

IN THE MATTER of the Resource Management Act 1991

AND

IN THE MATTER of a hearing for Proposed Private Plan Change 20 –
Airport Northern Precinct Extension to the
Operative Waipā District Plan

STATEMENT OF EVIDENCE OF JULIE ANN HANSEN
For the Waikato Regional Council
PLANNING - TRANSPORT
DATED 7 MARCH 2023

Introduction

1. My name is Julie Ann Hansen. I am a Senior Policy Advisor – Transport and Infrastructure in the Transport Policy and Programmes team at Waikato Regional Council (WRC). I have been in this role since February 2022.
2. I hold a Master of Social Sciences from the University of Waikato. I have held a planning position in a multi-disciplinary consulting firm and have 13 years of experience in resource management policy in different territorial and unitary authorities, and now further experience in transport policy at the regional council.
3. As a member of the Transport Policy and Programmes team, I provide transport comments to the Strategic and Spatial Planning team on proposed district plan changes, resource consent applications and proposed subdivisions and developments. These comments are included in feedback to potential applicants, or, as in this case, as part of a wider WRC submission to Proposed Plan Change 20 (PPC20). Commentary and submissions seek to achieve good transport and environmental outcomes through integrated transport and land use planning.
4. Other key areas of work relevant to this plan change include my work developing a Regional Transport Emissions Reduction Plan, for which I am the lead author, and as part of a region-wide working group to deliver a resource toolkit for territorial authorities to assess Electric Vehicle Supply Equipment (EVSE) proposals. I have also assisted the WRC public transport team with the Regional Public Transport Plan (RPTP).
5. Immediately prior to my role at WRC, I was employed by Waipā District Council where I completed council-initiated plan changes and integrated national direction into the district plan.
6. I confirm that I am familiar with the Code of Conduct for Expert Witnesses as set out in the Environment Court Practice Note 2023. I have read and agree to comply with the Code. My statement is within my area of expertise. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed.

Scope of evidence

7. My statement of evidence is given on behalf of WRC. It reinforces the transport aspects of the WRC submission and reflects my professional opinion as a Senior Policy Advisor – Transport and Infrastructure.
8. In my evidence I provide a summary of my key conclusions and address transport related topics of particular interest to WRC, being:
 - a) Climate change and transport emissions reduction
 - b) Public transport
 - c) End of journey facilities
 - d) Crime Prevention through Environmental Design (CPTED)

- e) Electric Vehicle Supply Equipment (EVSE).
9. I attended the expert conferencing sessions on 10 February and 15 February 2023 to discuss the transport aspects of PPC20 and to agree on common points in a Joint Witness Statement (JWS). I was asked to suggest specific relief in my evidence for end of journey facilities and EVSE. This is provided in Appendix 1.
 10. Matters in the WRC submission not discussed or agreed upon at the expert conferencing are also addressed in my evidence.

Summary of evidence

11. The submission made by WRC in relation to transport matters associated with PPC20 raised three main points:
 - a) Consider the internal road network and connectivity between the western and eastern sides of the airport to ensure there is easy and convenient access between the two locations [to enable public transport services in the future].
 - b) Add new objectives, policies, rules and standards into the plan change to address climate change and carbon emission reduction goals in the context of increased industrial activity in this location/zone.
 - c) Add provisions referencing Crime Prevention through Environmental Design (CPTED) principles and requiring provision of end of journey facilities and EV charging facilities, either in Section 10 – Airport Business Zone or Section 16 – Transportation (or other appropriate location within the plan).
12. My assessment is based on information supplied in the plan change documents, the Integrated Traffic Assessment, policy direction set out in the Waikato Regional Policy Statement (WRPS), the s32 analysis, the s42A report and applicant’s evidence.
13. I have also considered the plan change in the context of the Emissions Reduction Plan (ERP), Regional Land Transport Plan (RLTP) and the Regional Public Transport Plan (RPTP).
14. The first part of my evidence will focus on climate change in the broader sense and the current policy framework around climate change relevant to PPC20.
15. The second part of my evidence will focus on points made in the WRC submission that I consider would give effect to broader climate change and emissions reduction goals.
16. Overall I consider PPC20 to be generally consistent with regional priorities, objectives and policies articulated in the WRPS as it pertains to transport matters. However, there are further opportunities to effect real change in relation to integrated land use and transport planning, and the required reduction of transport emissions which are a major contributor to climate change.

