

**KOMITI HANGANGA | INFRASTRUCTURE
AND REGULATORY COMMITTEE**

Meeting to be held via Zoom
on

Tuesday 3 May 2022 commencing at 2.00pm

SUPPLEMENTARY ORDER PAPER

PUBLIC BUSINESS

**4. RECOMMENDATION TO TE KAUNIHERA O TE AWA KAIRANGI |
COUNCIL - 24 May 2022**

Additional Draft Integrated Transport Strategy Report (22/1022)

Report No. IARCC2022/2/87 by the Head of Transport

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Infrastructure and Regulatory Committee

29 April 2022

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Report no: IARCC2022/2/87

Additional Draft Integrated Transport Strategy Report

Purpose of Report

1. To update the Committee on the results of community consultation and changes to the Integrated Transport Strategy (ITS) based on the feedback received.

Recommendations

That the Committee recommends that Council:

- (1) receives and notes the information;
- (2) thanks the submitters for their feedback on the draft Integrated Transport Strategy;
- (3) considers the feedback received on the draft Integrated Transport Strategy;
- (4) provides feedback to officers on the draft Integrated Transport Strategy; and
- (5) subject to consideration and feedback, advises Council of its view of the Integrated Transport Strategy ahead of approval being sought from Council on 24 May 2022.

Background

2. This report provides a summary of all the feedback received from the community during the consultation period of 30 March to 12 April 2022, inclusive.

Discussion

3. During the consultation period, there were 775 visits to the Have Your Say project page.
4. There was a total of 224 responses to the survey, including over 700 free-text comments.
5. This report provides a summary of the feedback received and the relevant changes made based on this feedback.
6. Further detailed submissions were received from the following organisations / groups: Hutt Cycle Network, Living Streets Aotearoa, Waka Kotahi, Carbon Zero Network, and the Petone Community Board. These were provided with the initial report except for the submission from the Carbon Zero Network, attached as Appendix 1 to the report.
7. A summary of the feedback and the updated ITS as a result of the consultation, attached as Appendix 2 to the report.

Strategic feedback

8. There was consistent feedback that the strategy did not go far enough in terms of mitigating the effects of climate change and prioritising safety and accessibility.
9. The strategy has been designed to build on the work that has been done on Council's other strategies, such as the District Plan, the Interim Carbon Reduction Plan and Resilience Plan and the Lower Hutt Climate Action Pathway.
10. In response to that feedback, changes have been made to the strategy to give a greater focus to these aspects. While they were a central focus of the ITS, we have made changes to the strategy to ensure they are more obvious.
11. There was also feedback on the vision that it was not bold or urgent enough and should directly reference Carbon Zero, the climate change emergency and removing vehicles from the roads.
12. Officers have reviewed all the feedback which relates to the vision. The vision needs to reflect all aspects of the strategy, which is focussed on sustainability, connecting communities, and enabling all our people to thrive. Officers believe that the current vision encapsulates what we need to do to deliver an integrated transport system for all our people.

Challenges we are facing

13. We have rearranged the challenges we are facing section to make Environmental impact the main challenge and changed Perceptions of Safety to Safety.
14. The environmental impacts have been linked to the Lower Hutt Climate Change Pathway.
15. The Safety section has been updated to include accessibility and enabling and encouraging mode shift for shorter trips.

Guiding Principles

16. Officers have reviewed the feedback and updated the introduction to reiterate the focus on climate change, safety, and accessibility with the following statement:

Reducing the impact of climate change and developing a safe and accessible transport system will underpin all future decisions. In order to achieve this, we have developed the following principles to guide planning, design, and management of the transport system and how these connections are provided.

Focus Areas

17. After reviewing the feedback on the focus areas, the focus areas themselves have not changed. In the introduction (pg. 31 of the strategy) we have clarified that these are the 7 areas that will allow Council to best reduce the impacts of climate change and provide a safer and more accessible transport system.
18. There are no major changes to the descriptions for the following focus areas:
 - Develop a connected and safe transport network that makes it more attractive for people to cycle, walk or use the bus
 - Create people-focussed, liveable streets around key transport hubs and local centres
 - Make it easier for all people to use public transport
19. There was considerable feedback about the reliability and accessibility of public transport in the focus area that encouraged people to rethink how and when they travel. This is something that Officer's will be working with Greater Wellington Regional Council on.

