

**IN THE MATTER**

of the Resource Management Act 1991

**AND**

**IN THE MATTER**

of the Proposed Plan Change 5 ("PC5") to the  
Hamilton City Operative District Plan

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**STATEMENT OF EVIDENCE OF DON MCKENZIE ON BEHALF OF  
WOOLWORTHS NEW ZEALAND LIMITED**

**TRANSPORT**

**16 SEPTEMBER 2022**

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## 1. INTRODUCTION

### Background and experience

- 1.1 My full name is Donald John McKenzie. I am the Private Sector Leader (Transportation) – Auckland for Stantec New Zealand.
- 1.2 I gained a Bachelors Degree in Civil Engineering with Honours from the University of Canterbury in 1991. I am a Chartered Professional Engineer in New Zealand, an International Professional Engineer, Fellow and Chartered Member of Engineering New Zealand, and a Fellow and Professional Member of the Institute of Transportation Engineers ("ITE"), USA. I also served as the Global District Director on the International Board of Direction for ITE between 2015 and 2020.
- 1.3 Throughout my 30 years of professional experience, I have practiced as a traffic engineering and transportation planning specialist where I have provided transportation consulting and expert witness services to a wide variety of clients across the country within the private sector, local government and central government agencies.
- 1.4 I have been involved in the assessments of, and expert evidence presentations associated with, numerous supermarkets, retail development, residential and mixed-use developments and Plan Changes throughout metropolitan Auckland and across New Zealand. Some of the key recent development processes with which I have been involved include:
- (a) Plan Changes 58-60 Drury Central;
  - (b) Various inputs for Countdown developments at Waiata Shores (Manurewa, Auckland), Claudelands, Te Rapa, Pokeno;
  - (c) Tauranga Crossing Lifestyle Centre (Countdown resource consent), Tauriko, Tauranga;
  - (d) Chartwell Shopping Centre; and
  - (e) Review of PC59 Albany 10 Precinct on behalf of Auckland Council.

### Code of conduct

- 1.5 I confirm that I have read the Code of Conduct for Expert Witnesses 2014 contained in the Environment Court Practice Note and that I agree to comply

with it. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I express, and that this evidence is within my area of expertise, except where I state that I am relying on the evidence of another person.

## **2. OVERVIEW OF THE SITE AND INCLUSION IN THE LOCAL CENTRE ZONE**

### **Site overview and existing transport network**

- 2.1 This section summarises the existing transport environment and road network surround the site. Given the emerging "greenfields" development nature of the wider PC5 area, the current transportation network is of relatively little relevance to the current considerations of the Local Centre Zone.
- 2.2 In broad transportation terms, PC5 anticipates a future transportation network. It aims to provide access to the Peacocke growth cell and adjoining areas across Hamilton South, with connections to the Waikato River for walking and cycling. It aims to support the growth in activity generated within and through the Peacocke areas based on delivering part of the wider Southern Links strategic transportation programme of works and projects approved connecting to and expanding the wider Hamilton transportation network.
- 2.3 The project partners in the Southern Links programme wanted to ensure that the future state highway routes would be well integrated with local roads, both through the planned residential and industrial developments in this southern sector of Hamilton. It is anticipated that when constructed, the Southern Links project will reduce congestion, improve safety on the existing SH1 and SH3 routes through the existing parts of South Hamilton, as well as improving general accessibility, freight flows, and contribute to the multi-modal accessibility for the residents within and visitors to the future growth area within the Peacocke Structure Plan ("**Structure Plan**") / PC5 area.
- 2.4 The PC5 transportation network set out in the Structure Plan and supporting Integrated Transportation Assessment ("**ITA**") prepared in support of PC5, involves a north-south major arterial ("**N-S Major Arterial**") corridor connecting in the north from a new bridge over the Waikato River at Wairere Drive (east of the Hamilton Gardens) through to a connection with SH3 to the south of the PC5 land.
- 2.5 Supporting this N-S Major Arterial link are two minor arterial links – one via an upgrading of the existing Peacockes Road route through the eastern portion of the PC5 area (connecting to the N-S Major Arterial in the north) and extending

through to the southern boundary of PC5, and a second east-west arterial (now referred to as Whatukooruru Drive) extending from a major new roundabout controlled intersection with SH3 in the west and terminating at a signalised intersection with the Peacockes Road minor arterial in the east.

