

**BEFORE THE HEARING PANEL ON PROPOSED PLAN CHANGE 17 TO THE WAIPA  
DISTRICT PLAN**

**IN THE MATTER** of the Resource management Act 1991 (the Act)

**AND**

**IN THE MATTER** of proposed Plan Change 17 to the Waipa District Plan

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**Evidence of Cameron Beswick Inder  
(Transport)  
on behalf of the Hautapu Landowners' Group  
Dated: 13<sup>th</sup> March 2023**

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## **MAY IT PLEASE THE HEARING PANEL**

### **INTRODUCTION**

#### **Qualifications and Experience**

1. My name is Cameron Beswick Inder. I am a transportation engineer and the Transportation Engineering Manager at Bloxam Burnett & Olliver (“BBO”), a firm of consulting engineers, planners and surveyors based in Hamilton. I have been employed by BBO since 2004.
2. I hold a Bachelor of Engineering (Honours) degree in Civil Engineering from the University of Auckland (1999). I am a Chartered Professional Engineer (CPEng), a Chartered Member of Engineering New Zealand (CMEngNZ), and a member of the Engineering NZ Transportation Group.
3. I have 24 years’ experience in the field of transportation and traffic engineering gained through 20 years of employment in New Zealand and approximately four years employment in the United Kingdom.
4. I have experience in transportation and traffic engineering matters associated with resource management including effects assessment for resource consents, plan changes and structure plans. I also have experience in the design of traffic infrastructure and facilities, road safety engineering, traffic calming, urban design, subdivision design, and traffic modelling.
5. I have appeared as an expert transportation engineering witness on numerous occasions over the last five years including:
  - (i) Ambury Properties Limited for a plan change to the Proposed Waikato District Plan (Ohinewai, 2020);
  - (ii) Rings Scenic Tours for a private plan change to the Matamata Piako District Plan (Hobbiton, 2019);
  - (iii) Waikato Regional Airport Limited for private plan change 10 to the Waipa District Plan (Hamilton Airport, 2018);
  - (iv) Waikato Kindergarten Association for a resource consent application to operate a childcare facility for 120 children (Hamilton, 2018); and

- (v) Otorohanga District Council at the Board of Inquiry in relation to an alteration to designation for Waikeria Prison expansion (2017).
6. I have been engaged by the Hautapu Landowners' Group ("HLG") to provide transportation and traffic evidence in relation to their collective submissions on proposed Plan Change 17 ("PC17").
7. I am familiar with the application site and the surrounding land. I have read the relevant parts of the application being
- (i) the Integrated Transport Assessment ("ITA") for Waipā District Council ("WDC") by CKL.
  - (ii) the Section 42A Report (S42A report), and the accompanying Transport Assessment review by Stantec on behalf of WDC.
  - (iii) the evidence of Ms Mothelesi in her capacity as Transport Expert on behalf of WDC.

#### **CODE OF CONDUCT**

8. I confirm that I have read the Code of Conduct for Expert Witnesses within the Environment Court Practice Note (2023) and I agree to comply with it. In that regard, I confirm that this evidence is written within my expertise, except where I state that I am relying on the evidence of another person. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed.

#### **PURPOSE AND SCOPE OF EVIDENCE**

9. My evidence will:
- (i) Provide an overview of PC17 transport proposal and the implications it has on the HLG land.
  - (ii) Provide a summary of my review of the PC 17 ITA report by CKL.

- (iii) Outline the Transportation solution enabled through the relief sought by the HLG (seeking a Deferred Industrial zone).
- (iv) Discuss the assessment of effects for the relief sought by HLG, followed by my recommendations.

**OVERVIEW OF PC17 AND IMPLICATIONS ON HLG**

10. Broadly speaking, PC17 proposes to update the existing Hautapu Structure Plan to provide additional industrial land within the Hautapu area. It includes changes:

- (i) To align with a new master plan developed by Waipa District Council for infrastructure upgrades in growth cell C8 of the Structure Plan area.
- (ii) To change growth cell C9 Deferred Industrial zone to live Industrial zone.
- (iii) To rezone approximately 20 ha of rural land on the north side of Hautapu Road to Industrial Zone. This is referred herein as the Kama Trust land (or Area 6).

