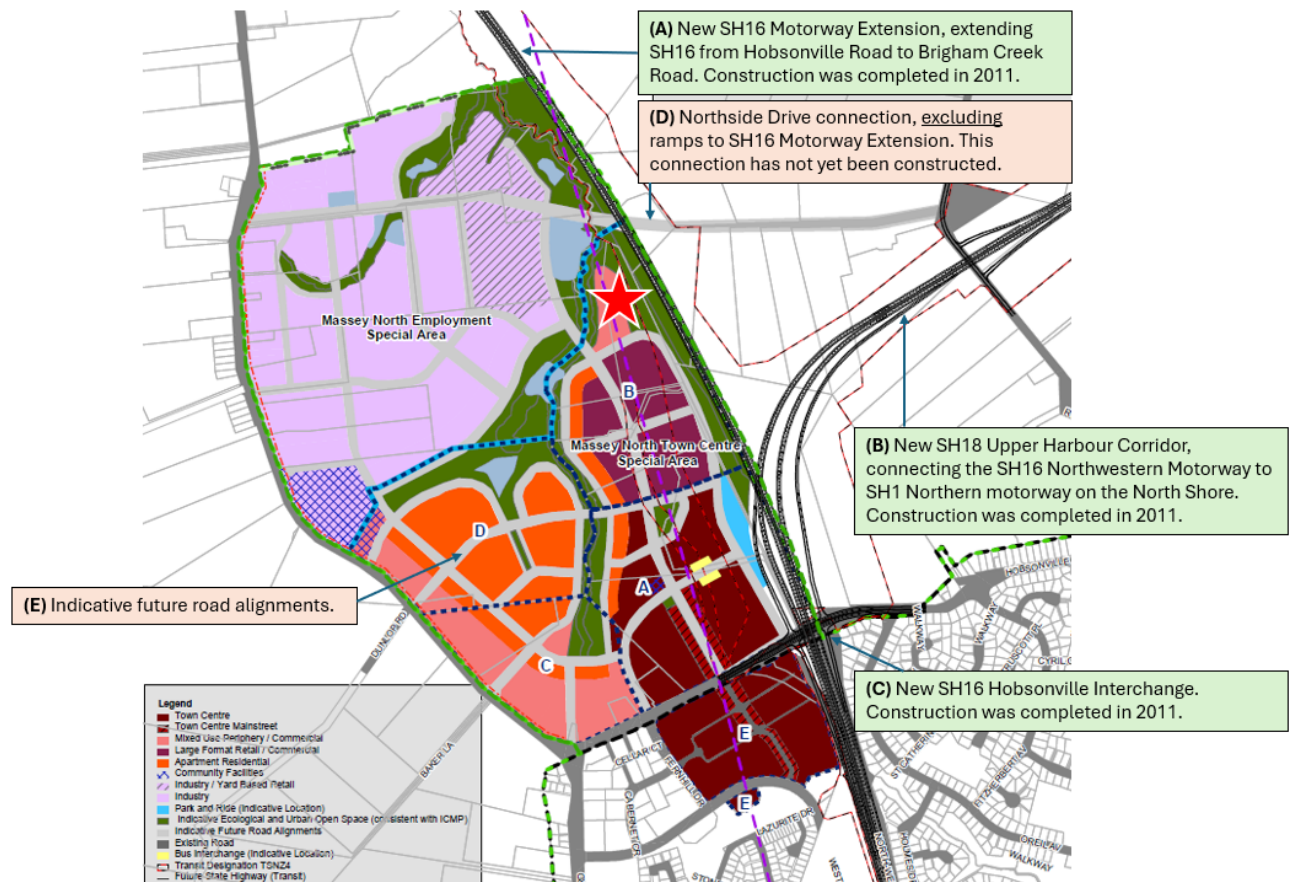
6. I was requested to provide a transport overview of the North-West Rapid Transit project (The Project), with a focus on the construction effects of The Project, specifically, how construction effects can be managed so that the operation (for all modes) to the North-West Metropolitan Centre is maintained and not compromised.
7. I have a long history with assessing and advising on the transport performance of the North-West Metropolitan Centre. I acted for Transit New Zealand (now the NZ Transport Agency) with reviewing Plan Changes 13-15 to the Waitakere District Plan which included detailed traffic assessments of the Westgate area. More recently, I have been responsible for reviewing Westgate's transport operation for Stride, the owners of the Northwest Shopping Centre.
8. I support The Project and I support securing a designation along the alignment that allows for The Project's construction in time. Providing a reliable and attractive public transport corridor along the northwest corridor will help with accessibility to Westgate, providing alternative travel options to one of Auckland's growing Metropolitan Centres and reduce the reliance of private vehicle travel.
9. I do however consider it important that access to the North-West Metropolitan Centre is managed appropriately during the construction phase and that sufficient rigor is required at the time of detailed design and construction to ensure the continued safe, effective and efficient operation of the transport network, in particular Fred Taylor Drive and Gunton Drive. Gunton Drive is the primary and most direct access point to the Westgate area from the south (via the Northwest Motorway – SH16), the east (via the Upper Harbour Motorway – SH18 and Hobsonville Road), with access also provided to customers from the north and west through the Westgate Interchange.
10. The existing transport network within the Westgate area performs poorly, particularly during the busier shopping periods. There are numerous reasons for this, including incomplete roading connections that were planned to support access into and out of Westgate, internal roading capacity that differs from that used to assess the Plan Change, no reliable and attractive public transport system (hence the support of The Project) and the fact that Westgate's land use mix and development continues to grow.
11. My transport review of The Project addresses the following
 - a. Overview of the existing Westgate transport network including connections that are not yet constructed
 - b. The impact of missing transport connections for Westgate and the effect this has on traffic performance
 - c. Importance of Gunton Drive for access to the North-West Metropolitan Centre