2.6 A copy of the PC5 Structure Plan's Transport Network Diagram is attached as Figure 1.

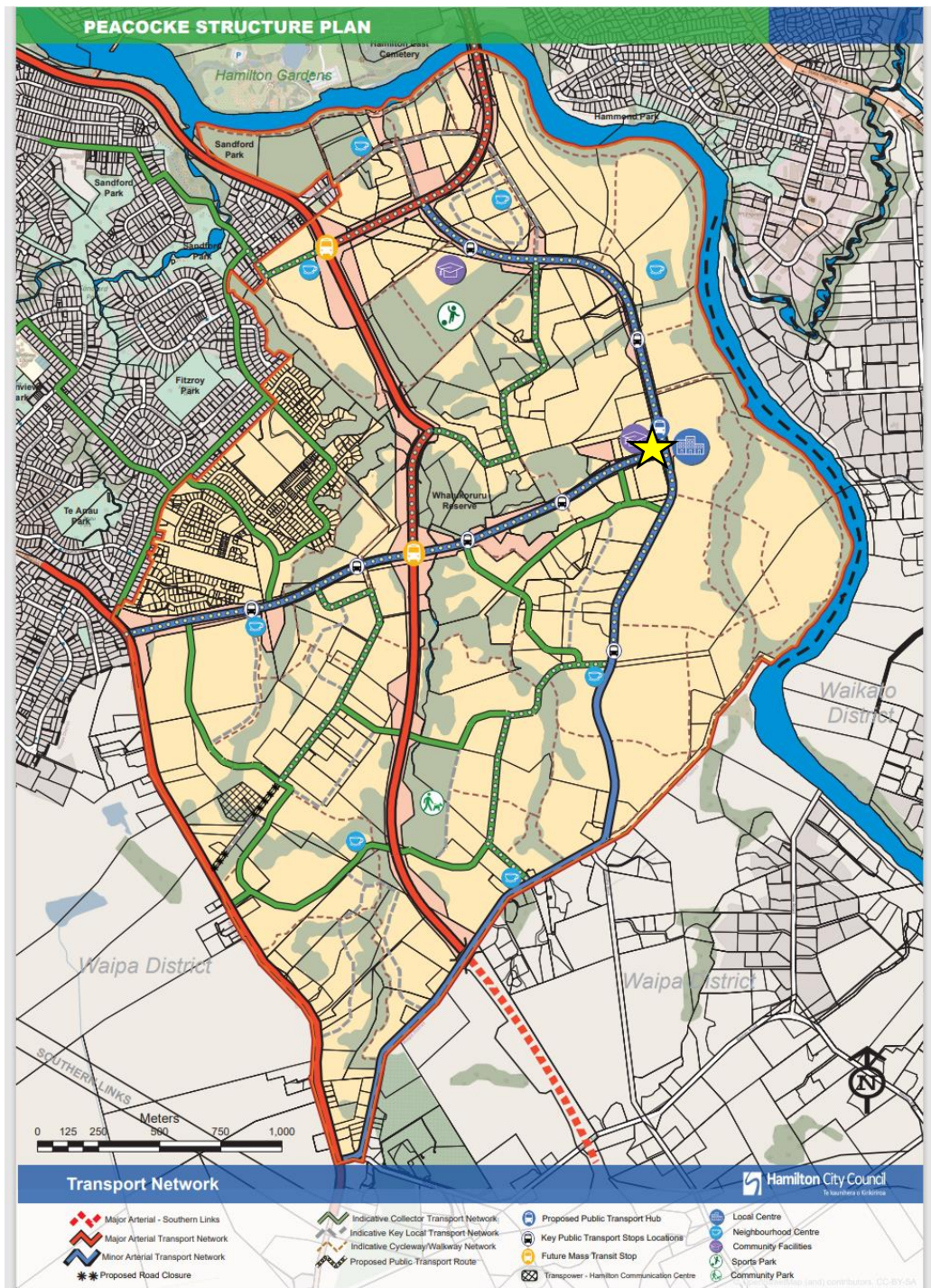


Figure 1: PC5 Structure Plan – Transport Network

- 2.7 The proposed Local Centre Zone (including the subject land in which Woolworths has an interest), centres on the intersection of the North-South Minor Arterial and the East-West Minor Arterial. As can be seen by the dotted indications on the above diagram, the Peacockes Road North-South Minor Arterial is also intended to cater for the public transport routes that will service the Peacocke development area. These indicative bus routes are intended to connect areas within the wider Peacocke development area, as well as enabling access to other parts of Hamilton via the N-S Major Arterial link across the river and Wairere Drive.
- 2.8 Accordingly, the Local Centre is well located and connected via multiple transport routes with respect to the surrounding Peacocke development area, enabling strong connections for all modes of transport through the Structure Plan area.
- 2.9 I also understand that earlier aspects of the Plan Change / Structure Plan had included the Woolworths land within the anticipated Local Centre Zone that encompassed the sites on all four quadrants of the intersection. In this regard there was clearly an anticipation that activities such as those that would be enabled through the extension of the Local Centre Zone onto the Woolworths site would be present in this south-west corner of the intersection.

#### **Inclusion of the Site in the Local Centre Zone**

- 2.10 The Structure Plan supporting PC5 includes a designation of Local Centre zoning on the north-east and south-east quadrants of the intersection between Peacockes Road (minor arterial) and an extension of Whatukooruru Drive (in the form of a Main Street) to the east of Peacockes Road.
- 2.11 The Woolworths site – located in the south-western quadrant of the intersection – is proposed to be zoned Medium Density Residential, as is the Ministry of Education's site in the north-west quadrant. I understand that the Ministry is proposing to develop a primary school in their site with road frontage to both Whatukooruru Drive and Peacocke Road.
- 2.12 It is Woolworths' submission that the Local Centre Zone should be extended to include the Site in the south-western quadrant of the intersection.
- 2.13 I support this request from a transportation point of view for a number of reasons:
- (a) Activity connections and pedestrian safety through the intersection;

- (b) Potential reduction of traffic movements through the intersection and along the Local Centre "Main Street"; and
- (c) Potential for enhanced connectivity to the local road network.

2.14 I will address the transportation assessment of these matters later in my statement.