Climate change and transport emissions reduction

17. Climate change, and how organisations and communities reduce their contribution to it, is fast becoming one of the greatest concerns of our time. Emissions continue to increase and the effects of this are being seen in more extreme weather events regionally, nationally and around the world.
18. Transport plays a significant role in climate change and vehicles reliant on fossil fuels are a major source of greenhouse gas contributions to the environment.
19. Transport is responsible for 39 percent of total domestic (New Zealand) CO2 emissions.¹
20. Waipā District accounts for ten percent of Waikato region's transport CO2 emissions and Hamilton City contributes 32 percent of Waikato region's transport CO2 emissions.²
21. I draw the panel's attention to the various legislative requirements and policy direction at the national, regional, and local level in relation to integrated transport and land use planning to achieve good transport outcomes, including reduced transport emissions.
22. The 2020 Amendment to the Resource Management Act introduced a requirement (effective from 30 November 2022) to have regard to any emissions reduction plan prepared under the Climate Change Response Act 2002.
23. I acknowledge that PPC20 was lodged and notified prior to this amendment taking effect. However, the intention to have regard to the ERP was signalled in the 2020 amendment, and the ERP itself was published in May 2022 (prior to PPC20). It is my view that it is good practice to consider the ERP given the strong policy direction in recent national and regional documents.
24. New Zealand's Emissions Reduction Plan released in May 2022 identified three focus areas:
 - *Reduce reliance on cars and support people to walk, cycle and use public transport*
 - *Rapidly adopt low-emissions vehicles*
 - *Begin work now to decarbonise heavy transport and freight.*
25. The National Policy Statement on Urban Development (NPS-UD) was released in 2020. Of relevance to this plan change are the following provisions:

Objective 8: New Zealand's urban environments:

(a) support reductions in greenhouse gas emissions; and

¹ Ministry for the Environment (May 2022) *Aotearoa New Zealand's first emissions reduction plan*. <https://environment.govt.nz/assets/publications/Aoteroa-New-Zealands-first-emissions-reduction-plan.pdf>. Some sources e.g. NZTA estimate this to be higher at 47%.

² Fuel based sales estimates (2018) and MR Cagney model

(b) are resilient to the current and future effects of climate change.

Policy 1: Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:

(e) support reductions in greenhouse gas emissions; and

(f) are resilient to the likely current and future effects of climate change.

26. The WRPS is currently being amended through the Schedule 1 process in response to the NPS-UD. New provisions in the WRPS relevant to this plan change include:

An amendment to IM-O5 Climate change to include an additional clause:

2. support reductions in greenhouse gas emissions within urban environments and ensure urban environments are resilient to the current and future effects of climate change.

An amendment to UFD-O1 Urban form and development to include an additional clause:

1. strategically planning for growth and development to create responsive and well-functioning urban environments, that:

a. support reductions in greenhouse gas emissions and are resilient to the current and future effects of climate change;...

e. improves connectivity within urban areas, particularly by active transport and public transport;

27. The General Development Principles in APP11 direct that new development promotes compact urban form, design, and location to:

i. minimise energy and carbon use;

ii. minimise the need for private motor vehicle use;

iii. maximise opportunities to support and take advantage of public transport in particular by encouraging employment activities in locations that are or can in the future be served efficiently by public transport;

iv. encourage walking, cycling and multi-modal transport connections; and v. maximise opportunities for people to live, work and play within their local area.

28. The RLTP, which WRC is responsible for developing, has the following underpinning objective:

An environmentally sustainable, energy efficient and low-carbon transport system that delivers emissions reduction and enhances communities' long-term resilience to the effects of climate change.

29. It also includes a headline target to:

Reduce carbon emissions from the transport sector by a minimum of 30% by 2030 (from 2018/19 levels) on the path to net carbon zero by 2050.