- d. Overview of The Project's Concept Plan and methodology proposed to construct the busway as it passes under Gunton Drive
- e. Recommended Designation Conditions to protect access to the Westgate area, role and function of Gunton Drive.

2 OVERVIEW OF THE EXISTING WESTGATE TRANSPORT NETWORK

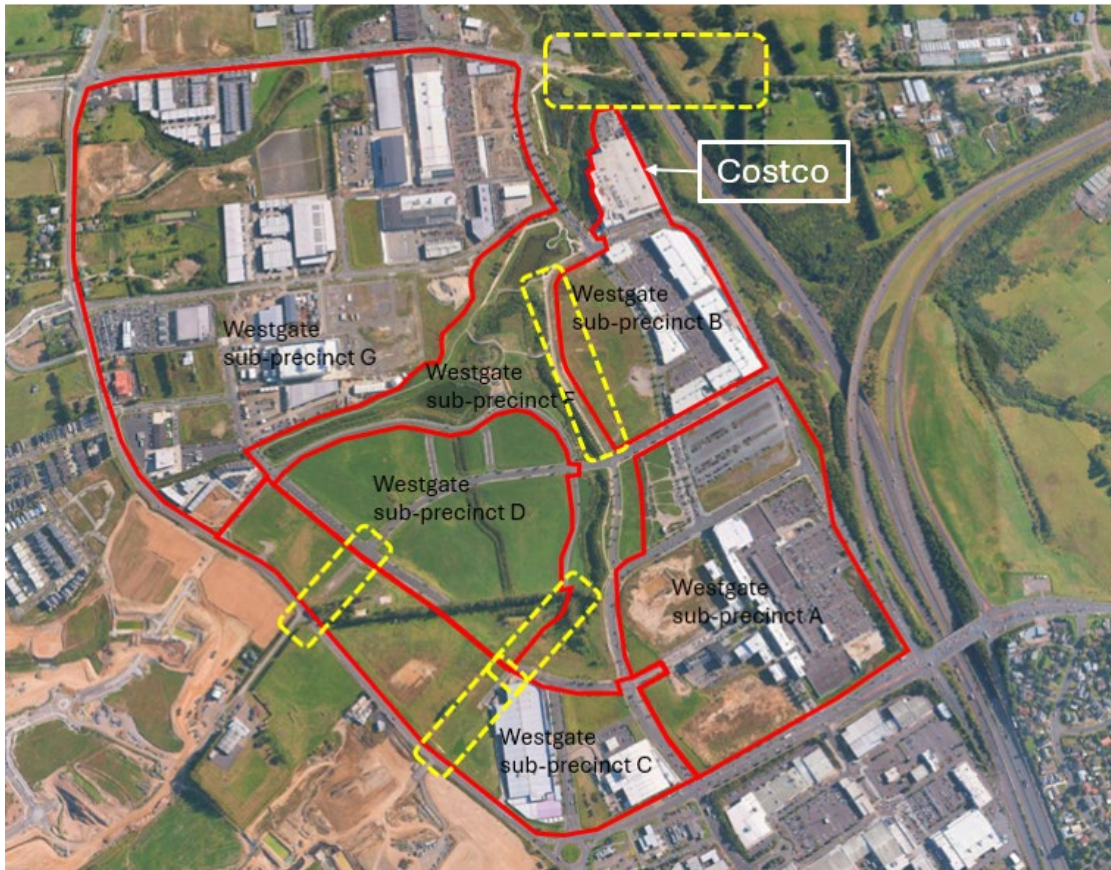
12. The transport planning framework for the Westgate Precinct extends back to Waitakere City Council's response to the Local Government (Auckland) Amendment Act 2006 (LGAAA). An Integrated Transport Assessment (ITA) was produced in January 2007 by Waitakere City Council (WCC), to support the proposed shift of the Metropolitan Urban Limit (MUL) for the Northern Strategic Growth Area (NoRSGA) which covered much of the Westgate and Hobsonville area.
13. Referring to Figure 1, transport infrastructure assumed in the supporting transport assessment for the Massey North ITA and outlined on the Massey North Urban Concept Plan included
 - a. Strategic state highway upgrades, being the Future SH16 Extension (extending the SH16 Northwestern Motorway from Hobsonville Road to Brigham Creek Road) shown as (A), the Future SH18 Upper Harbour Corridor (connecting SH16 to SH1 on the North Shore) shown as (B), and the new SH16 Westgate interchange shown as (C)
 - b. Northside Drive connection, excluding motorway connections to SH16 Extension, shown as (D), and
 - c. Indicative future road alignments about Massey North, shown as (E).

Figure 1: Massey North Urban Concept Plan Transport Connections



14. The existing environment has seen a large amount of land use activities established in the last 10 years (2015-2025) about the wider Westgate area. While large development lots within sub precinct A and sub precinct B remain undeveloped, significant congestion and high traffic volumes are already experienced about Westgate, particularly during busier shopping periods.
15. The extent of development operating at Westgate is shown using an aerial photograph from March 2024 in Figure 2. I have indicated (using yellow boxes) the roading connections that remain absent from the transport network outlined in the Urban Concept Plan.