### **3. POLICY CONSIDERATIONS**

3.1 This section provides the key policy and planning framework for the Hamilton transport network.

3.2 The current transport-related objectives specific to the Peacocke area, as well as the city-wide transport objectives, seek to integrate land-use and transport through increasing density around nodes and transport corridors, as well as reducing the dependency on private vehicles for travel. Many of these city-wide objectives around travel choices and reduced dependency on private car travel (for at least some travel purposes) are reinforced and developed as part of PC5.

3.3 PC5 seeks to align with the city-wide Transportation Objectives and Policies set out in Part 25.14 of the Operative District Plan ("ODP"). At a high level, the overarching transport objective seeks to achieve:

#### Integrated Transport Network

25.14.2.1 – An integrated multi-modal transport network that meets national, regional and local transport needs and is: Responsive; Efficient; Affordable; Safe; Accessible; Sustainable and Integrated with land use

3.4 This objective is then supported by a series of city-wide ODP policies addressing:

- (a) Land Use Integration;
- (b) Transport Network; and
- (c) Adverse Effects of the Transport Network.

3.5 In my consideration of this over-arching city-wide objective and supporting framework of transportation policies, the over-riding and repeated message being sought across Hamilton by HCC through PC5 is an integration between safety, land-use and transportation, accessibility across transport modes and sustainability. In developing the Local Centre concept for the location to which

Woolworths is concerned, I see that the matters of integration, accessibility and safety play an important and heightened role.

3.6 A Local Centre node such as this should provide facilities and connections between activities that maximise the integration and responsiveness aspects coming through the transport objective and policies within PC5.

3.7 In the context of the Structure Plan presented in PC5, the following high-level items or principles underlying the Structure Plan are referenced in DEV01-PSP: Overview and Vision:

- (a) Require subdivision to create a connected, legible, and permeable transport network that enables access through the structure plan, particularly for active modes, allowing local trips to be undertaken without reliance on a private vehicle;
- (b) The block pattern and lot arrangement should create streets that are lined with buildings, with public frontages, directing back yards to be located to the rear of the site creating private outdoor living areas; and
- (c) Ensuring road frontages are not dominated by carparking, garaging and vehicle access.

