

BEFORE THE INDEPENDENT HEARING PANELS

IN THE MATTER of the Resource
Management Act 1991
(RMA)

AND

IN THE MATTER of Proposed Change 1 to the
Regional Policy Statement for
the Wellington Region –

& IN THE MATTER of Hearing Stream 3 **(HS3)**
Climate Change

SUBMITTER Winstone Aggregates

**STATEMENT OF COMPANY AND PLANNING EVIDENCE OF PHILIP WAYNE
HEFFERNAN ON BEHALF OF WINSTONE AGGREGATES ON HEARING
STREAM 3 (HS3) CLIMATE CHANGE.**

DATED: 14 August 2023

1. SUMMARY OF EVIDENCE

1.1. The evidence presented in this document provides an evaluation of Winstone Aggregates' submission, relevant Council evidence, the relevant 42A reports, and Proposed Change 1 (PPC1) in the context of Hearing Stream 3 (HS3) on Climate Change.

Key areas covered include:

- An overview of Winstone Aggregates, its history, operations, sustainability initiatives, and commitment to environmental protection.
- Implications of PPC1: Analysis of the profound effects of PPC1 on Winstone Aggregates, emphasising the importance of sustainable practices, energy conservation, and the role of aggregates in climate-resilient infrastructure.
- Relevant Submissions, Evidence and 42A reports: Detailed review of specific submission points, including recommendations for amendments to various policies.

2. INTRODUCTION

2.1. My name is Philip Wayne Heffernan, and I am contracted as a Principal Planner and a Project Manager at Winstone Aggregates (**Winstone**). I have been fulfilling these roles since May 2023.

2.2. I hold a Bachelor of Applied Science degree in Natural Resource Management from Massey University, and I am an Associate Member of the New Zealand Planning Institute and a member of the Resource Management Law Association.

2.3. With over 19 years of experience in resource management and planning in New Zealand, I have worked in both the public and private sectors, managing planning teams, overseeing projects, preparing resource consent applications, providing expert evidence at hearings and resource management and planning advice to a diverse range of clients.

2.4. Prior to my work with Winstone, I served as the Planning Manager and Principal Planner at Wood and Partners Consultants from 2015 to 2022. Previously, I held positions with at Babbage Consultants Limited, Jacobs (formerly Sinclair Knight Merz)

and Auckland City Council.

- 2.5. In this instance, I am representing Winstone and providing Company and Planning evidence to support their submissions. I confirm I am authorised to give evidence on their behalf.
- 2.6. I confirm that I have complied with the Environment Court's Code of Conduct for expert witnesses, as stated in the Environment Court of New Zealand's Practice Note 2023. In preparing this evidence, I affirm that my expertise covers the matters discussed unless I explicitly rely on the evidence of others. Moreover, I confirm that I have considered all material facts known to me that may impact or detract from my stated opinions.

3. SCOPE OF EVIDENCE

- 3.1. My evidence aims to provide a planning evaluation of Winstone's submission, other relevant submissions, the relevant 42A reports, and Proposed Change 1 (**PPC1**) as they relate to Hearing Stream 3 (HS3) on Climate Change.
- 3.2. My evidence will address the following matters:
 - Background to Winstone and their submission;
 - General overview of PPC1 and its implications for Winstone in the context of climate change;
 - Review of relevant submissions, evidence and 42A reports;
 - Concluding remarks.

4. BACKGROUND

- 4.1. Winstone (a division of Fletcher Concrete and Infrastructure) holds a prominent position in the aggregates industry in New Zealand. With a rich history dating back to the 19th century, Winstone has established itself as the largest manufacturer and distributor of aggregates in the country. The company operates numerous extraction sites across New Zealand, including the Wellington region, where it plays a significant role in meeting the demand for aggregates.

