

**Before Independent Hearing Commissioners
In Porirua**

Under the Resource Management Act 1991

In the matter of of a submission by NZ Transport Agency (Waka Kotahi)
(submitter 82, further submitter 36) on the Proposed Porirua
District Plan

Statement of evidence of Adrienne Black for Waka Kotahi (Corporate)

Dated 4 May 2022

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1 Qualifications and experience

- 1.1 My full name is Adrienne Claire Black.
- 1.2 I am the Regional Principal Transport Planner for the Wellington, Marlborough, Nelson and Tasman regions in the System Design Group at Waka Kotahi NZ Transport Agency ('Waka Kotahi'). I am based in Wellington.
- 1.3 I have been employed by Waka Kotahi for approximately eight years over two periods of employment, starting in June 2012. In this time, I have held in a variety of roles. In my current role, I am accountable for promoting sound solutions to transportation issues that are safe, responsive, innovative and maximise outcomes while taking a whole of system approach to planning across modes, functions, place and time. I am also accountable for identifying emerging opportunities and risks across plans, programmes and projects.
- 1.4 I hold a Bachelor of Management Studies (1st class honours) Degree, majoring in Economics and Strategic Management, and a Post Graduate Diploma in Business Administration, Finance.
- 1.5 I am giving evidence in my capacity as a Waka Kotahi employee, looking at the statutory role and function of Waka Kotahi. I rely on my experience and knowledge of working for Waka Kotahi for eight years. My evidence is informed by high level strategies and government policy relevant to Waka Kotahi, and discussions with colleagues on various aspects of the Proposed Porirua District Plan ('PPDP').
- 1.6 I have authority to give evidence on behalf of Waka Kotahi.

2 Code of conduct

- 2.1 While I acknowledge that I am an employee of Waka Kotahi, I have read and am familiar with the Code of Conduct for Expert Witnesses in the current Environment Court Practice Note (2014). I have complied with it in the preparation of this statement of evidence. I also confirm that the matters addressed in this statement are within my area of expertise, except where I rely on the opinion or evidence of other witnesses. I have not omitted to consider material facts known to me that might alter or detract from the opinions I express.

3 Scope of evidence

- 3.1 My evidence addresses the following:

- a) The statutory role and functions of Waka Kotahi;
- b) The strategies and frameworks that guide the view Waka Kotahi takes to land use and transport planning;
- c) The transport context in Porirua, and
- d) Specific concerns with the proposed re-zoning of the Judgeford Hills area.

4 Waka Kotahi statutory role and functions

Land Transport Management Act 2003

- 4.1 Waka Kotahi has a statutory objective under the Land Transport Management Act 2003 ('LTMA') to undertake its functions in a way that contributes to an effective, efficient, and safe land transport system in the public interest.
- 4.2 The functions of Waka Kotahi are defined in section 95(1) of the LTMA. Functions of relevance to the PPDP are:
 - a) "to contribute to an effective, efficient, and safe land transport system in the public interest (...)
 - b) to manage the State highway system, including its planning, funding, design, supervision, construction, maintenance, and operation, in accordance with this Act and the Government Roadway Powers Act 1989 (...)
 - c) to assist, advise, and co-operate with approved organisations (...)
 - d) to manage funding of the land transport system (...)"
- 4.3 In meeting its objective and undertaking these functions, Waka Kotahi is required by the LTMA to exhibit social and environmental responsibility. That includes avoiding, to the extent reasonable in the circumstances, adverse effects on the environment and using revenue in a way that seeks value for money (s96 LTMA).

5 Guiding Frameworks, Strategies and Plans

Transport Outcomes Framework

- 5.1 The Transport Outcomes Framework¹ set by the Ministry of Transport defines the overall purpose of the transport system as one that improves people's wellbeing, and the liveability of places.
- 5.2 The Transport Outcomes Framework identifies the following long-term strategic outcomes for New Zealand's transport system, and explains how government and the transport sector should work together towards these outcomes:
- a) Inclusive access;
 - b) Economic prosperity;
 - c) Resilience and security;
 - d) Environmental sustainability; and
 - e) Healthy and safe people.
- 5.3 The 'inclusive access' outcome in the Transport Outcomes Framework is of particular relevance to the PPDP. Under this outcome, the Framework highlights the importance of understanding and influencing how the transport system shapes, and is shaped by, land use (e.g. the location and density of housing developments). It notes that transport needs to be closely integrated with land use planning to maintain and improve access long-term.