20. In the focus area that supports the uptake of innovations that will help change behaviour and reduce emissions, there was a lot of feedback on prioritising electric vehicle car parks. Concerns were raised about prioritising those parks over mobility parks, and the misconception that charging facilities will be free. Feedback was also received about the unaffordability of electric vehicles.
21. Over 81% of respondents wanted a bigger focus on moving freight via rail with the rail line from Seaview in response to the focus area about improved connectivity to the regional transport network to support the movement of goods and services. This feedback will be referred to KiwiRail for further discussion.
22. The focus area that looked at building housing and locating key services near employment and activity hubs, received a lot of feedback. This feedback was primarily in opposition to housing intensification. Negative feedback was also received about offering financial incentives to encourage higher density developments and the issue of Public-Private Partnerships. Both of these areas have been removed based on the feedback.

Measuring Outcomes

23. It has been made clear that key targets and measures for the outcomes stated will be developed later, under more specific planning after the strategy is adopted.

Summary

24. Appended to this report is the submission from Hutt Carbon Zero Network (Appendix 1) and a detailed report showing the responses and comments (Appendix 2).
25. The updated ITS is attached as Appendix 3 to the report, for your consideration.
26. At the Infrastructure and Regulatory Committee meeting on 3 May 2022, officers will be seeking any further feedback from Elected Members and any changes that Members would like ahead of the updated strategy going to Council for approval on 24 May 2022.

Climate Change Impact and Considerations

27. The matters addressed in this report have been considered in accordance with the process set out in Council's Climate Change Considerations Guide.

Consultation

28. This paper sets out the public consultation that has taken place on the draft ITS.

Legal Considerations

29. There are no legal considerations for this paper.

Financial Considerations

30. There are no financial considerations for this paper.

Appendices

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Hutt Carbon Zero Network
Submission on Hutt City Council's Draft Integrated
Transport Strategy



About the Network

The Network is a diverse collection of individuals collaborating to support and initiate policies and actions that enable our communities to swiftly reduce greenhouse gas emissions and adapt to the effects of climate change.

The Network has its genesis in the work of School Strike 4 Climate Hutt Valley. It was formed in 2019 as a community response to support our tamariki and rangatahi and worked alongside the School Strike team in their mahi to encourage our local authority to declare a Climate Emergency.

We thank our young people for their leadership, their calls for more ambitious action are wholeheartedly supported by our Network.

Introduction

We congratulate Hutt City Council for developing an overall transport strategy to guide decision making and implementation. This submission lays out our suggestions for improvements to the strategy, we strongly encourage this Council to stick by its strategic planning in practice.

Hutt City Council has set a target to halve the city wide emissions of Te Awa Kairangi ki Tai by 2030- less than eight years away.

Transport emissions represent the majority of emissions in our city and the latest greenhouse gas inventory showed that they had not budged for almost 20 years. We now collectively face the challenge of rapidly reducing emissions in our transport sector from a standing start.

As we see it the good news is two fold:

- Rapid change in our transport sector is looking increasingly achievable with favourable national and regional planning.
- The changes required to reduce transport emissions have great co-benefits including more equitable transport access, healthier people and the reclamation of a sense of place & people friendly public spaces in our communities.

We strongly encourage Hutt City Council to embed rapid & substantial emissions reductions in the Integrated Transport Strategy (ITS) as a primary outcome for the transport network over the next decade and to pursue the co-benefits of changes to our transport system which make our city a better place to live for all.

The recently released [IPCC report](#) states in no uncertain terms that there is no time for delay if we wish to have an even chance of restraining global temperature increases to 1.5°C above pre-industrial levels in the long term. There can be no greater imperative for transforming our transport system at this time.

Wider Strategic Context

Hutt City Council is intending to adopt this strategy shortly before the Government releases the first Emissions Reduction Plan for Aotearoa.

This plan will document how the Government intends to achieve emissions reductions in line with its adopted carbon budgets. Prior modelling and consultation from the Ministry of Transport through [Hikina te Kohupara](#) has meant that the transport chapter of the Government's [draft Emissions Reduction Plan](#) is relatively well developed.

It is important to recognise that, according to the draft Emissions Reduction Plan, the Climate Change Commission has recommended a 13% reduction in transport emissions by 2030 and 41% by 2035.

Given that transport emissions represent 56% of the emission footprint in Te Awa Kairangi ki Tai it is unavoidable that we must do considerably more here at home to reduce transport emissions in the short term in order to meet the city's 2030 target.

The draft Emissions Reduction Plan presents four targets aligned to reducing transport emissions. The first of these is below:

“Reduce vehicle kilometres travelled (VKT) by cars and light vehicles by 20 per cent by 2035 through providing better travel options, particularly in our largest cities.”

The current Minister of Transport, the Hon Michael Wood, reaffirmed this commitment at a conference on decarbonising the transport system on 1 March.