30. Even at the very local level, the Waipā Transport Strategy identifies “Responding to climate change” as a key objective, with outcomes sought including:

- *A transport system that achieves regional emissions targets, emissions targets set out in the Climate Change Response (Zero Carbon) Amendment Act 2019 and by the Climate Change Commission 2021 recommendations³*
- *Walking, wheeling, cycling and public transport are preferred transport modes for all people.*

31. The national, regional and local policy direction is therefore very clear and should be considered in the proposed plan change. I acknowledge that due to the airport’s location, and the functional needs of the surrounding industrial area, continued reliance on cars and trucks is anticipated. But every other opportunity to avoid short car trips and encourage walking or cycling to activities and services within a local area should be prioritised.

32. Urban form, growth and travel behaviour all influence transport’s contribution to climate change. A low-carbon transport system has benefits beyond reduced emissions, including improved individual and community health, and improved safety outcomes.

33. Existing provisions in the Waipā District Plan seek to avoid development in areas subject to the known effects of climate change or provide for the mitigation of the effects of climate change within the development or subdivision design. However, there are no provisions that require an applicant to *avoid or reduce* emissions, especially transport emissions in the first place.

34. National and regional targets imply responsibility for all aspects of local government planning and decision making to contribute to emission reduction goals.

35. The WRC submission sought to add new objectives, policies, rules, and standards into the plan change to address climate change and emission reduction goals in the context of increased industrial activity in this location/zone.

36. The s42A report recommends accepting the WRC submission and indicates that the plan change contains specific provisions to encourage mode-shift away from vehicles to reduce emissions, for example *“a new walking and cycling shared path connecting the Northern Precinct to Peacocke Road via existing legal corridors”*.

³ Since the Climate Change Commission released its recommendations, the Emissions Reduction Plan has been released.

37. I support this and other amendments to the plan change identified in the JWS and make no comment on technical specifications for walking and cycling infrastructure, except to suggest any infrastructure be built according to best practice for location, efficiency, and safety.
38. However, I do note that despite the s42A report recommendation to accept the WRC submission to address climate change and carbon emission reduction goals, there is no amended text to accompany this.
39. I acknowledge that wide-ranging provisions to address climate change cannot be applied beyond the area subject to PPC20 but seek at least one policy that would give some relief. I suggest the following or similar:

New policy XX: Development and subdivision should be designed to actively reduce greenhouse gas emissions, including from transport sources.

40. In the absence of more comprehensive climate change and emissions reduction provisions that align with national and regional policy, it is even more important that the remaining points of the WRC submission are accepted. Travel behaviour is influenced by the provision of infrastructure and facilities that make using public transport, and walking and cycling easier and more convenient.
41. The remainder of my evidence will focus on the balance of the transport aspects of the WRC submission i.e. public transport, end of journey facilities, CPTED principles and EV charging.

Public Transport

42. PPC20 relies on supplementary material such as the Integrated Transport Assessment, and consultation with WRC about public transport to support industrial zoning in this area. WRC supports and encourages employment activities in locations that are or can in the future be served efficiently by public transport.
43. The nature and location of urban development has a strong influence on WRC's ability to provide effective and efficient public transport services. While the airport is identified as being a key transport interchange and part of the Hamilton Future Frequent Network in the RPTP, it is not yet clear which side of the airport might be served by such a service in the future. A large employment area in the Northern Precinct, severed from the terminal by the runway may mean that WRC cannot provide frequent public transport services to both locations. Careful consideration should be given to the internal road network and connectivity between the western and eastern sides of the airport to ensure there is easy and convenient access between the two locations in the future so that public transport options are not precluded.
44. I support the recommendation of the s42A report and the JWS to amend Rule 10.4.2.13A and matters of discretion, which would require bus stops when building the roundabout access from State Highway 3 to the Northern Precinct.

45. There are no other provisions in the district plan that need further amendment, but I reiterate that the RPTP does not guarantee the location or frequency of public transport routes and services. However, the RPTP does provide guidance for the type and location of bus stops and the coordinated provision and planning of infrastructure and services by all relevant agencies is expected.