Government Policy Statement on Land Transport 2021/2022-2030/31

- 5.4 The Government Policy Statement on Land Transport 2021/22-2030/31 ('GPS 2021') sets the Government's expectations for investment in the land transport system over a ten-year period. Waka Kotahi must carry out its functions (as defined by the LTMA) in a way that delivers on the transport outcomes and strategic priorities set by GPS 2021.
- 5.5 GPS 2021 took effect from 1 July 2021. It has four strategic priorities:
- a) Safety;
 - b) Better travel options;

¹ <https://www.transport.govt.nz/area-of-interest/strategy-and-direction/transport-outcomes-framework/>

- c) Improving freight connections; and
- d) Climate change.

- 5.6 GPS 2021 notes that “travel demand management is an integrated – whole of system – approach to managing transport using techniques designed to influence the way people travel. This includes how people travel (i.e. by what mode), when people travel, how often they travel, where they travel to, what route they take and if they even need to travel”. GPS 2021 identifies land use management (e.g. focussing growth in areas with good existing travel options and intensification near public transport links) as one of the ways which travel demand can be managed to reduce the need to invest in additional transport system capacity.
- 5.7 Managing travel demand can have a positive flow on effect to achieving a low carbon transport system. The GPS 2021 notes that “through the Climate Change Response [Zero Carbon] Act, the Government has set a target for New Zealand to be net zero by 2050. Transport emissions are growing, so intervention is required to reduce them. Achieving net zero carbon requires a transition to a low carbon transport system. In such a system, measures are in place to manage travel demand, and infrastructure is inter-connected to encourage walking, cycling and the use of public transport.”
- 5.8 In addition to the strategic priorities and investment principles noted above, GPS 2021 also sets out the Ministerial expectations for Waka Kotahi. The following Ministerial expectations are relevant to the PPDP:
- a) Encourage consistent, good practice planning so that the interaction between transport use and land use is well managed.
 - b) Work collaboratively with local government to ensure that transport infrastructure effectively supports urban growth and aligns with wider initiatives to provide quality urban form. In making trade-offs between investments that support intensification (e.g. expanded capacity of a rail station or bus services) and those that support greenfield development (e.g. trunk infrastructure), Waka Kotahi will need to consider the extent to which the latter set of investments supports ‘quality urban environments’, improves transport choice and supports the reduction of greenhouse gas emissions, and is consistent with and has regard to spatial planning exercises.

- c) Implement Waka Kotahi’s mode shift plan (“Keeping Cities Moving”) and work with local government to implement agreed mode shift plans in the high-growth urban areas (including Wellington).
- d) Make use of funding and financing tools that encourage contributions from new developments (or parties benefitting from them) to the costs that development imposes on the transport system.

5.9 Specifically, GPS 2021 notes, “well-integrated urban development and transport planning will be required to ensure land transport emissions can be reduced in line with national emissions reduction objectives”.

Giving effect to the NPS-UD

5.10 District plan provisions must give effect to the National Policy Statement on Urban Development (‘NPS-UD’). The NPS-UD came into force on 20 August 2022 and contains a number of objectives and policies that are aimed at aligning and coordinating planning across urban areas.