11. Figure 1 illustrates the proximity of the growth cell areas in question.

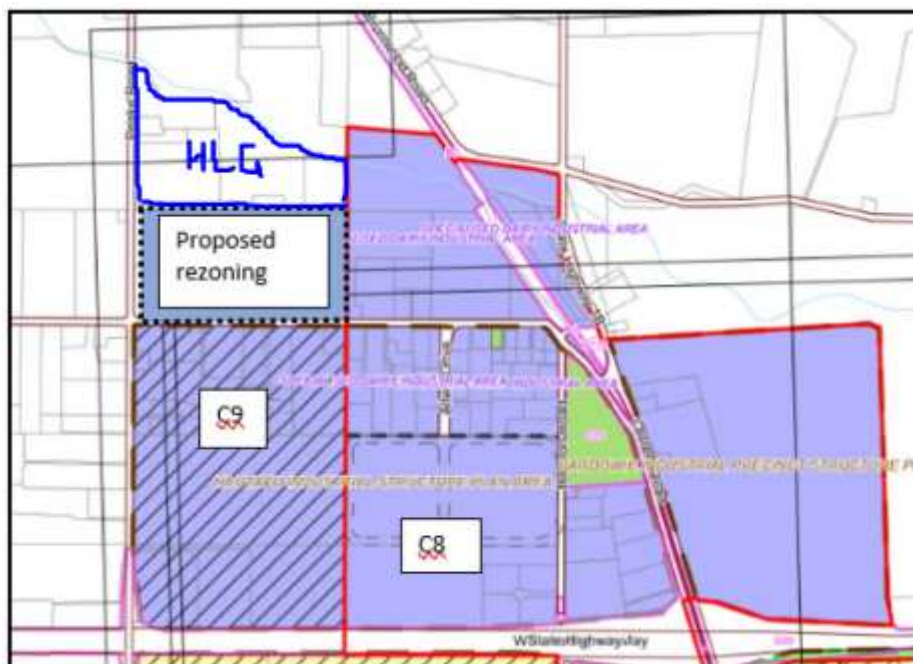
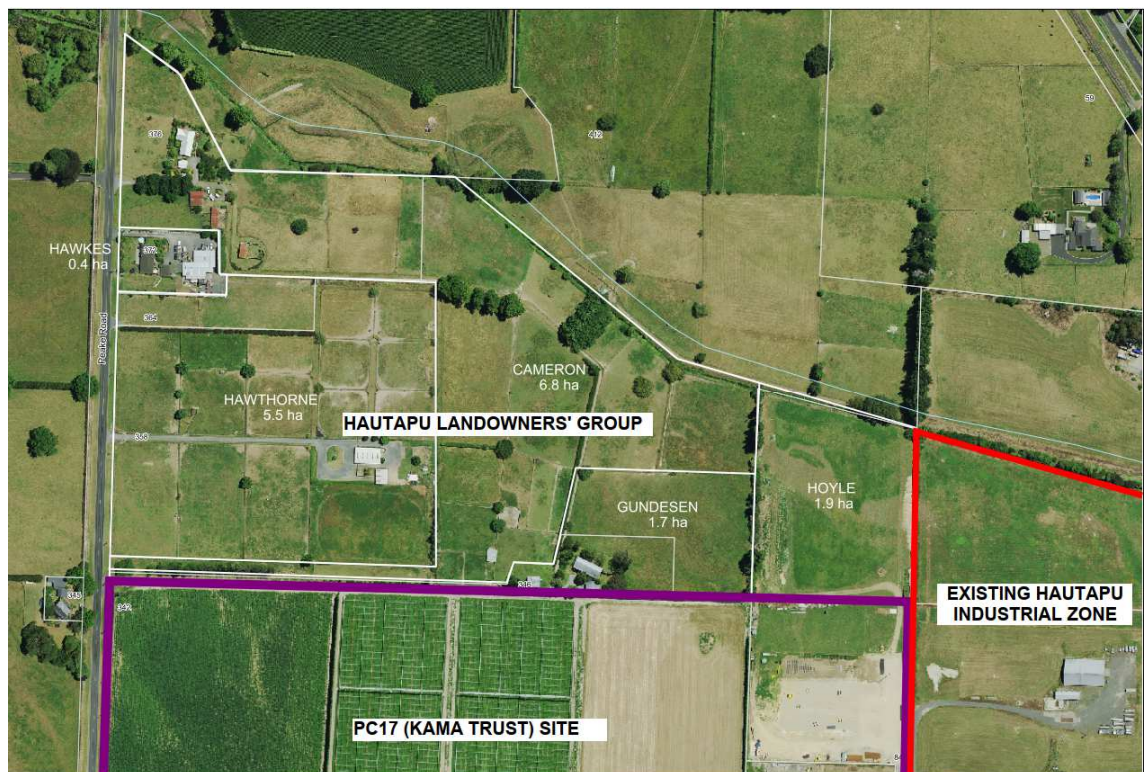