Figure 2: Extent of development in Westgate 2024



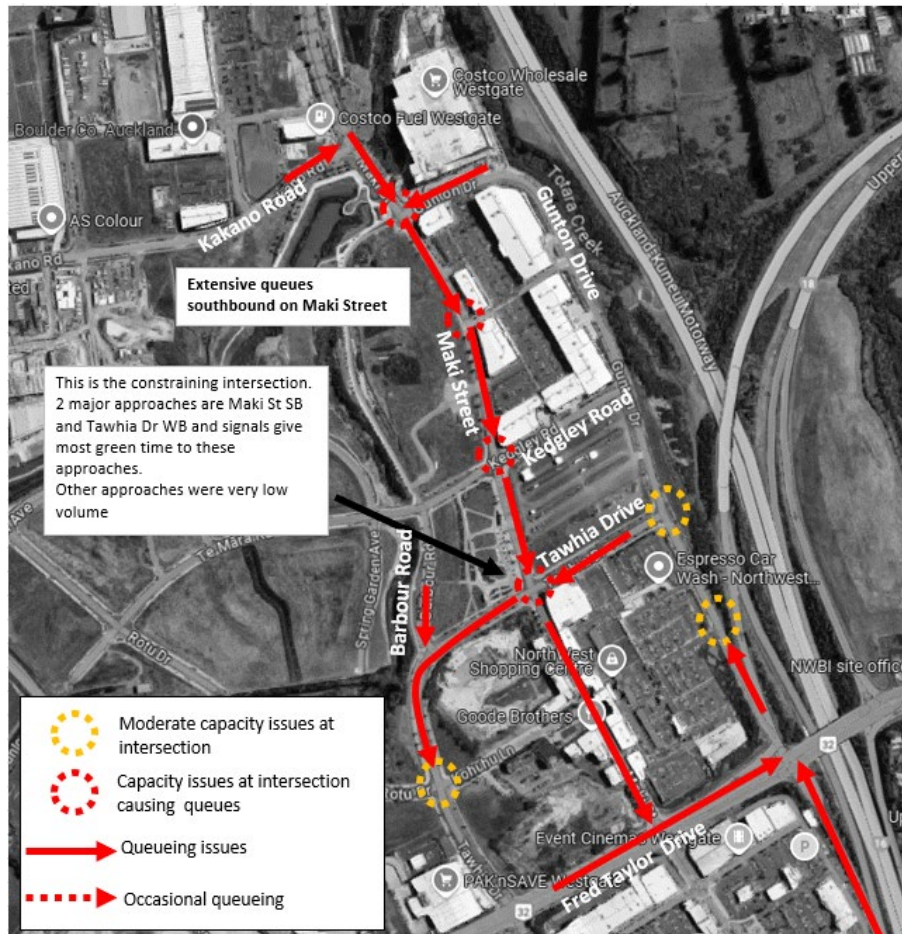
16. Essentially, the roading network required to support the Westgate area remains incomplete, with missing internal and external connections that provide permeability and connectivity to the surrounding transport network. Importantly, the Northside Drive connection (outlined at the top of Figure 2) has no committed funding or construction timeframe.
17. The missing roading connections significantly impact route choice, permeability and alternative routes into and out of Westgate, while placing significant pressure on Hobsonville Road, in particular the SH16 Westgate Interchange that connects directly to Gunton Drive. Gunton Drive provides the most direct, effective and efficient connection between the Westgate area and the wider strategic roading network (stage highways). Impacts of the current network are discussed below.

3 IMPACT OF MISSING CONNECTIONS ON EXISTING NETWORK PERFORMANCE

18. A site visit was undertaken on 7 September 2024, during the Saturday weekend peak, to observe the operation of the Westgate network. The site visit was conducted about two years following the opening of Costco, and shortly after the Foodie Asian supermarket opened (opposite Costco). The observations observed in 2024 remain consistent with the operation experienced today, where:

- a. Extensive queues occur throughout the Westgate roading network, with Figure 3 detailing the extent of queuing observed.

Figure 3: Extent of queues observed in Westgate: 2024 Weekend Peak



- b. The southbound queue on Maki Street can extend back past the Costco petrol station at Kakano Road;
- c. The Maki Street/Tawhia Drive intersection is the constraining intersection with the signals giving most of the green time to the Maki Street Southbound and Tawhia Drive Westbound;
- d. Maki Street has a single exit lane to Fred Taylor Drive which causes queues along Maki Street to extend from Fred Taylor Drive through the Tawhia Drive and Kedgley Road intersections;
- e. Vehicles heading toward SH16 from the developments to the north of the North West Shopping Centre prefer to use Maki Street, despite the congestion and reduced speeds along the shared zone; and
- f. Queues extend along Tawhia Drive into the Northwest carpark, where internal queuing is observed.