5.11 Of relevance, the NPS-UD requires that planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:

- a *Have or enable a variety of homes that:*
 - (i) *meet the needs, in terms of type, price, and location, of different households; and*
 - (ii) *enable Māori to express their cultural traditions and norms; and*
- b *have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and*
- c *have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and*
- d *support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and*
- e *support reductions in greenhouse gas emissions; and*
- f *are resilient to the likely current and future effects of climate change.*

Waka Kotahi strategic plans giving effect to GPS 2021

5.12 Waka Kotahi has published several strategies that emphasise the importance of shaping urban form to deliver on the Government's current priorities and long-term outcomes as expressed through GPS 2021. These include:

- a) Arataki / Arataki 2.0 – our ten-year view of the step changes and actions needed to deliver on the government's current priorities and long-term outcomes for the land transport system. The three high priority step changes noted in Arataki 2.0 as being required in Wellington are:
 - improve urban form,
 - tackle climate change, and
 - transform urban mobility.
- b) Toitu Te Taiao – our sustainability action plan which sets out the commitment of Waka Kotahi to environmental sustainability and public health in the land transport sector. Two big challenges noted in this plan that are relevant to the PPDP are reducing greenhouse gas emissions and improving public health. Toitu Te Taiao directs Waka Kotahi to consider the avoid, shift, improve framework for reducing emissions.
- c) Keeping Cities Moving² – our national mode shift plan that is built around three areas of the land use and transport system:
 - Shaping urban form³;
 - Making shared and active modes more attractive⁴; and
 - Influencing travel demand and transport choices-changing behaviour to provide incentives to either discourage use of private vehicles or making people better aware of their options.

Road to Zero

5.13 Road to Zero is New Zealand's road safety strategy for 2020–2030, setting out what is required in New Zealand to improve road safety. The strategy provides a

² <https://www.nzta.govt.nz/assets/resources/keeping-cities-moving/Keeping-cities-moving.pdf>

³ In particular, encouraging good quality, compact, mixed-use development that will result in densities that can support rapid/frequent transit (and vice versa), shorter trips between home and work/education/leisure, and safe and healthy and attractive urban environments to encourage more walking and cycling.

⁴ In particular, improving the quality and performance of public transport, and facilities for walking and cycling, including providing better connections between modes.

path to achieving 'Vision Zero', where no-one is killed or seriously injured in road crashes on our roads. To achieve this, Road to Zero has an initial target of reducing death and serious injuries on our roads, streets, cycle ways and footpaths by 40 per cent by 2030. The Road to Zero vision supports the statutory function Waka Kotahi has of contributing to a safe land transport system.

Emissions Reduction Plan

- 5.14 The Government intends to publish New Zealand's first Emissions Reduction Plan by 31 May 2022. This plan will set out how New Zealand will meet its first emissions budget (2022-2025) and sets the path towards meeting the country's long-term climate targets. It will be a key step in the country's transition to a low emissions future.
- 5.15 The draft Emissions Reduction Plan (consultation completed October–November 2021) notes that the transport sector is New Zealand's second largest contributor to greenhouse gas emissions. To achieve a zero-carbon transport system by 2050, the scale of change to achieve these reductions and complete decarbonisation cannot be overstated.
- 5.16 As Wellington grows, Waka Kotahi and all territorial local authorities need to ensure urban development and transport planning is well-integrated. This is required so land transport emissions can be reduced in line with national emissions reduction objectives.

Regional strategic plans

Wellington Regional Growth Framework

- 5.17 Waka Kotahi, like Porirua City Council, is a partner to the Wellington Regional Leadership Committee (the 'Committee') under which sits the Wellington Regional Growth Framework (the 'Framework'). The Framework is a spatial plan that sets out how the region should grow. It provides councils and iwi in the region with an agreed regional direction for growth and investment and addresses regional challenges such as providing increased housing supply, transitioning to a low carbon future, improving resilience and multi-modal access.
- 5.18 The Framework delivers on the Urban Growth Agenda⁵ objectives of the Government including the requirement for preparation of a Future Development

⁵ <https://www.hud.govt.nz/urban-development/urban-growth-agenda/>

Strategy. In doing so, it helps guide and coordinate regional-scale urban planning and align investment in infrastructure and services.

- 5.19 The Framework proposes that an additional 200,000 people will call the Greater Wellington region home over the next 30 years. To enable this growth, close to 90,000 additional homes are expected to be needed.
- 5.20 All territorial local authorities within the Greater Wellington region will have a role to play in enabling this growth to occur in a sustainable way. Waka Kotahi is supportive of enabling growth to occur in locations that are well connected to amenity and existing public transport services.