- 4.2. In the Wellington region, Winstone operates several quarries, including Belmont Quarry, Otaki Quarry, and Petone Quarry. These operations provide a local and reliable source of aggregates for various construction projects in the region. Winstone's quarries in the Wellington area have been longstanding contributors to the Wellington Regional market, providing a local source of essential materials for roading, construction, and infrastructure development.
- 4.3. The demand for aggregates in the Wellington region is driven by population growth and ongoing infrastructure projects. Major initiatives such as the Wellington Northern Corridor, which includes projects such as Transmission Gully, required a substantial volume of aggregate. Current projects such as River Link will continue this demand. Winstone is well-positioned to meet this demand, leveraging its operational quarries and extensive expertise in aggregate production and distribution.
- 4.4. The importance of aggregates to the Wellington region's economy cannot be overstated. Aggregates are fundamental to the construction industry, serving as a vital component in road construction, building projects, and infrastructure development. The availability of locally sourced aggregates is crucial for minimising transportation costs and ensuring a sustainable supply of materials. Aggregates are a vital ingredient in ensuring the Region meets its objectives in terms of provision of sustainable public infrastructure and affordable housing.
- 4.5. However, the aggregate industry often faces challenges in the consenting process and the protection of quarry resources. Winstone emphasises the need for local government support to create a legislative environment that recognises the significance of aggregates, streamlines the consenting process, and safeguards quarry resources from sterilisation and reverse sensitivity effects. By addressing these issues, Winstone aims to continue supplying high-quality aggregates for affordable housing, infrastructure development, and the overall prosperity of the Wellington region. Winstone recognises that its aggregate extraction and associated clean filling of overburden by its nature does result in adverse effects to the environment, and not all of these can be avoided. It seeks to carry out its activities as sensitively and as sustainably as possible.
- 4.6. Winstone is committed to long-term sustainability. As part of the Winstone sustainability strategy, an Environmental Product Declaration (**EPD**) for aggregate and sand products was undertaken, making Winstone the first quarry company in New Zealand

to do so. Released in February 2022, the EPD covers the embodied carbon of products from eight quarries across the country.

- 4.7. Winstone has significant experience and expertise in large-scale environmental offsetting and restoration as part of its quarrying as this has been part of the regulatory framework it operates in for some time. To further demonstrate commitment to sustainability, Winstone has developed a Positive Biodiversity Plan with the goal of achieving positive biodiversity by 2030. This plan involves implementing voluntary pest control measures across their sites, focusing on degraded native vegetation within ecological districts without existing pest control programmes. Winstone plans to invest \$3.2 million by 2030, with an initial investment of \$600,000 in the first year alone.
- 4.8. Winstone's efforts in sustainability and biodiversity have been recognised by industry peers. They were awarded the 2022 MIMICO Environment and Community Award for being the first quarry company in New Zealand to produce an EPD for aggregate and sand products. This prestigious award was determined by popular vote at the "QuarryNZ" conference.
- 4.9. In addition to biodiversity and sustainability initiatives, Winstone conducted a Life Cycle Assessment (LCA) of their products in 2020. Working with environmental services consultancy thinkStep, an assessment of the environmental impacts of their product inputs and outputs, including electricity, diesel, water, waste, and emissions was undertaken. The outcome of the LCA was the EPD, a science-based and independently verified document that communicates transparent and comparable data about the life-cycle environmental impacts of their products.
- 4.10. The EPD not only addresses carbon emissions but also considers the environmental impacts of acid rain, algal blooms, summer smog, energy use, and water consumption. It covers all stages of the product life cycle and adheres to international standards. Winstone's EPD supports end users in their commitment to environmental sustainability and seeking credits with relevant rating schemes such as the Infrastructure Sustainability Rating Scheme and Green Star Design and As Built New Zealand v1.0.
- 4.11. Through Winstone's sustainability efforts (including biodiversity initiatives) and the production of the EPD, the aim is to further reduce Winstone's environmental footprint and continue Winstone's national role as environmental leaders in the aggregate industry. Winstone prioritises transparency, environmental protection, and continuous

improvement as key pillars of the sustainability strategy.

- 4.12. Winstone has introduced the Kotuia Programme, an initiative aimed at improving cultural understanding and building stronger partnerships with Mana Whenua among their senior leaders. The programme comprises a four-day, marae-based wananga (workshop) that seeks to deepen the understanding of core Māori values such as Manaakitanga, Kaitiakitanga, Rangatiratanga, and Mauri.
- 4.13. The programme, which commenced earlier this year, is part of Winstone's long-term sustainability plan, and focuses on elements of Te Ao Māori including Tikanga Māori, te Reo Māori, and te tiriti o Waitangi. The Kotuia Programme is being run in conjunction with various marae throughout the North Island to strengthen our understanding and partnerships with Mana Whenua in the communities that it operates in.
- 4.14. Carbon Road Map: The overarching objective is a 30% reduction in carbon emissions by 2030. Winstone's current endeavours encompass the alignment of the Hunua Haul Rd at Hunua, Auckland (reduction in grade of a haul road to reduce diesel consumption), the introduction of an Electric Dump Truck at Belmont Quarry in Hutt City during 2024, the final phase of new road truck replacements, and a progressive transition of light vehicles to hybrid models.