19. Site observations demonstrate that the current Westgate internal road network experiences significant congestion.

4 IMPORTANCE OF GUNTON DRIVE AS AN ACCESS POINT TO WESTGATE

20. During a typical weekday, Gunton Drive has some 9,000 vehicles per day accessing the Westgate area directly from the Hobsonville Interchange (September 2024). A similar daily traffic volume on Gunton Drive is experienced during the weekend, with some 8,500 vehicles per day.

21. The Gunton Drive access is the busiest access serving the Westgate area by some margin with Maki Street (north) having some 5,000 inbound vehicles per day, Tawhia Drive having some 3,500 inbound vehicles per day and Te Oranui Way having some 2,000 inbound vehicles per day. Locations where daily traffic counts are available from the traffic signals (SCATS) system are shown in Figure 4 for the weekday and weekend periods.

Figure 4: Weekday (left) and Weekend (right) Daily Traffic Volumes about Westgate (2024)



22. Gunton Drive operates as an access route which provides direct connections to the Northwest Shopping Centre carpark, short-term carparks on undeveloped sites and the Costco carpark. With the Westgate area placing a high focus on pedestrian connectivity through the central spine (Maki Street), with active shop frontages, wide pedestrian paths, bus stops and open space, Gunton Drive plays an important role of keeping vehicles, both customer vehicles and delivery vehicles out of the main centre.

23. The Assessment of Transport Effects report supporting The Project also confirms the importance of Gunton Drive, as it “offers the most direct connection from the Westgate Interchange” and

avoids placing heavy vehicles on the key central roads of Westgate, being Tawhia Drive, Kedgley Road and Maki Street “which experience high levels of pedestrian activity and crossing movements”¹.

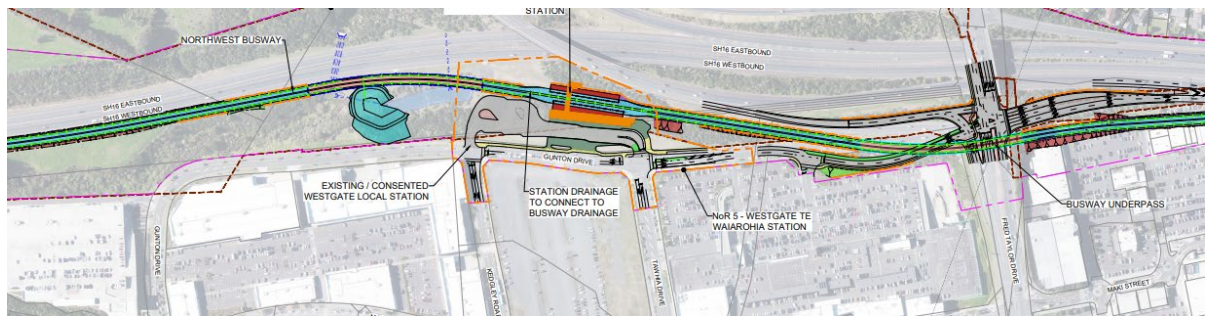
24. It is therefore essential that Gunton Drive remains open during the construction of The Project, particularly during the busier shopping periods. The busiest shopping period, where traffic volumes tend to spike occur from the start of November (start of Black Friday sales) to early February, following the Christmas and New Year sale period.
25. While temporary (overnight) closures are an accepted outcome of construction projects to allow for staging switches and short-term construction works, it is essential that the capacity along Gunton Drive that exists today is retained throughout the construction period. This includes
 - a. Two northbound lanes on Gunton Drive between Fred Taylor Drive and Tawhia Drive
 - b. One northbound lane on Gunton Drive between Tawhia Drive and Maki Street (north)
 - c. One dedicated northbound traffic lane on the SH16 Hobsonville northbound off ramp at the Westgate Interchange
 - d. The right turn lane on the Westgate Interchange overbridge
 - e. The ability to turn left from Fred Taylor Drive into Gunton Drive.
26. While alternative routes do exist to reach the main carpark areas provided about Westgate, all alternative routes require traffic to travel along or cross roads where significant congestion already occurs (as shown in Figure 3). That is, there is insufficient, if not any redundant capacity in the Westgate network to accommodate the reassignment of traffic (particularly that needing to reach the carpark areas located adjacent to The Project should Gunton Drive be closed to allow for construction works.