Regional Mode Shift Plan

- 5.21 The Regional Mode Shift Plan includes a target (derived from the draft Regional Land Transport Plan 2021 that was in development at the time) of achieving a 30% reduction in transport generated carbon emissions by 2030; and a 40% increase in active travel and public transport mode share by 2030. It identifies a series of focus areas and supporting activities to deliver on these targets.
- 5.22 The Regional Mode Shift Plan highlights that Porirua residents have a high reliance on private vehicle travel to get to work (71% of residents travel this way, with only 16% travelling to work by public transport and 3% by active modes). To reduce this reliance on private vehicle travel, Porirua residents need to have alternative options to private vehicles. This is particularly important as Porirua grows.

Regional Land Transport Plan

- 5.23 The Regional Land Transport Plan 2021 ('RLTP 2021') has five strategic objectives, all of which are relevant to PPDP:
- a) People in the Wellington Region have access to good, affordable travel choices;
 - b) Transport and land use are integrated to support compact urban form, liveable places and a strong regional economy;
 - c) The impact of transport and travel on the environment is minimised;
 - d) People can move around the Wellington Region safely; and

- e) Journeys to, from and within the Wellington Region are connected, resilient and reliable.

5.24 As part of RLTP 2021, Waka Kotahi and Porirua City Council have signed up to a vision for “a connected region, with safe, accessible and liveable places – where people can easily, safely and sustainably access the things that matter to them – and where goods are moved efficiently, sustainably and reliably”. The RLTP 2021 targets are:

- a) 40% reduction in deaths and serious injuries on our roads;
- b) 35% less carbon emissions from transport; and
- c) 40% increase in the share of trips by active transport and public transport.

6 Porirua’s transport network

The Wellington Northern Corridor

- 6.1 The Wellington Northern Corridor (State Highway 1) connects Wellington City, Porirua and the Kapiti Coast to the rest of the North Island. This corridor provides for fast and efficient long-distance movement of people and goods. Over the past eight years, significant investment has gone into the Wellington Northern Corridor to improve the safety, efficiency, reliability and resilience of this key inter-regional route.
- 6.2 The opening of Transmission Gully provides benefits to Porirua’s transport system by removing traffic off the local network. However, it does not add capacity to the transport system in Wellington City. Therefore, any additional growth north of Wellington must be well connected to public transport or it will contribute to congestion further down the network in Wellington.
- 6.3 The section of state highway between Lindon and Mackays Crossing changed from State Highway 1 to State Highway 59 in December 2021. Six months following the opening of Transmission Gully (October 2022), Waka Kotahi is required to assess and decide on the future form, function and ownership of State Highway 59 and the section of State Highway 58 between Paremata and Pautahanui. Land use changes in the area and how this may or may not change how people use these roads will be considered when determining the future form, function and ownership of them. Porirua City Council will be involved in this process.

West-East Movement

- 6.4 State Highway 58 is a regional route providing critical west-east access from State Highway 2 to State Highway 1. It is classified an 'inter-regional connector' under the Waka Kotahi One Network Framework. This defines the corridor as providing for "safe, reliable and efficient movement of people and goods between regions and strategic centres in a rural context". State Highway 58 is designated as a limited access road to reduce land use access along the corridor.
- 6.5 Waka Kotahi is currently making State Highway 58 a safer road. Safety improvements have been made between Western Hutt Road (State Highway 2) to Mount Cecil Road and construction of improvements are now underway between Mount Cecil Road and Harris Road. The next stage of safety improvements along State Highway 58 are between Harris Road and the new Transmission Gully interchange.
- 6.6 The improvements Waka Kotahi is making on State Highway 58 will improve safety; however, they do not address capacity along this corridor.
- 6.7 Waka Kotahi is leading an investigation into providing improved regional west-east access and resiliency as part of the Wellington Regional Growth Framework work programme. This work is in an early stage of development, but we expect it to:
- a identify future potential urban development opportunities and constraints across west-east corridors (including State Highway 58);
 - b identify uplift opportunities, and any necessary infrastructure improvements required to cater for potential future growth sustainably and safely in the west-east corridor;
 - c focus on enabling multi modal access for people and freight in the west-east corridor; and
 - d identify opportunities to improve resiliency of the Wellington transport system.