5. OVERVIEW OF PPC1 - IMPLICATIONS FOR WINSTONE AGGREGATES – CLIMATE CHANGE

- 5.1. The proposed changes in PPC1, specifically under the climate change chapter, have implications for Winstone. These changes underscore the importance of sustainable practices, energy conservation, and the role of aggregates in supporting a climate-resilient infrastructure.
- 5.2. Winstone are glad to see that GWRC has reconsidered their position on allocation of the provisions between the FPP and usual plan change process and that the bulk of the climate change chapter provisions have been re-assigned to the regular Schedule 1, Plan Change Process.
- 5.3. Policy 7 and Policy 39, which highlight the benefits of Regionally Significant Infrastructure (RSI), underscore the importance of sustainable infrastructure in mitigating the impacts of climate change. Winstone, through its aggregate supply, contributes significantly to the construction and maintenance of such infrastructure.

- 5.4. Policy CC.2, which pertains to travel demand management plans, indirectly impacts Winstone. Efficient transportation solutions reduce the carbon footprint, and aggregates play a role in building and maintaining sustainable transportation infrastructure.
- 5.5. Policy 65, focusing on the efficient conservation of resources, resonates with Winstone's commitment to sustainable extraction and utilisation of aggregates. This policy underscores the need for industries, including the aggregate sector, to adopt practices that minimise waste and optimize resource use.
- 5.6. In the broader context of climate change, the demand for sustainable and resilient infrastructure will surge. Winstone, being a significant supplier of aggregates, will play a crucial role in meeting this demand. However, the provisions in the climate change chapter of PPC1 must strike a balance between environmental conservation and the strategic importance of aggregates in building a climate-resilient future.

6. RELEVANT SUBMISSIONS, EVIDENCE, AND SECTION 42A OFFICER REPORTS

- 6.1. The following section reiterates a number of Winstone's original submission points that have not been included, or have been missed, in the section 42A reports and Council evidence. The basic premise of the overall submissions, and further submissions, on this topic are still considered to be relevant.

Submission Point S162.036 - Policy CC.2: Travel Demand Management Plans:

- 6.2. Winstone's position is neutral on this Policy but notes that like RSI, and Renewable Energy Generation - quarrying must locate where quarriable aggregate resource is located and where it is accessible. Quarries have little choice as to where they are sited for this reason. The driver for this Policy is not clear. There appears to be a disconnect between the Reporting Officers – the suggested wording in response to submissions and the Council's traffic expert - which appear to contradict each other as to what the Policy is intended to do.
- 6.3. It appears that this Policy is aimed at controlling the location of new residential and commercial development (reflected in the Council's expert traffic evidence around trip generation numbers), and is not particularly well suited for resource dependent productive activities such as quarrying, wind farms, growing of food,. Winstone has has

concerns that these activities are captured by the wording in the explanation and use of the terms “freight” and “other uses.” Winstone considers a more nuanced approach is needed, given the importance of these activities continuing, including consideration as to the activities this policy should relate to, some of these may be inadvertently captured.

- 6.4. The Transport Officer's Report¹, in paragraph 231, makes assumptions about quarry locations and transport modes that may not apply to all quarries noting they are ‘rural’. Out of four large quarries in the Wellington area, two are rural and two are urban (Rural – Horokiwi and Otaki, Urban – Belmont and Kiwi Point). This suggests that quarrying, and the location of quarries, in the Wellington Region is not well understood by the Council Officers, who have tended to ignore both the fact that quarrying and aggregate underpins many of the policies being advanced - growth, infrastructure and resilience and climate adaption and intensification in failing to provide for the quarrying industry in the RPS.
- 6.5. In my opinion GWRC has focused on controlling the location of new activities and freight, which is valid in some instances, but has failed to provide the “carrot” by incentivising and recognising in its RPS the fact that continuing existing locally located activities (such as local quarries) need support. These activities do and will continue to, result in significant ongoing savings in regional emissions reduction, the benefits of which should be recognised.

Policy 33

- 6.6. Winstone supports Policy 33, which focuses on supporting well-functioning urban environments and reducing transport-related greenhouse gas emissions. However, Winstone believes that the policy could be strengthened by recognising the role of local quarrying and aggregate supply.
- 6.7. By sourcing mineral resources close to areas of demand, transportation costs and emissions can be reduced, contributing to the policy's goals. Winstone seeks an amendment to Policy 33 to explicitly link it with Objective 30 and to emphasise the benefits of local quarrying and aggregate supply in urban development and transportation emissions reduction in the Wellington Regional Land Transport Plan. Winstone’s submission position remains valid and underscores the importance of

¹ Allwood, Louise (Topic: Climate Change - Transport, Schedule 1, Part 1 Process, 31st July 2023).

considering local resource availability in urban planning and environmental sustainability. Wellington needs to support its urban quarries located close to where the aggregate is used by recognising their value and contribution. A secure source of supply of locally sourced aggregate is key to reducing emissions associated with building and infrastructure. If these existing quarries close, they are unlikely to be replaced with new urban quarries, because the resource has been sterilised in our urban centres by housing development. This would mean that aggregate needs to be found further afield.