Figure 1: PC17 Reference Map<sup>1</sup>

<sup>1</sup> S32 Evaluation Report

12. The HLG are the collective owners of approximately 16.3 ha of land immediately north of the Kama Trust land and bounded by Peake Road to the west, the Mangaone stream to the north and the existing Hautapu industrial zone to the east.
13. The combined HLG area is as outlined in blue in Figure 1 and shown in more detail in Figure 2.



**Figure 2: Hautapu Landowners' Group adjacent to Kama Trust**

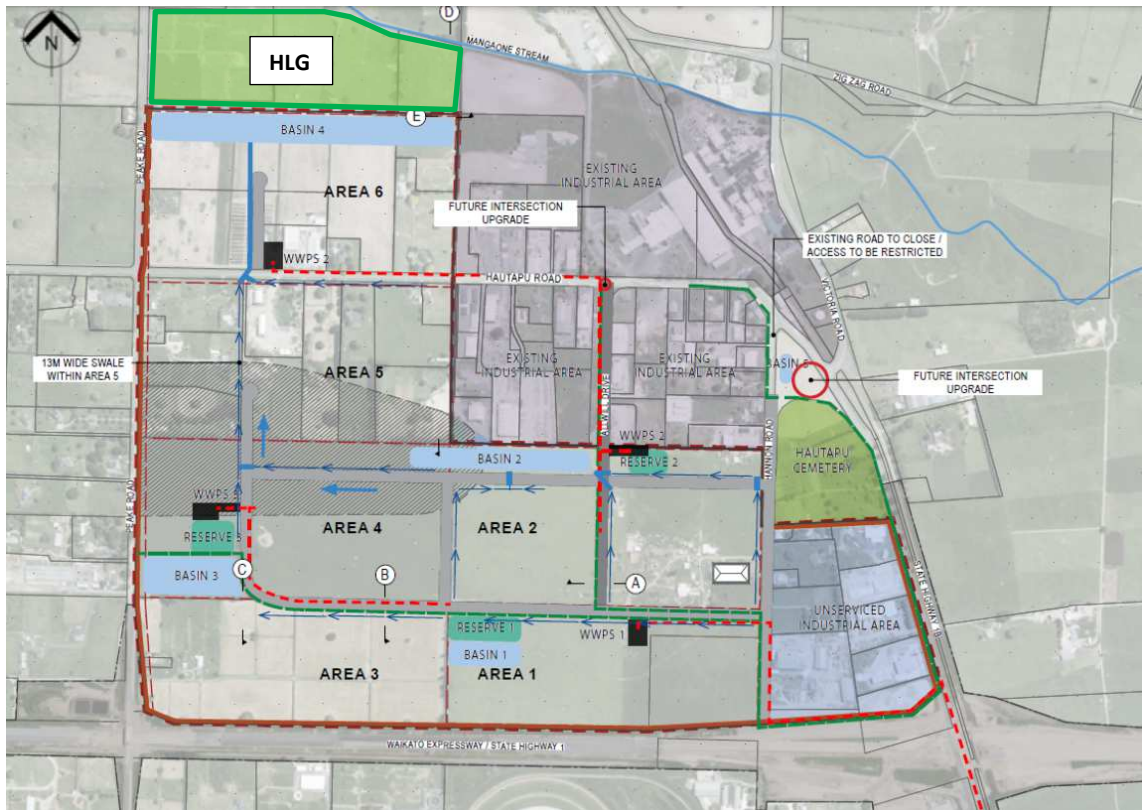
14. The ITA report for PC17 proposes a basic 24m wide cul-de-sac road, approximately 190m long from Hautapu Road, for accessing the Kama Trust land for industrial purposes.
15. The ITA Figure 6 illustrates this and is copied below as my Figure 3.
16. I understand from speaking with Mr Bryan Hudson, the Transportation Engineering Manager at WDC, that Council does not support any industrial land directly accessing Peake Road. This is also identified in section 9.1 of the ITA report that WDC's preference for access to the Kama Trust site is from Hautapu Road.