5 THE PROJECT CONCEPT PLAN AND SUPPORTING ASSESSMENT

27. I have reviewed the relevant material provided on the Fast Track website. The general arrangement plan (NWRT-00-00-EN-DRW-1102, Sheet 02 of 10) best illustrates the alignment of The Project as it effects the Westgate area. The designation cuts across Gunton Drive in several locations, as shown in Figure 5. The general arrangement plan suggests that the busway passes under Hobsonville Road and Gunton Drive, where an underpass is marked.

¹ Assessment of Transport Effects Report, 15 December 2025 (Part 6-20) Paragraph 2, Page 14

Figure 5: NW Busway Project – Proposed Designation as it impacts Gunton Drive



28. The Transport Assessment Report (Attachment 6.20) speaks to Fred Tayler Drive construction effects at Section 3.3.1.3 and construction effects on Gunton Drive at Section 3.3.3. The report notes that:

- a. The construction of an underpass at Fred Taylor Drive is expected to take approximately four years;
- b. Constructing an underpass at the Fred Taylor Drive / Gunton Drive interchange is expected to cause disruptions to local road operations. The assumption is that the Indicative Design can be constructed without closing lanes at this interchange so significant disruption can be avoided;
- c. The construction of a two-way link on Gunton Drive, as well as upgrading the existing intersection at Fred Taylor Drive and Gunton Drive will also result in temporary, minor traffic disruptions on Gunton Drive and Fred Taylor Drive during construction;
- d. These local road improvements may also cause temporary disruptions to the intersection on Gunton Drive to the NorthWest Shopping Centre carpark. However, due to the low volume of construction vehicle movements and potential to schedule works during off-peak periods, the disruption is not expected to materially affect public access to those carparks; and
- e. Temporary closure of the eastern footpath of Gunton Drive will have negligible impact due to limited footpath usage on this side of Gunton Drive (only used for carparking).

29. The transport report suggests only temporary and minor traffic disruptions being required to construct what would be a significant undertaking, being an underpass at Fred Taylor Drive (a busy Arterial Road) and Gunton Drive. The construction methodology outlined in a report, titled Part 2: The Project, dated 15 December 2025² (Part 2 Report) suggests a much more significant construction methodology. The Part 2 Report notes at Section 4.2.3.4

² https://www.fasttrack.govt.nz/_data/assets/pdf_file/0020/22808/NWRT-Substantive-Application-Part-2-The-Project.pdf

- a. Major structure required for each section are outlined in Table 4-2. The table lists the Busway underpass of Fred Taylor Drive.
 - b. The construction of underpasses will be 'top down' construction with walls piled and the roof slab constructed from the surface in stages.
30. While not mentioning Gunton Drive, the outcome for Gunton Drive (immediately north of Fred Taylor Drive) is expected to be consistent to the outcome of Fred Taylor Drive. Adopting a 'top down' construction methodology, in my view would present traffic effects far greater than that implied in the Transport Assessment Report which speaks to temporary and minor traffic disruptions.
31. In relation to construction hours, The Part 2 Report suggests that "the busway crosses major arterial roads and SH16" and that the "construction of the underpasses at Te Atatū, Lincoln Road and Royal Road will be staged with traffic diversions to allow construction during the day." The Part 2 Report does not identify Fred Taylor Drive as a major arterial road, nor does it highlight the importance of Fred Taylor Drive and Gunton Drive providing access to the North-West Metropolitan Centre.
32. Construction effects of The Project are expected to occur over a 4-year period which is significant, and in my view requires serious consideration as to the constructability of the final design. Being able to ensure the ongoing operation of the Westgate area during construction should be a critical factor when working through and confirming The Project design.
33. I have reviewed the options considered for The Project, as made available through the NZTA Official Information Act responses website³. Several project options have alignments that sit to the east of the Westgate Interchange westbound intersection and Gunton Drive that would significantly reduce impacts on the performance of the Westgate area.
34. The Assessment of Transport Effects Report has undertaken an isolated intersection SIDRA traffic model of the Westgate Interchange where a reduction in throughput/capacity has been tested. The test predicts an increase in queues on the off ramp, with a risk that queues will extend onto the SH16 mainline. While this predicted result will present significant safety and operational risks for SH16, the assessment does not consider the wider network impacts, in particular the effects on the operation of the wider Westgate area.
35. From my review of the Assessment of Transport Effects Report, insufficient information and assessment has been provided on the impacts of construction on the Westgate area. This may be partly due to the assumption that construction can occur without closing lanes, so as to avoid significant effects/disruption. Because of this, I consider it important to require a sufficient