7 Judgeford Hills

- 7.1 In its submission on the proposed Future Urban Zones within the PPDP, Waka Kotahi sought removal of the Judgeford Hills area as a Future Urban Zone. This submission stated that:

“Waka Kotahi supports the intent of this policy to provide for medium to long-term housing supply for the Porirua District. However, Waka Kotahi does not support the future growth area for Judgeford Hills as this proposed Future Urban Zone is likely to result in a car dependent urban form in a location that is not well-connected or accessible to other facilities and consequently not likely to result in ‘a compact and liveable city’ or ‘a connected and active city’ - two principles of the Porirua Growth Strategy.”

- 7.2 I continue to be of the view that the Judgeford Hills area is currently not well connected and will likely result in high car dependency due to the lack of public facilities, i.e. schools, shopping centres etc in close proximity to the site. Urban development at this location does not align with the strategic and policy direction that guides Waka Kotahi, which I have detailed in my evidence above. However, I acknowledge that the Judgeford Hills area has been signalled in the Wellington Regional Growth Framework, the Porirua Growth Strategy, the Porirua Transport Network Strategic Case and the Access Porirua Programme Business Case as a potential intensification area. Waka Kotahi is either a partner of these strategic documents or has previously supported them. I also note the Porirua Operative District Plan currently allows up to 215 dwellings in the Judgeford Hills area.
- 7.3 The Section 42A report on Future Urban Zones states that the Judgeford Hills area meets the criteria for future urban zoning, as detailed in FUZ-P1, as it is identified in the Porirua Growth Strategy as a new residential area in the medium term. I acknowledge the Judgeford Hills meets this criteria.
- 7.4 I support the requirement of a comprehensive structure plan being prepared for the Judgeford Hills area, in accordance with Appendix 11 - Structure Plan Guidance, prior to Judgeford Hills being zoned as a Development Area.
- 7.5 Therefore, I conditionally support the rezoning of the Judgeford Hills area to Future Urban provided that the PPDP signals that more work is required to determine how adequate transportation connections will be put in place. The Judgeford Hills Future Urban Zone will need to meet the NPS-UD requirements, including for a well-functioning urban environment, and a structure plan of the site will need to demonstrate whether this can be achieved or not.
- 7.6 The structure plan needs to clearly identify the transport system requirements needed to enable the development, and address any potential effects of urbanisation of the development on the wider transport network. This is required to align with the strategic and policy direction that guides Waka Kotahi, which I have detailed throughout my evidence. In order to include this information in the

structure plan an integrated transportation assessment would be required as part of the structure plan process. Ms Jones has recommended an amendment to APP11 in her evidence.

- 7.7 In my view the Judgeford Hills area would be suitable for urban development in the medium to long term once these transportation issues have been addressed, rather than in the short term. There is development progressing in Porirua in the short term which is closer to existing public facilities and will enable Porirua to become 'a compact and liveable city' sooner. In order for the development in Judgeford Hills to occur, significant work is required to adequately address the provision of sufficient transport infrastructure. The changes requested in Ms Jones' evidence will ensure that it is clear that these matters will need to be addressed in the structure planning process.

8 Conclusions

- 8.1 Waka Kotahi has a clear mandate through GPS 2021 and other strategic documents to work collaboratively with local government to ensure land use planning and the transport system are integrated to provide quality urban form.
- 8.2 The Judgeford Hills area is currently not well connected and will likely result in high car dependency due to the lack of public facilities near the site.
- 8.3 The Judgeford Hills area is included in the Porirua Operative District Plan and has been signalled as a potential intensification area in a number of strategic documents and plans which Waka Kotahi is either a partner of or has previously supported.
- 8.4 I conditionally support the rezoning of the Judgeford Hills area to Future Urban provided that the PPDP identifies that more work is required to determine how adequate transportation connections will be put in place, through the structure planning process.