**Figure 3: Indicative Proposed Road Access to PC17 Kama Trust Land**

17. From a transportation effects perspective, the rezoning of Kama Trusts' land with the cul-de-sac access road as proposed will effectively neutralise the transport accessibility of the HLG land for potential industrial rezoning in future (which is sought in part of the relief outlined in the HLG submission).
18. This is further confirmed by the proposed large stormwater detention pond shown on the amended Structure Plan on the boundary shared by Kama Trust and the HLG.
19. The proposed amended Structure Plan is illustrated in Figure 4, which I have highlighted to show the HLG land.





**Figure 4: Proposed Amended Hautapu Structure Plan**

20. Overall, I consider that the proposed rezoning of Kama Trust’s land as part of PC17 fails to appropriately mitigate the expected adverse transport effects on the network and fails to future proof access to the adjacent HLG blocks for potential future rezoning.

#### **SUMMARY OF REVIEW OF THE PC17 INTEGRATED TRANSPORT ASSESSMENT**

21. The following are the additional key matters from my review of the PC17 ITA report that I consider will have potentially significant impacts on the HLG land with or without deferred industrial zoning, because there is insufficient mitigation of transport effects for PC17 as proposed. These matters are:

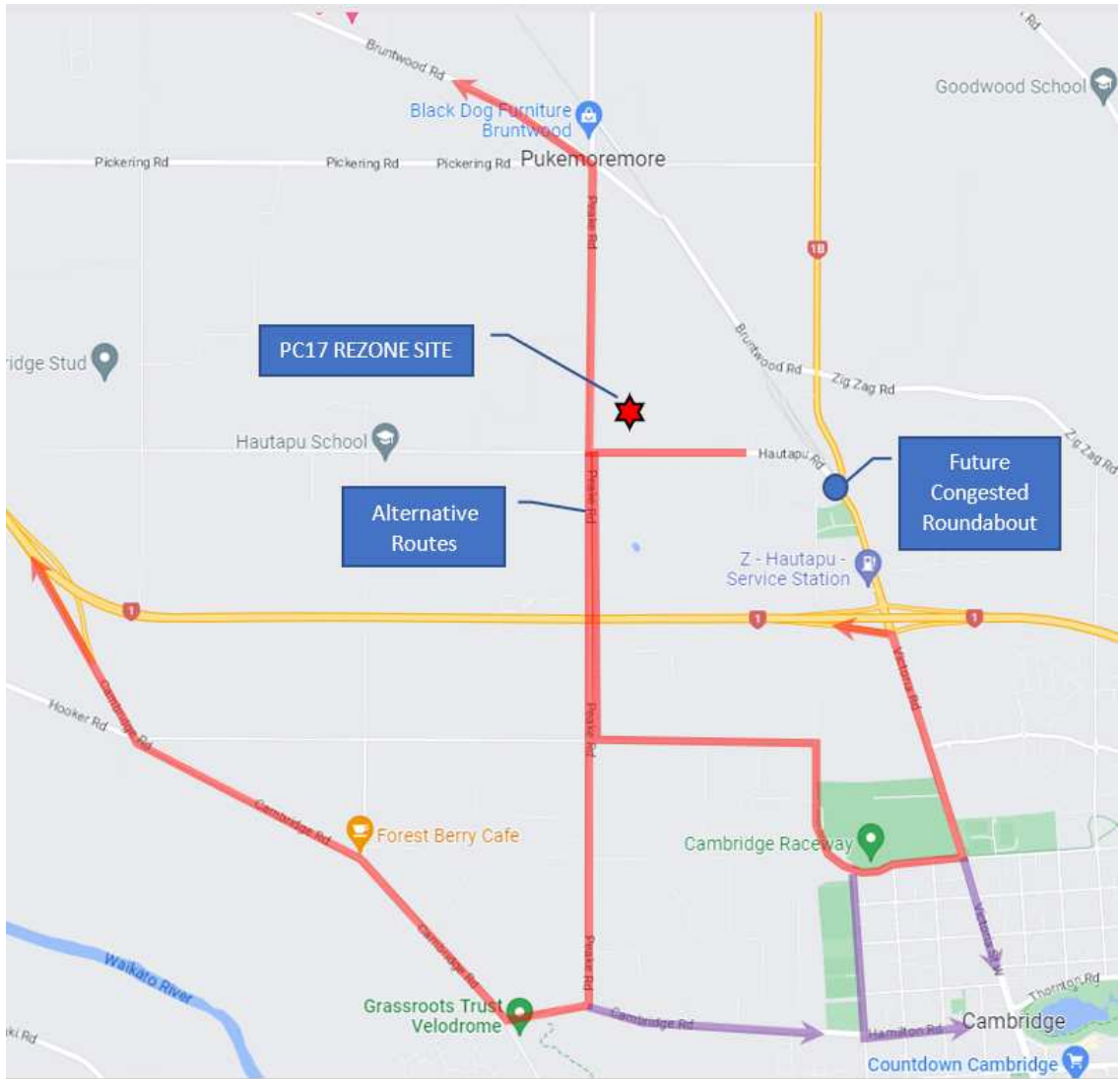
- (i) An assumption in the ITA that all PC17 traffic will travel to/from the SH1 expressway or Cambridge township in future via Hautapu Road / Victoria Road intersection, despite also showing the future roundabout proposed by WDC for this intersection will suffer unsustainable congestion levels in peak periods (a 4 km long queue on Hautapu Road in the PM) at full build out of the Structure Plan area.