End of journey facilities

46. End of journey facilities, such as secure parking, lockers, and showers are important infrastructure to support cycling and other active modes of transport. The presence of such facilities, especially at workplaces, encourages people to use active transport, promotes a healthy and active community, and reduces reliance on cars. The plan change provides for walking and cycling paths in the Northern Precinct but specific provisions for end of journey facilities would provide stronger support for active transport in what will become a large employment precinct.
47. In its submission, WRC sought to add provisions requiring end of journey facilities in new developments. Provisions requiring end of journey facilities have been included in recent plan changes and plan reviews throughout New Zealand, for example in Hamilton City's Proposed Plan Change 12 for urban intensification.
48. At the expert conferencing sessions and referenced in the JWS, I committed to providing specific relief at this hearing and my suggested text, based on Hamilton City Council's district plan can be found in Appendix 1.

Crime Prevention through Environmental Design

49. Crime Prevention through Environmental Design is an urban design principle with a focus on reducing the incidence and fear of crime. The Ministry of Justice has published national guidelines describing the qualities of safer places and an implementation guide to assist placemaking and decision making.
50. CPTED is fundamental to ensure accessible and inclusive communities, increase safety for users, minimise maintenance, manage the movement of people around areas and to discourage or encourage activities or behaviour.
51. The Northern Precinct of the Airport Business Zone will become a major employment area, urban in nature and close to Hamilton. Walking and cycling tracks are to be provided within the development and will eventually connect to similar networks in Hamilton City. Although the Airport Business Zone is in Waipā District, it is likely at least some of the workforce will be from Hamilton, and the ability to get to work in the precinct easily and safely is important.

52. In a recent survey undertaken by Hamilton City Council, over half of all respondents said they would ride a bike more often if it felt safer.⁴ Reasons people don't feel safe include biking in the dark and the speed of other vehicles.
53. If CPTED principles are considered at the time of subdivision and development, walking and cycling tracks will be safer to use, thereby encouraging their use and making a contribution to transport emissions reduction.
54. The s42A report recommends accepting the WRC submission point on the inclusion of CPTED principles but does not recommend any amendments to Section 10 – Airport Business Zone. The Waipā District Plan has already set a precedent by including CPTED provisions in the Residential Zone. I suggest something similar could be used in Section 10. My suggested text, based on similar provisions in the Waipā District Plan can be found in Appendix 1. Inclusion of the CPTED principles in the Airport Business Zone enables further consistency across zones, supports existing policy and contributes to achieving emissions reduction goals in more areas of the district.

Electric Vehicle Supply Equipment

55. Encouraging the uptake of Electric Vehicles (EVs) over Internal Combustion Engine (ICE) vehicles is an important lever to drive a reduction in transport emissions.
56. Switching from ICEs to EVs is widely promoted in strategies, plans and policies at local, regional, and national governance levels and within public and private organisations as a way in which to reduce transport emissions. Territorial authorities are regularly approached by operators seeking to install EVSE at council-owned sites and facilities and in other public spaces.
57. Recent data shows that EVs continue to increase in number and as a proportion of the total fleet in Waikato region. As at January 2023, the total number of EVs in the region was nearly 4000, and was 0.79% of the total fleet. The number of new EV registrations more than doubled between 2021 and 2022.⁵ It is anticipated that the number of EVs in the region will continue to increase as a response to the carbon neutral target by 2050, set by the government. This is supported by the Clean Car programme that makes the purchase of zero and low emission vehicles more affordable.⁶
58. It is important to support and encourage the uptake of EVs, and their ability to be charged in convenient and safe locations enables them to contribute to transport emission reduction goals.

⁴ Hamilton City Council (August 2022) *Access Hamilton Strategy* | *Ara Kootuitui Kirikiriroa*.

<https://hamilton.govt.nz/strategies-plans-and-projects/strategies/access-hamilton/>

⁵ Ministry of Transport (2023). *Monthly Fleet Statistics*. <https://www.transport.govt.nz/statistics-and-insights/fleet-statistics/sheet/monthly-mv-fleet>

⁶ <https://www.nzta.govt.nz/vehicles/clean-car-programme/overview/>

59. At the expert conferencing sessions and referenced in the JWS, I committed to providing specific relief at this hearing. My suggested text can be found in Appendix 1.

Conclusion

60. I am of the view that Proposed Plan Change 20 is generally consistent with regional priorities, objectives and policies articulated in the WRPS, the RLTP and other policy direction at the national, regional and local level.