3.8 This vision for the transportation network is then developed by way of the following objectives of PC5 (and the supporting policies):

**Table 1: PC5 Transport Network Objective Summary**

Reference	Objective	Relevant Policies
DEV01-PSP: O17	An integrated and efficient pattern of land use and transportation so as to sustainably manage the impact of development on existing and planned transport infrastructure	P40 P41 P42 P43
DEV01-PSP: O18	The transport system in Peacocke provides a high level of connectivity within the structure plan area and to surrounding neighbourhoods	P39 P40 P42 P43 P49 P51
DEV01-PSP: O19	The transport network reduces car dependency and encourages mode shift by: <ol style="list-style-type: none"> <li>1. Providing a well-connected transport network that prioritises walking and cycling.</li> <li>2. Designing the transport network to provide safe, direct and universally accessible routes</li> </ol>	P39 P40 P41 P44 P45 P46 P47

Reference	Objective	Relevant Policies
	<p>for people walking and cycling throughout the structure plan area.</p> <p>3. Integrating with land use to support the provision of a frequent public transport service.</p>	<p>P48 P49 P50 P51 P52</p>
DEV01-PSP: O20	The transport network is designed to be a high amenity environment that incorporates stormwater management.	<p>P43 P53</p>

3.9 As can be seen, there is high priority afforded to objectives around connectedness and integration of land-use and transport activities within the Structure Plan. In relation to the relief that Woolworths seeks, I consider that the proposed extension of the Local Centre Zone onto land in the southwest quadrant of the Peacockes Road / Whatukooruru Drive intersection would be consistent with these objectives.

3.10 For the reasons set out earlier, I consider that the location of a major supermarket on the Woolworths' site will be a key component of integrated land-use activity within the Peacocke area. It will enable the essential food shopping activities to be undertaken within the Peacocke area rather than having residents travel outside the area, will reduce the overall extent of travel generated by those residents, and will give the opportunity for alternative travel modes for both customers and staff.

3.11 The opportunity to enable supermarket activity out of the Local Centre "Main Street" yet still to be located within the Local Centre (focussed on the signalised intersection of Peacockes Road and Whatukooruru Drive) will achieve greater safety of activity and enable the use of non-arterial routes for access. Further, removing some of the traffic movements out of the signalised intersection may enhance the performance and safety of those signals to the benefit of pedestrian users crossing these roads to access different parts of the Local Centre.

#### **4. BENEFITS OF THE INCLUSION OF THE SITE IN THE LOCAL CENTRE ZONE**

##### **Pedestrian Safety and Activity Connections**

4.1 One of the reasons why HCC chose to zone the Woolworths site within the Medium Density Zone may have been to enable a higher density of residential activity closer to the Local Centre and the various public transport facilities (bus routes and a bus hub) identified in the Structure Plan. However, the potential



for future retail and complementary activity in this quadrant has the potential to balance the person and vehicle movements through the intersection.

- 4.2 From my experience in designing and planning for urban centres elsewhere around New Zealand, I have found that a well-functioning Local Centre of the kind sought through PC5, includes a range of activities dispersed spatially within the centre, meaning that vehicle travel can be minimised through ensuring that shorter trips can be achieved effectively and efficiently on foot, reducing the number of unnecessary short vehicle trips.

#### **Reduction of heavy traffic movements through the intersection**

- 4.3 The development of a major food retailer such as a supermarket within the Local Centre Zone proposed by HCC would attract both general vehicle traffic (customers) and heavy vehicles (supermarket servicing) through the intersection. Indications I have seen on various PC5 documents show an aspiration for a pedestrianised "Main Street" extending eastwards from the Peacockes Road / Whatukooruru Drive signals into the Local Centre zone.
- 4.4 Any supermarket generating heavy vehicle servicing needs that will be accessed from the "Main Street" will introduce large volumes and intensity of trucks and other servicing vehicles through a facility intended to provide a high level of pedestrian amenity and convenience. The ability for these heavy traffic movements to at least stay on Peacockes Road can be achieved through the changes sought by Woolworths and would therefore be beneficial in this regard.
- 4.5 Not only would the reduction in the number and frequency of heavy vehicles through the Main Street be of value to promoting the proposed "Main Street" concept, the operation of the traffic signals planned for the Peacockes / Whatukooruru intersection would be enhanced. A high number of heavy traffic and other servicing movements into and out of the "Main Street" would potentially lead to increased queuing, delays and vehicle emissions that would not be in keeping with the high quality and convenience of pedestrian and non-motorised users expected to use the Main Street.
- 4.6 The combination of increased turning movements through the intersection, with the increased number of larger and heavy vehicles, would elevate the average length of delays and queues experienced by vehicles wishing to leave the Main Street. Queues would be longer, and there would be longer periods of heavy vehicles needing to idle waiting for a green signal, creating both noise and fumes within the Main Street environment. While I am not a noise or

emissions expert, I simply note that the greater number of general and heavy traffic movements through this intersection will lead to reduced efficiency of the signalised intersection operation, longer queues and greater delays leading to these sorts of consequences for users of the pedestrian focused "Main Street" environment.