- 6.8. The emissions associated with trucking alternative sources of aggregate from further afield will result in an immediate and steep increase in emissions generated by all building and infrastructure activities that use aggregate (chip/concrete etc.) in the region. Seeking to recognise the benefit and contribution of locally sourced quarries in the RPS is crucial to controlling emissions generated by these industries.
- 6.9. Submission Point S162.035 - Policy 33: Supporting Urban Environments and Reducing Emissions. Winstone's submission supports the policy's intent but seeks a clearer link between the policy and Objective 30. As above, it is recommended to amend Policy 33 to recognise the benefits of local quarrying and aggregate supply in urban environments and transportation emissions reduction.

Policies 39 & 7

- 6.10. Submission Points S162.010, S162.011 & S162.012 - Policy 39: Recognising Renewable Energy and Infrastructure and Policy 7 (S162.037): Winstone supports and opposes, in part, these policies, and requests amendments to both policies that recognise the benefits of regionally significant mineral resources.
- 6.11. The Officer's Report does not adequately address the interconnectedness of renewable energy, infrastructure, and mineral resources. Winstone requests that Policy 39 be amended to include significant mineral resources:
- amend subclause.
*(b) protecting regionally significant infrastructure and **significant mineral resources** from incompatible subdivision, use and development occurring under, over, or adjacent to the infrastructure **or mineral resource**; and*
 - amend subclause:
*(c) the need for renewable electricity generation facilities **and quarrying***

activities to locate where the ~~renewable energy~~ resources exist; and.

- 6.12. In the Natural Resources Plan, significant mineral resources, regionally significant infrastructure and renewable energy generation activities are grouped together. As part of Winstone's appeal on the Natural Resources Plan, the parties agreed that these activities had very similar characteristics. Quarries like Renewable Energy Generation and RSI need to be sited where the resource (or infrastructure) is located as the case may be. There are also similar social and economic benefits to these activities. Equally similar is the importance of the need to protect significant mineral deposits from incompatible uses such as reverse sensitivity and sterilisation.
- 6.13. The result was operative Objective 09 and Objective 011 of the NRP. Those Objectives read:
- Objective 09: *'The social, economic, cultural and environmental benefits of Regionally Significant Infrastructure, Renewable Electricity Generation activities and the utilisation of mineral resources are recognised'*
 - Objective 011 NRP: *'Significant Mineral resources and the ongoing, operation, maintenance, and upgrade of Regionally Significant Infrastructure and renewable generation activities are protected from incompatible use and development occurring under, over, or adjacent to the infrastructure or activity.'*
- 6.14. Extracts from GWRC's section 32 page 1 and para [50] show that GWRC sought to make some changes to the RPS in response to outcomes of the Proposed Natural Resource Plan (PNRP), primarily for consistency reasons. Paragraphs [186]–[188] and page [111] and following of GWRC s32 Report, show that GWRC sought to carry over aspects of the RSI and REG from the above objectives and associated policies into the RPS but has failed to carry across the part of those provisions that relate to significant mineral resources. This appears to be based on a misconceived view that quarrying has no place in climate change, which is incorrect.
- 6.15. While the order of the hierarchy of the plans is about face, and usually a NRP would not dictate the content of the RPS, it demonstrates Winstone's submission is valid in seeking consistency with what was agreed with the PNRP appeals.
- 6.16. Concern is expressed that the “silo” approach (for example the Officers' comments description of the Policy as 'focusing on the benefits of REG and RSI') may lead to a loss of recognition for mineral extraction. GWRC has advanced these changes as part

of the climate change chapter of PC2 and as part of a package of RSI related changes, but it is important to remember that that Policy 9 and 39 in the RPS operate on a wider level in the full RPS document to encapsulate a wide range of benefits and protections for these activities, not just climate change.

- 6.17. It is important not to view these policies through such a narrow climate focused lens that the Officers have, that they lose the usefulness of providing Policy level support and protection for RSI, REG and, if Winstone's relief is successful, significant mineral resources in the RPS.
- 6.18. While the Officer has suggested that mineral's should "stay in the soil and minerals chapter of the RPS," it is also important to note that inclusion on Policy 7 and 39 would provide recognition and protection of minerals in a way that is not provided for in the Soil and Minerals Chapter.