Similarly, the 2021 Wellington Regional Land Transport Plan presents three high level targets for change in our regional transport system. Again, the first of these is replicated below:

“Active travel and public transport mode share: increase by 40 percent by 2030”

These two targets are included in the recently adopted Te Ara Whakamua o Te Awa Kairangi ki Tai- The Lower Hutt Climate Action Pathway but fail to make the grade in the draft ITS. This lack of consistency between two Council documents developed simultaneously raises serious concern about the ability of Hutt City Council to drive genuine climate action across its programme of works. We raise these targets not to suggest waiting for any particular policy

programme from national or regional partners but to emphasise that Hutt City’s own planning must be consistent with the clear emerging direction and pace of travel.

Targets such as these represent a significant shift in transport policy focus which has been playing out over the previous few years and has been in large part driven by our climate imperative. This shift can be characterised by a move from a ‘predict and provide’ framework to one of ‘decide and provide’.

In the former framework transport provision is guided by predictions of need based on historical trends. By definition this approach delivers more of what we have already seen- more vehicles and more congestion. Over time this has resulted in the erosion of safety/perceived safety on our streets, the domination of our public spaces by the motor vehicle and increasing emissions. It is this approach that has led Hutt City Council to plan for, within the Cross Valley Connections work programme, a 39% increase in vehicle volumes by 2035 when Government planning and our own climate targets outline the need to head rapidly in the opposing direction.

By contrast the decide and provide framework recognises our strategic challenges and seeks to provide transport services and infrastructure that aligns with the wider outcomes that we wish to achieve.

This results in proactive policies that, for example, explicitly seek to reduce motor vehicle use and increase walking, cycling and the use of public transport. Outcomes such as these are supported by the recent IPCC report, see para C.8.2 in the [Summary for Policymakers](#):

“Investments in public inter- and intra-city transport and active transport infrastructure (e.g., bike and pedestrian pathways) can further support the shift to less GHG-intensive transport modes (high confidence).”

See the table below borrowed from Greater Auckland to see possible means of achieving such aims.

Levers for Reducing Traffic

WRONG DIRECTION - INCREASES TRAFFIC	LEVER	RIGHT DIRECTION - DECREASES TRAFFIC
Increase Road Capacity	Road Capacity	Decrease Road Capacity
Retain vehicle priority on all streets	Street Layout	Use Low-Traffic Neighbourhood layouts
Widen intersection space for vehicles	Intersections	Reduce intersection space for vehicles
W&C Budget Insufficient	Walking and Cycling	Invest in W&C infrastructure
Decrease Safety	Safety	Increase Safety
Increase Parking Free or Cheap Parking	Parking	Reduce Parking Price Parking
Decrease Road Pricing	Road Pricing	Increase Road Pricing
Decrease Public Transport Infrastructure	Public Transport Infrastructure	Increase Public Transport Infrastructure
Increase Public Transport Fares	Public Transport Fares	Decrease Public Transport Fares
Decrease Public Transport Quality	Public Transport Quality	Increase Public Transport Quality
Sprawl	Land Use	Intensify
Evaluation Methods Using Old Models	Land Use and Transport Evaluation Methods	Evaluation Methods Best Practice

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Outcomes Within the Draft ITS

The Hutt Carbon Zero Network encourages a stronger focus on outcomes within the draft Integrated Transport Strategy. The currently proposed outcomes and indicators of success (pictured below) are completely unquantified. Compare this to the targets listed above from national and regional documents which are quantified and carry an accompanying timeframe.

The draft strategy does not present any clear prioritising of what will be done, how much will be done and when it will be done. In our minds these are crucial questions which allow a strategy such as this to meaningfully guide implementation.



For example, we would not accept that a 'Reduction in transport carbon emissions' of 1% per year is a good indicator of success. We suggest that a reduction of transport emissions in the vicinity of 50% by 2030 is necessary to align with the city wide target adopted by this Council.

The range of transport programmes that could be delivered by Hutt City Council and its partners which meets the outcome of a 'reduction in transport carbon emissions' is markedly different to the range of programmes that would meet the outcome of a 'reduction of 50+% in transport carbon emissions by 2030'. Quantification matters and a core role of this strategy should be bridging that gap.

Members of our Network have witnessed previous Council strategies that have failed to deliver meaningful change. We fear that this strategy will follow in similar footprints, at a time when change is most crucial, unless we seek a high level of clarity about what it is we are trying to achieve.

Our collective aspirations, expressed through desired outcomes, are central to the decide and provide framework and is the fundamental reason for developing a transport strategy in the first place. They should not reside as amorphous footnotes to this document.

Draft ITS Vision Statement

Desired outcomes should then inform our vision, unsurprisingly the proposed vision statement feels tired and trite.

We share a vision of a transport system for Te Awa Kairangi ki Tai that connects thriving communities and amplifies sense of place through reducing vehicle use and returning streets to our people, driven by an urgent need to reduce transport emissions and ensure the safety and health of our community.