- 4.7 A potential supermarket in this quadrant of the intersection on the Woolworths' Site may also reduce the overall volume of traffic (including heavy traffic) through the intersection as some component of the customer catchment area (to the south and west) would not need to pass through the intersection. This compares to the situation where the only supermarket(s) in the Centre would be located to the east of the signalised intersection and accessed off the "Main Street", which would generate all of their customer and servicing traffic demands through the signalised intersection.

#### **Enhanced connectivity to surrounding local road network**

- 4.8 The rezoning of the Woolworths land to Local Centre Zone would in my opinion have the added potential of being able to reduce the number of customer and servicing vehicles that would need to pass through the signalised intersection discussed above, and potentially gain access to some of the indicative local roads shown in the PC5 Structure Plan. While I understand that the ultimate location and alignment of the local and collector roads within the PC5 Structure Plan (shown in my Figure 1 above) are indicative and there could be changes to both the intersections with the arterial network and the alignment within properties, I consider that the proposed rezoning of the Woolworths land in the southwest quadrant maximises the ability of any future development to connect to the secondary road network. Such opportunities would not currently be available for a supermarket located within the Local Centre Zone to the east of Peacockes Road.

### **5. RESPONSE TO SECTION 42A REPORT, JOINT WITNESS STATEMENT (LOCAL CENTRE ZONE)**

- 5.1 I have reviewed the Council's Section 42A Hearing Report dated 2 September 2022 ("**s42A report**") as well as the Joint Witness Statement in relation to Planning, Retail Economics and Urban Design (Local Centre) dated 25 August 2022 ("**JWS**") with particular regard to the transportation matters discussed by the planning, economics and urban design expert signatories to the JWS. I note there were no expert transportation experts in attendance at that particular expert conference.

- 5.2 I have also read the Statement of Evidence of Alistair Black and Mr Black's technical report (August 2022). Mr Black does not comment on Woolworths' submission.
- 5.3 After consideration of the JWS and transportation matters raised by several planning and urban design experts at the expert conference, I am concerned that the issue around an apparent separation or barrier being formed by Peacockes Road, if the Woolworths land were to be included within the Local Centre, are somewhat overstated. While the Peacockes and Whatukooruru Road minor arterial routes are intended to play a higher movement function within the overall transportation network in the PC5 area, it is not to say that there is no provision for safe and convenient pedestrian crossing activity to occur. In fact, the indicative designs for the intersection between these two routes provides separated pedestrian crossing signal phases and crossing points across all four approaches to the intersection. In this regard, the planning and preliminary design / provision for high quality and safety of pedestrian movement at this location is already well-established.
- 5.4 In my opinion the fact that there is a road passing through a local centre is not intrinsically associated with a "barrier" to movement. There are numerous examples elsewhere around Hamilton and across New Zealand where local centres are deliberately located at an intersection point – these have been the traditional points of interaction that have led to the development of commerce. I do not see any major concern with the positioning of the Local Centre zone on both sides of a minor arterial.
- 5.5 Further, in my view whether the Local Zone is extended or not will make no difference in terms of the attraction of walking movements because it is expected there will be walking to and from residentially zoned sites regardless.
- 5.6 I have reviewed the Urbanismplus diagram titled "Peacocke Local Centre Concept - August 2022" ("**Concept plan**") attached to the JWS. This provided an indicative design around the transportation elements of the roading network and the layout and positioning of the supermarket fronting Peacockes Road.
- 5.7 A number of issues are of concern to me with that Concept plan:
- (a) The loading dock indicated along the frontage of the supermarket site would require an extended reversing manoeuvre of the servicing trucks as the loading dock appears to be a single lane wide. This reduced width and overall scale of the loading dock would constrain the ordinary operation of supermarket loading docks such as the

ability to cater for simultaneous deliveries, and the added complexity of reversing larger semi-trailer vehicles;