- (ii) Section 8.1.4 suggests the mitigation to the identified congestion levels as “... *people are likely to travel at different times, take alternative routes, or use different modes*”. However, no assessment of effects is provided for the alternative routes and there is little information to demonstrate the viability of different travel modes. The planned infrastructure and timing for public transport services appears unclear while the planned walking and cycling network to Cambridge consists of a 2.5 m wide shared walking and cycling path through growth cell C8 to Victoria Road.
  - (iii) The PC17 ITA states “*The effect of adding additional traffic associated with the plan change is therefore unlikely to be noticed by road users given that the intersection [the planned Hautapu Road / Victoria Road roundabout] is already modelled as being over capacity*”.
  - (iv) I do not support that statement given the modelling results presented in the ITA, the lack of a proposed capacity upgrade to the Hautapu Road / Victoria Road roundabout, and no assessment of alternative routes and transport modes is provided.
22. Having spoken to Mr Hudson at WDC it was clear that Council had no plans to upgrade the future roundabout at Hautapu Road / Victoria Road intersection to a dual lane roundabout for increased capacity to mitigate future congestion.
23. Mr Hudson explained that in line with the Government’s GPS for Transport, Council intends to improve public transport and walking and cycling facilities to and through Hautapu and Cambridge which provides greater travel-mode choices and therefore reduce car dependency and potentially also transport emissions.
24. While I accept this type of infrastructure response aligns with the current Governments’ transport and funding policies, I remain of the opinion that significant congestion will still result on Hautapu Road and Victoria Road in future, without a capacity upgrade to the single lane roundabout. At the very least, I would recommend sufficient land be safe guarded to enable a capacity



upgrade that is likely to be required. Even with major investment by Council in public transport and cycling infrastructure at Hautapu, future alternative transport mode-share achieves aspirational targets of 20-25% of trips (currently less than 5% combined in Cambridge), it is clear the other 75-80% of trips will still be by vehicle.

25. Therefore, my concern in respect of the HLG site is that without appropriate planned capacity improvements to the local network in Hautapu, future significant traffic congestion is likely to lead to traffic diverting via unsuitable alternative routes leading to greater unmitigated safety and efficiency effects. These alternative routes include Peake Road and Racecourse Road to access Cambridge or the SH1 expressway, and Peake Road to Bruntwood Road to Hamilton or Cambridge. The alternative routes are illustrated below in Figure 5.
26. Further to traffic diversion effects, the HLG land is affected not only by significant unmitigated congestion on their immediate road network (based on the CKL ITA findings), but also, they would be severely disadvantaged from a transport perspective in seeking any future rezoning to industrial because any further traffic generation would exponentially increase delays and congestion on the network. To support a rezoning in that situation, it is quite likely the HLG would have to commit more than their fair contribution towards local infrastructure upgrades just to increase capacity enough to address their transport effects.
27. For example, it is not possible to add  $\frac{1}{4}$  of a lane to a roundabout to address a small increase in traffic volume that has a disproportionate effect on efficiency, so the upgrade the HLG would be likely faced with is the cost of adding an additional lane in each direction through the future roundabout. This would effectively be also mitigating the incremental increase in transport effects by PC17 rezoning (Kama Trust land), which is unfair.