³ <https://www.nzta.govt.nz/assets/About-us/docs/oia-2025/oia-19744-attachment-1.pdf>

assessment and requirement that network performance and capacity of the Westgate area is captured in the Designation Conditions.

6 RECOMMENDED DESIGNATION CONDITIONS

36. A review of the Construction Traffic Management Plan condition (Proposed Condition 16 to the Designation (Part 4 Appendix A)) does not give the necessary confidence that the effects of designs, including constructability will protect capacity and the ongoing operation of the Westgate area, in particular that of Fred Taylor Drive and Gunton Drive.
37. Avoiding or simply not reporting on the wider effects of constructing the busway along the section which pass through Fred Taylor Drive and Gunton Road is a significant omission in the transport assessment, which has therefore led to insufficient conditions being provided in the Proposed Designation Conditions. I anticipate traffic impacts, if not suitably managed through appropriate conditions to be much worse than temporary and minor as stated in the Assessment of Transport Effects Report.
38. I was part of the team that was responsible for the transport assessment and construction requirements of Auckland's more recent busway extension project, being the Northern Busway Extension, between Constellation Station and Albany Station. This project, while being combined with Northern Corridor Improvements required the construction of overpasses and underpasses that connected communities, schools, a Metropolitan Centre (Albany), with the project also sitting alongside the state highway corridor.
39. The suite of Designation Conditions included in Designation 6751 were based on detailed traffic modelling and a traffic assessment that considered the implications of road closures. Based on the information included in the Substantive Application, assessment of construction staging, implications of road closures or partial closures does not exist.
40. To ensure the future project team who will be responsible for the busway design is aware of the issues around the design, constructability and operation of the Westgate area, the Designation Conditions need to be strengthened, similar to that of Designation 6751.
41. I recommend that a Construction Traffic Management Plan condition that is specific to the Westgate area is included into the suite of Designation Conditions. The condition requires a detailed assessment of construction effects, requires the continued operation of Gunton Drive and the lanes that provide access to Gunton Drive from the Westgate Interchange and outlines key timeframes where construction needs to be avoided. The proposed condition is provided below.

XX. Westgate Construction Traffic Management Plan

- a. *The Requiring Authority must submit a Construction Traffic Management Plan – Westgate (CTMP-W) for certification in accordance with Condition C. Where there is any*

inconsistency between the CTMP-W and any other management plan (except for the CTMP-NW), the provisions of the CTMP-W shall prevail.

- b. The purpose of the CTMP is to avoid or mitigate adverse effects on traffic safety and network efficiency on routes that provide access to and egress from the Westgate Precinct resulting from the construction works, in order to:

 - i. Protect public safety, including the safe passage of pedestrians and cyclists;*
 - ii. Maintain capacity and connectivity of all routes and all modes to and from the Westgate Precinct;*
 - iii. Minimise delays and congestion to all road users, pedestrians and cyclists, and particularly public transport at all times, especially bus travel times at peak traffic periods during weekdays (06:30 to 09:30 and 16:00 to 19:00); and*
 - iv. Avoid construction works which impact traffic capacity to and from the Westgate Precinct between 1 November and 7 February.*
 - v. Inform the public and landowners about any potential temporary impacts on the road network.**
- c. The CTMP-W shall be prepared using best practice (to better understand the effects of construction of the works subject of the OP on the wider Westgate roading network -), which may include the use of traffic modelling tools. Any such assessment which is to include mitigation that protects access and capacity of the Westgate area shall be undertaken in consultation with Auckland Transport and have the ability to simulate lane restrictions, road closures and if necessary, new road connections (such as Northside Drive). The outcome of consultation undertaken between the Requiring Authority, Auckland Transport and affected landowners listed in XXX. Management Plans shall be documented and any comments not acted on provided with the final CTMP-W when submitted to the Council.*
- d. The CTMP-W shall describe the methods for avoiding, remedying or mitigating the local transportation effects resulting from the Project works subject of the relevant OP, and shall address the following matters:

 - i. Methods to avoid, remedy or mitigate the local effects of the construction of individual elements of the Project (e.g. intersections/overbridges/underpasses) and the use of staging to ensure minimal disruption to the transport network;*
 - ii. Traffic management measures to address and maintain traffic capacity of all routes within and surrounding the Westgate Precinct and minimise adverse effects including, where applicable to the relevant OP;*
 - iii. Retaining the existing number of traffic lanes along Gunton Drive and allow for existing traffic movements along Gunton Drive (between Tawhia Drive and Maki**

Street), noting that temporary restrictions to one lane or temporary full closures may be required overnight (between 9pm and 6am) for traffic switches or stage changes, where applicable to the relevant OP;

- iv. Retaining two traffic lanes on Gunton Drive between Fred Taylor Drive and Tawhia Drive throughout the construction period, noting that temporary restrictions to one lane or temporary full closures may be required overnight (between 9pm and 6am) for traffic switches or stage changes, where applicable to the relevant OP;*
- v. Retaining the existing number of traffic lanes on the Hobsonville offramp, Fred Taylor Drive and Hobsonville Road that provide movements to Gunton Drive, where applicable to the relevant OP;*
- vi. Measures to maintain existing vehicle access to private properties, or where the existing property access is to be removed or becomes unsafe as a result of the construction works, measures to provide alternative access arrangements (including any revised internal layout changes resulting from the change) in consultation with Auckland Transport and the affected landowner.*

42. The recommended condition outlined above requires that access and capacity of the Westgate area is managed to perform similarly to that experienced at the time The Project is constructed (ie a future transport environment). While the supporting transport connections that were assumed to be in place at the time of establishing the Precinct remain uncommitted (namely Northside Drive), it would be beneficial for the Northside Drive connection (including supporting ramps) to be considered as part of mitigating works (if it is not already constructed). Doing so would provide a new network connection which will relieve pressure from Westgate Interchange, while also providing for continued accessibility and capacity into the Precinct, should a similar level of performance not be achieved when assessing construction impacts on an existing network if indifferent from today.

43. The suggested condition above, as well as the relief set out in the letter by Barker & Associates Limited, provides confidence that the future design team of The Project gives sufficient regard to the operational requirements of the Westgate area.

7 SUMMARY

44. The transport assessment completed to support the NW Busway Designation has not suitably considered the effects of a significant section of the corridor, being a major arterial road (Fred Taylor Drive) and significant access road (Gunton Drive) that supports the operation of the North-West Metropolitan Centre and wider Westgate area.

45. The Westgate area already suffers from significant congestion. With Gunton Drive providing direct connectivity to carparks and providing an access route through the area that prevents large vehicle numbers from using streets where pedestrian priority and safety is the primary

focus, any closure or reduction in capacity of Gunton Drive and the movements that provide access to Gunton Drive from Westgate Interchange will have a detrimental impact to the area.

46. It is recommended that the proposed Westgate Construction Traffic Management Designation Condition is included in the suite of Designation Conditions, with this requirement providing the future design team to focus on a design solution that achieves the outcomes of the condition.

Yours sincerely



Terry Church
DIRECTOR

Reference: P:\flow\024 Proposals\Development - public and private\Development - Retail\Costco NW Busway\L1A260525_NW Busway NOR Review.docx - Terry Church