- (b) The position of the entry driveway, south of the intersection between Peacockes Road and Whatukooruru Road, would likely give rise to safety concerns between a large vehicle slowing and manoeuvring into the driveway (and further positioning ready for the reversing manoeuvre when inside the site), traffic along Peacockes Road and the right turning movement out of Whatukooruru Road. Standard traffic engineering practise and the City-wide transportation rules for HCC require a minimum offset of 30m between a site's driveway and the intersection of two minor arterials<sup>1</sup>, and in ideal situations, maximising this offset distance as far as the site boundaries allow; and
- (c) The position and orientation of the supermarket customer driveway connecting with Peacockes Road south of the loading dock (possibly incorporating the exit movement out of the loading dock) does not conform with good practise for the location of internal driveways with respect to the driveway intersection with Peacockes Road. The connection into the supermarket carparking area should be located further into the site to increase the safety of movements at the road intersection from the carparking intersection.

5.8 From an overall roading network connection point of view, and building upon my earlier comments around supermarket-generated heavy vehicle movements along the "main street" east of the traffic signals, I remain of the view that the location of the supermarket shown in the Concept plan will generate more customer and vehicle movements through the intersection of Peacockes Road and Whatukooruru Road compared to the alternative of a supermarket on the Woolworths site.

5.9 From my consideration of the wider area customer catchment of a supermarket in this Local Centre location I expect that the primary directions from which customers would approach the supermarket would be north, west and south of this intersection.

5.10 As such, and on the expectation that the Woolworths site could connect to local roads around the western and southern boundaries and provide appropriate driveway accesses to the Peacockes and Whatukooruru frontages, I expect

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<sup>1</sup> HCC District Plan, Rule 25.14.4.1.

that there would be fewer supermarket traffic movements generated through the Peacockes intersection. The only customer catchment direction that would "have" to pass through the intersection would be those residents living to the north. The southern and western catchment areas would be able to access the Site without having to pass through the traffic lights.

- 5.11 The authors of the s42A report rely heavily on the urban design and retail economic assessments made by the Council's experts. To the best of my knowledge there was no transportation assessment of the Woolworths relief in the s42A Report. The commentary made in respect of pedestrian movements, safety and convenience were not made by transportation professionals but rather are comments made within the context of urban design and planning discussions. In my professional opinion there is nothing from a transportation perspective that would preclude the safety and convenience of a well-performing local centre having parts of Local Centre Zone on opposite sides of a minor arterial supported by dedicated pedestrian crossing facilities within a signalised intersection.

## **6. CONCLUSION**

- 6.1 I have considered the transportation implications of the proposed relief sought by Woolworths for inclusion of its site within the Local Centre Zone (as originally intended within the earlier stages of the PC5 zoning) at the intersection of Peacockes Road and Whatukooruru Road.
- 6.2 In my opinion, the location at the intersection of two minor arterials supported by traffic signal control and with dedicated pedestrian facilities across each arm of the intersection, will be appropriate and consistent with the expectations of providing a safe and effective transportation environment. While the minor arterial hierarchy classification afforded to these two roads indicates an expectation that they will provide more "movement" function and a comparatively lesser "place" function, the locating of Local Centre Zones on two sides of a minor arterial road (expected to operate at a 50 km/h speed limit, and supported by bus stops close to this intersection) is not intrinsically unsafe or inappropriate.
- 6.3 In my view, the development of a supermarket at the south-west quadrant of this intersection and its ability to connect into future indicative local roading connections around the Woolworths site will promote the wider road network within the western part of the PC5 area. It would also likely lessen heavy

vehicle movements that would be generated by a supermarket on the eastern side of Peacockes Road.

- 6.4 I have some concerns with the indicative supermarket location depicted in the Urbanismplus Concept plan and am concerned that the site identified as a possible supermarket will give rise to additional transport effects including safety of vehicles and other road users, that would not otherwise be associated with a well-designed supermarket within the Woolworths land.
- 6.5 Overall, I considered that the inclusion of the Woolworths site within the Local Centre Zone adjacent to the intersection of Peacockes Road and Whatukooruru Road can be supported from a transportation perspective, and would provide potentially enhanced transport outcomes with respect to the anticipated transport environment sought within the PC5 land.

**Don McKenzie**

16 September 2022