Policy 7

- 6.19. Winstone is concerned that failing to provide the recognition at an RPS as the corresponding grouping in the NRP, will cause additional issues for lower-level planning documents in the future. Policy 7 is a directional Policy that requires Councils to ensure that the benefits of RSI and REG are provided for in regional and district plans, so will result in erosion of the importance of significant mineral resources over time in the lower-level planning documents. Winstone seeks the wording of Policy 7 be amended:

District and regional plans shall include policies and/or methods that recognise:

(a) the social, economic, cultural and environmental benefits of regionally significant infrastructure, and in particular low and zero carbon regionally significant infrastructure including:

(i) people and goods can travel to, from and around the region efficiently and safely and in ways that support transitioning to low or zero carbon multi modal travel modes;

(ii) public health and safety is maintained through the provision of essential services: - supply of potable water, the collection and transfer of sewage and stormwater, and the provision of emergency services;

(iii) people have access to energy, and preferably low or zero carbon

energy, so as to meet their needs; and

(iv) people have access to telecommunication services.

(v) a secure supply of aggregate is available for development within the region.

- 6.20. Winstone is concerned that the Officers' Report's "silo" approach or lack of appreciation of the important role of locally sourced aggregates in climate change may lead to a loss of recognition for mineral extraction. A broader perspective is needed to ensure that the regional direction holistically addresses the interconnectedness of climate change, resource management, and the aggregate industry.
- 6.21. There is need for consistency for definitions and policies for aggregate extraction, the avoidance of a silo approach, and the recognition of the interconnectedness of various sectors, including the aggregate industry, in the context of climate change and regional development. The importance of recognising minerals' similarities with Regionally Significant Infrastructure and renewable energy generation activities and the need for a more comprehensive and integrated approach is underlined. GWRC has clearly sought to import parts of these policies from the NRP but has wrongly ignored minerals as part of this.

Policy 64

- 6.22. Submission Point S162.017 - Policy 64: Supporting Efficient Use and Conservation of Resources. Winstone supports Policy 64 with minor amendments. None of the Officers' Reports address this submission. It is recommended to retain Policy 64 as notified.
- 6.23. Ensuring consistency with NPS for High Productive Land (NPS-HPL). There is a valid concern that there should be consistency with NPS for High Productive Land, land used for Quarrying is land use for primary production.

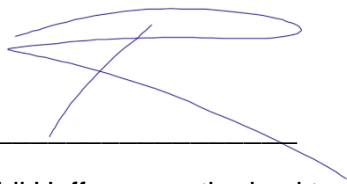
7. CONCLUSION

- 7.1. The above evidence presented underscores the multifaceted role of Winstone in the context of climate change, regional development, and sustainable practices. The review of PPC1, relevant submissions, and the Officers' Reports reveals the complexity and interconnectedness of climate change, resource management, and the aggregate industry.
- 7.2. I consider there is a need for a balanced and comprehensive approach that recognises

the significance of aggregates and the specific needs and contributions of the aggregate industry. It calls for nuanced policy application, tailored solutions, and a broader perspective that holistically addresses the challenges and opportunities presented by climate change.

- 7.3. In closing, my evidence emphasises the importance of ensuring that all sectors, including aggregates, are adequately addressed in the context of climate change. It requests practical and effective policies that align with the region's growth, sustainability goals, and the strategic importance of aggregates in building a climate-resilient future.

Signature

A handwritten signature in blue ink, consisting of several overlapping loops and a long horizontal stroke that extends to the right.

Phil Heffernan authorised to give evidence on behalf of
Winstone Aggregates.

Dated 14 August 2023

ATTACHMENT A QUALIFICATIONS AND EXPERIENCE OF PHIL HEFFERNAN

Career Summary	2023 - Now	Project Manager and Principal Planner Winstone Aggregates
	2022- Now	Director and Principal Planner 7Lab Limited
	2015 – 2022	Wood and Partners Consultants Ltd – Planning Manager and Principal Planner
	2014 – 2015	Babbage Consultants Limited - Planning Manager
	2012 – 2014	Jacobs – Auckland Environmental and Planning Team Leader
	2010 – 2012	Jacobs – Senior Planner
	2005 – 2010	Jacobs - (formally Sinclair Knight Merz) - Environmental Planner
	2004 – 2005	Auckland City - Regulatory Planner
Qualifications	Bachelor Applied Science – Natural Resource Management	
Affiliations	Associate New Zealand Planning Institute	
	Member Resource Management Law Association	