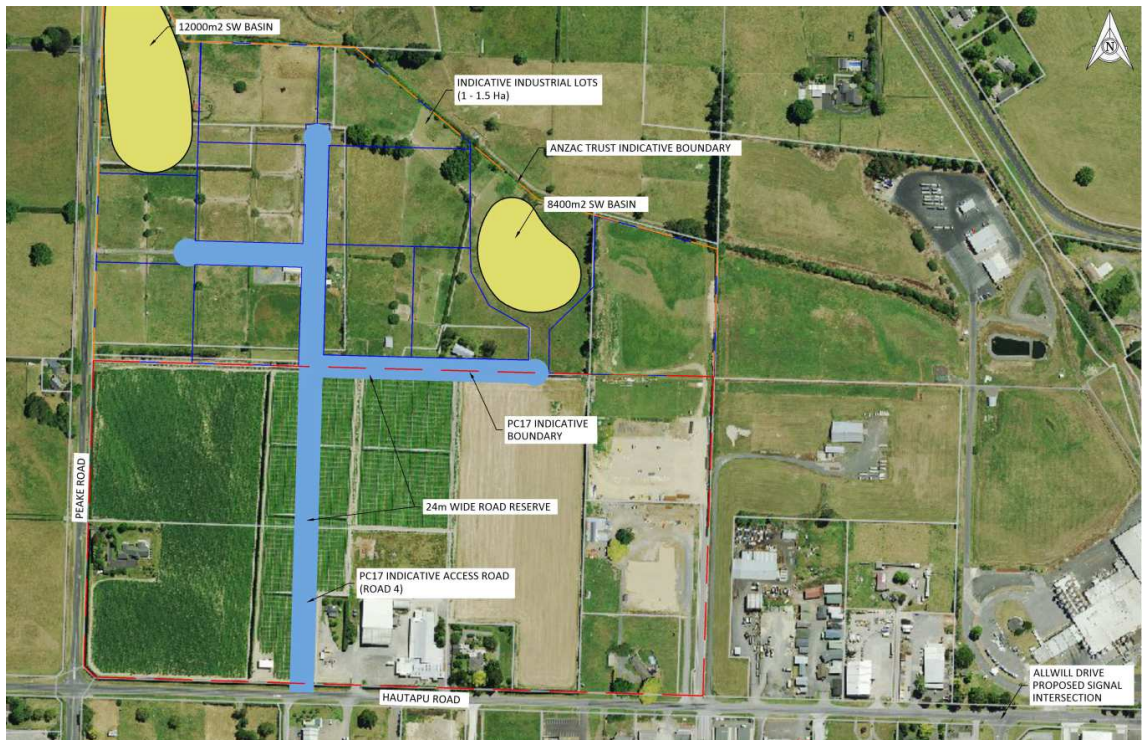
**Figure 5: Alternative Routes from Hautapu to avoid future roundabout congestion**

**TRANSPORT SOLUTION ENABLED BY INTEGRATING HLG AS DEFERRED INDUSTRIAL**

- 28. In my opinion, rezoning the HLG land area of 16.3 ha to deferred industrial as part of PC17 enables a much-improved transport solution for Hautapu industrial zone relative to the current PC17 amended Structure Plan and rezoning proposal.
- 29. The effects issues I outlined above can be properly addressed with the integration of 16.3 hectares of HLG land with the 20 hectare “Area 6” rezoning proposal. In the long-term, this combined land area of approximately 36 ha would result in greater financial contributions for roading and sharing of the real costs towards mitigating the combined effects. Without this, rezoning of the 20 ha of Kama Trust land effectively gets away without proper mitigation of its’

adverse effects on the network since it is not a large contributing area relative to the rest of Hautapu industrial zone.