We urge Hutt City Council to be bold and dream big. We all want Hutt City to be a *great place to live, work and play* but please paint the picture and tell us, with respect to transport, what that looks like in an age of Climate Emergency.

Draft ITS Guiding Principles & Focus Areas

We are largely supportive of the draft guiding principles and focus areas within the strategy. In many respects they dovetail well with our vision of a compact, liveable, accessible and decarbonised city although we again request that the focus areas are tightened up with accompanying targets/metrics.

We have some concern about the first guiding principle, replicated below:

“Changes to our existing transport network should seek to balance the appeal of travel by car with the appeal of travel by other modes.”

There is a lot of ambiguity regarding what an appropriate ‘balance’ is that may lead to differing interpretations and/or negative outcomes. We suggest that the purpose of this guiding principle should be to ensure that travel by non-car modes is made *more attractive* for the majority of users/in most circumstances (as opposed to being made equally attractive or some other interpretation).

It is necessary to acknowledge that the current balance is desperately out of tune and that the path forward requires elevating active and public transport modes, no doubt in some occasions at the expense of the convenience of travelling by car. The clear intent here is not to disadvantage those that have no other means or choice but to make the right decision easier for those who do have the means and choice. In many cases the resultant decrease in congestion will support retained or improved service levels for those who continue to need to drive.

Other Feedback

The Network is eager to see a disaggregation between targets for walking, cycling and public transport. Considerable numbers of people need to newly shift to these modes over the coming years in our city and we believe that this strategy can add real value by providing more detailed guidance on the proposed improvements to each mode.

For example, the strategy presents data showing considerable growth in access to train stations

by motor vehicle and a decline in the proportion of people walking to work yet the draft strategy lacks ambition for walking and presents no analysis of the city’s walking network (as it does for the road, cycle and public transport networks).

We consider that this does not align with our climate obligations or the current direction of national planning. For example, the NPS on Urban Development requires upzoning of residential areas within walking distance of train stations and major urban centres. In order to reverse the decline in walking rates and implement well the forthcoming changes to our urban form we need to understand and plan for what is required to make walking a more attractive option for the residents of our city.

Major Opportunities

Below we have listed some major opportunities for reducing transport emissions which we feel have been overlooked or not given sufficient weight in the draft strategy.

- **Movement of Freight via Rail.** This offers a much lower carbon means of moving heavy goods on an existing and separated network. Recent supply chain impacts have seen many businesses move away from the just-in-time logistics model. This may provide greater flexibility for the rail network to meet freight needs without impacting passenger services.
- **Healthy Neighbourhoods/Complete Streets.** This [excellent report](#) jointly produced by Holly Walker of the Helen Clark Foundation and WSP (the firm tasked with developing this strategy) outlines the benefits and means of slowing and reducing traffic in local neighbourhood areas. Streets are public space that should enable play, connection and the independent movement of all, particularly our young people. In a similar vein adopting a Complete Streets policy can help ensure that our streets are progressively made more people friendly as a matter of business as usual. Hutt City Council’s 2009 Sustainability Strategy included the investigation/establishment of a Complete Streets policy as a transport objective.

T5	Investigate establishing a “complete streets” policy for all major roading improvements focused on improving cycling and walking infrastructure and attractiveness of the street environment
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- **Reallocation of Road Space.** Barely more than a footnote in the draft strategy, reallocating road space away from the storage of, and in some cases the movement of, private vehicles represents one of the most effective, affordable and timely tools to incentivise behaviour change and reduce emissions.

Conclusion

The draft Integrated Transport Strategy represents movement in the right direction and we see hope in some of its principles. The Hutt Carbon Zero Network recognises it as a deeply flawed document however, with a lack of clarity, urgency and ambition in outcomes and a vision statement that leaves us uninspired.

In summary we request:

- For rapid & substantial emissions reduction to be embedded as a primary outcome of the strategy- in the vicinity of 50% by 2030,
- A more meaningful and ambitious vision statement,
- Clear prioritisation of initiatives- identify the elements of our future transport programme which are most essential for achieving the stated outcomes,
- Quantified and timely targets/outcomes,
- Disaggregation for walking, cycling and public transport targets,
- Analysis of Hutt City's walking network,
- Amendment of the first guiding principle in line with our feedback and,
- Consideration of the major opportunities we have identified.

We encourage Hutt City Council to move forward with integrity and make significant changes in the final document that will see substantial emissions reductions embedded at the heart of this strategy- fit for purpose in an age of Climate Emergency. We have only this chance to get it right, please use the privilege of your positions to deliver a strategy and ultimately actions that future generations would thank us for.