61. However, there are further opportunities to effect real change in relation to integrated land use and transport planning, and the potential to reduce transport emissions which are a major contributor to climate change. National, regional, and local policy direction in relation to emissions reduction is very clear. Local government is expected to consider and include climate change in its planning and decision making. Embedding climate change policies and requirements into this plan change is critical to supporting the transformational change that is necessary to address the effects of climate change.

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7 March 2023

Appendix 1 – Recommended text changes

End of journey facilities

Add a new definition:

End of journey facilities

Means the following facilities at the destinations of journeys undertaken on foot or by cycle or micro-mobility device that support the uptake of those modes:

- a. Gear lockers: These are individual lockers, or equivalent secure storage facility, for use by each pedestrian, cyclist, or micro-mobility user for storage of, e.g., their helmet, wet-weather gear, clothing, toiletries, towel, back-pack, and other items. Each locker shall be at least 85cm high, 45cm deep, and 20cm wide.
- b. Shower cubicles: Each cubicle shall have its own dry changing space, provide for users' privacy, safety, and personal security, and be clearly signed as gendered or non-gendered.
- c. Changing rooms: These are rooms, additional to the shower cubicles, for people to use to change clothes at the beginning or end of a journey. Each room shall be sized to accommodate the expected number of users at any time and clearly signed as gendered or non-gendered.
- d. Facilities for drying wet clothing, shoes, helmets, and towels.
- e. Secure and covered parking for bicycles and micro-mobility devices.

End of journey facilities may also include:

- f. Toilets near the showers
- g. Hair dryers
- h. Power points (for electric shavers and recharging lights)
- i. Bike repair station (pump, puncture repair, and tools)
- j. Bike part vending machine to support the repair station
- k. First aid kit
- l. Benches and clothing hooks

Add new provisions in either Section 10 – Airport Business Zone or Section 16 – Transportation as follows, whichever location is most appropriate.

Add a new policy:

Policy XX:

Require provision of accessible, practical, secure, covered end of journey facilities for all users as close as practicable to their journey destination.

Add a new rule:

Rule XX - End of journey facilities

Where staff bicycle parking facilities are required by Rule 16.4.2.21, end of journey facilities must be provided in accordance with the following table:

Table XX

Number of staff cycle spaces	Number of gear lockers	Minimum number of showers	Minimum number of changing rooms
10 – 50	1 per staff cycle space	2	2
51 – 150	1 per staff cycle space	4	
Each additional 100 cycle spaces	1 per staff cycle space	2 additional	

Or words to similar effect. Make consequential amendments as necessary.

CPTED principles

Add new provisions as follows:

Objective XX The Northern Precinct
The Northern Precinct is well connected and designed, and safety is enhanced.

Policy XX Reduce opportunities for crime and perception of crime through design solutions that incorporate Crime Prevention through Environmental Design (CPTED) principles.

Or words to similar effect. Make consequential amendments as necessary.

Electric Vehicle Supply Equipment

Add a new definition:

Electric vehicle supply equipment (EVSE)	Any device or object that supplies electric energy for the recharging of electric vehicles, e-bikes, e-scooters, or electrified micro-mobility.
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Add EVSE as a permitted activity in Section 10 – Airport Business Park Zone:

10.4.1.1 – Permitted activities

(XX) Electric vehicle supply equipment in the Northern Precinct

Add performance standards:

10.4.2.XX – Rule – Electric vehicle supply equipment

- (a) EVSE is installed in an existing permitted or consented vehicle parking space, vehicle depot or garage structure or is installed on the road reserve, and
- (b) EVSE does not exceed a height of 2.1m and an area of 3m².

Activities that fail to comply with this rule will require a resource consent for a restricted discretionary activity with the discretion being restricted over:

- Adverse effects on the safe, efficient and effective operation of the transport system
- The extent and effect of non-compliance on the streetscape, pedestrian safety and the amenity of the area

Add assessment criteria:

21.1.10.XX EVSE	(a) the extent to which EVSE for public use is provided elsewhere in the Northern Precinct of the Airport Business Zone; and (b) whether permission has been obtained from the relevant road controlling authority; and (c) the extent to which the proposal assists in meeting transport emission reduction goals; and (d) Council priorities in relation to the development of the EVSE network; and (e) the availability of services and amenities at or in proximity to the site.
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Or words to similar effect. Make consequential amendments as necessary.