30. The following Figure 6 illustrates how the two land areas (Kama Trust and HLG) could be effectively integrated from a transport perspective to give a better outcome for both parties, a better outcome for the Hautapu industrial zone overall and ensures the HLG land can be integrated in terms of connectivity for rezoning.



**Figure 6: Indicative Integrated Road Network**

31. This illustrates that the integrated network involves replacing the large stormwater basin proposed in the amended structure plan along the boundary between Kama Trust and the HLG, with alternatives which could be wholly on HLG land. I understand the two basins shown are just one option of multiple options available for integrating the land areas. Mr Dickey discusses in his evidence, the issues with the PC17 stormwater management proposal and the benefits of the alternative stormwater solutions enabled by integrating the HLG land area.
32. In my opinion, the benefits to the wider network of integrating Kama Trust and HLG roads in general accordance with the indicative network shown, include:

- (i) More efficient use of resources. Road 4 and its intersection with Hautapu Road are under-utilised servicing just 20 ha (gross) of land. This reduces to 17.2 ha of developable area once the stormwater basin (2.3 ha) and Road 4 (0.5 ha) are deducted,
  - (ii) Spreading of construction costs for Road 4, the intersection, and the services infrastructure to the subdivision (water, wastewater, power, communications and stormwater) across almost twice the land area reduces the square metre cost for subdividing each lot, making each lot more affordable.
  - (iii) Avoidance of future access applications to Peake Road from HLG land for rezoning purposes, and therefore avoidance of the cost for urbanisation upgrades to Peake Road north of Hautapu Road in the event Council had little option but accept future industrial accesses.
  - (iv) A fair and equitable contribution of costs towards the further network improvements identified by Ms Mothelesi to properly mitigate the effects of PC17 traffic on the network, including a future capacity upgrade to the Hautapu / Victoria Road roundabout as highlighted in the ITA review report.
  - (v) Contributions to the roundabout capacity upgrade together with Council's future upgrade of Peake Road south of Hautapu Road as part of C7 cell development helps to address the otherwise-likely effects of traffic 'rat-running' via unsuitable alternative routes to avoid delays and congestion at the Hautapu Road / Victoria Road roundabout.
33. The PC17 transport assessment review report<sup>2</sup> by Ms Rhulani Mothelesi and Mr Mark Apeldoorn appended to the S42A report, and the evidence of Ms Mothelesi, Transport engineer for Waipa District Council – specifically paragraph 14 identifies that the proposed Road 4 intersection with Hautapu Road is suitable

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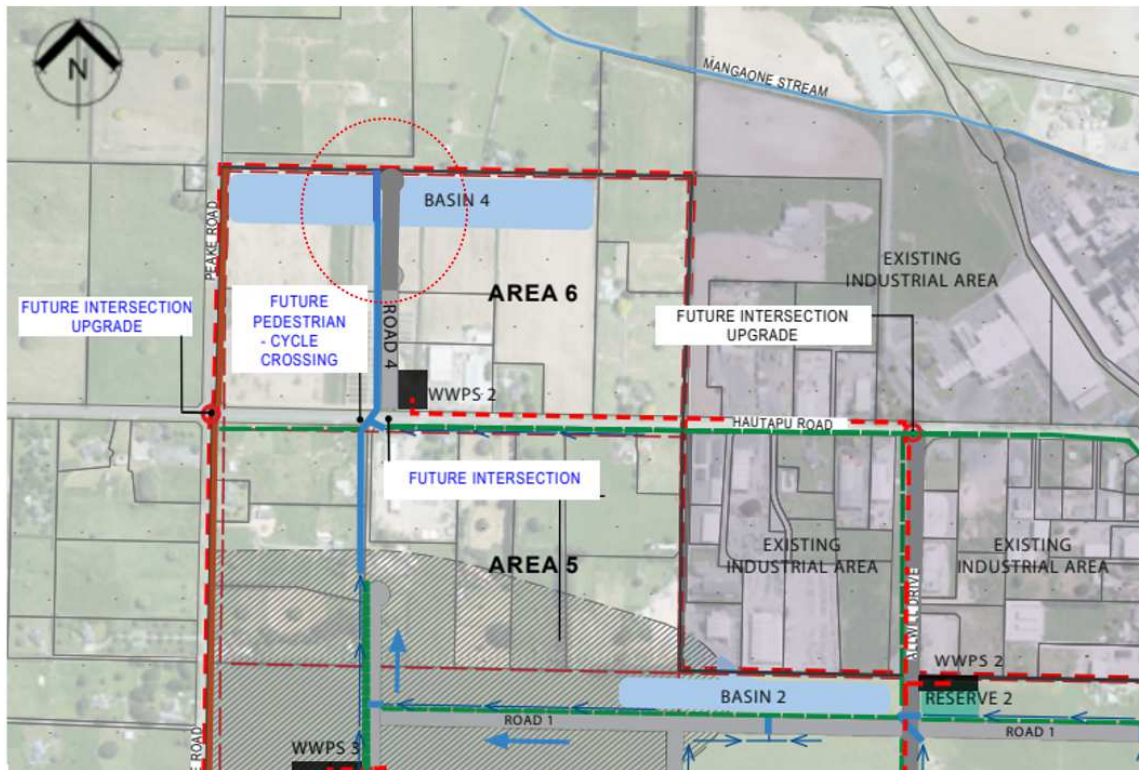
<sup>2</sup> Section 7.2, first bullet point, and Appendix C SIDRA model results for 80/20 east/west trip distribution respectively on the basis Waipa District Council plans to upgrade Peake Road south of Hautapu Road commensurate with development of C7 growth cell.

for accommodating the additional traffic associated with rezoning of the HLG land to industrial in future.

34. It is worth noting that the capacity assessments by Ms Mothelesi in relation to adding the HLG land are based on an additional 20 ha of industrial land to that notified in PC17, when in fact the total HLG land area is 16.3 hectare. After removing the land required for a combined stormwater management system the remaining HLG area is approximately 14 hectares. This reduces the potential peak hour trips from 400 veh/hr as calculated by Ms Mothelesi, to 280 veh/hr (a 30% reduction). This means Ms Mothelesi's assessment of potential effects of rezoning the HLG land, in respect of the modelled performance of the Hautapu Road/Victoria Road roundabout with capacity upgrade, is conservative and potentially a worst-case assessment.
35. I also refer to the wider effects mitigation measures for PC17 identified by Ms Mothelesi in her evidence paragraphs 9(a)-(d) and confirm that I concur with each of those recommendations. I also agree with Ms Mothelesi's recommended changes to the notified Structure Plan<sup>3</sup> to give improved safety outcomes and greater certainty around timing of the effects mitigation.
36. However, based on the evidence and effects assessment of Ms Mothelesi and my own assessment, in my opinion Road 4 should be shown as extending to the shared boundary of the Kama Trust and HLG land areas on the Structure Plan. Figure 7 below illustrates this for clarity.

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<sup>3</sup> Ms Mothelesi evidence in chief, paragraphs 12(a) – (c).



**Figure 7: Extension of Road 4 and pedestrian/cycle path to Kama Trust/HLG Boundary**

37. I consider this modification is appropriate regardless of the question of scope for rezoning the HLG land as deferred industrial. Extension of the road to the boundary appropriately future proofs the ability for an integrated road connection of the HLG land areas to Hautapu Road for potential rezoning to industrial.

## **CONCLUSION**

38. I consider that the proposed rezoning of Kama Trust's land as part of PC17 fails to future-proof access to the adjacent HLG blocks for potential future industrial rezoning, and in doing so disadvantages the HLG and potentially Waipa District Council with potentially having to accept access to Peake Road for HLG land. PC17 also fails to appropriately mitigate the expected adverse transport effects on the network which could also disadvantage HLG in any future rezoning application they may seek.

39. I have set out how I consider that integrating a roading network between the Kama Trust land and HLG land areas would solve the access future-proofing issue and in the long-term benefit both parties, Council and the wider Hautapu



industrial area through enabling appropriate cost-sharing and delivery of the necessary transport effects mitigation that Ms Mothelesi identifies and that I endorse as being needed.

40. I support the recommendations of Ms Mothelesi for the amended Hautapu Structure Plan, but I consider my evidence and that of Ms Mothelesi demonstrates that Road 4 should be shown extending to the shared boundary of the Kama Trust and HLG land areas on the amended Hautapu Structure Plan, regardless of the outcome on the issue of scope for rezoning the HLG land as deferred industrial.



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**Cameron Inder**  
**13 March 2023**