



KĀPITI COAST
DISTRICT
PLAN
REVIEW

DISCUSSION DOCUMENT
URBAN FORM AND
TRANSPORT

The Council is reviewing the District Plan and invites you to
have your say.

Be involved and help shape Kāpiti for future generations.

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INTRODUCTION

This discussion paper is one of a set of papers which look at a range of sustainability issues that are important to consider during the District Plan Review process. The District Plan is Council's main regulatory tool for managing development, subdivision and land use.

By law, each provision of a District Plan has to be reviewed every 10 years. Much of the current District Plan hasn't been changed since it was completed in 1999.

Some of the thinking in the current Plan is now 15 years old, so it is also important to respond to new issues, opportunities and community direction.

Some of the principles underlying the Plan may remain the same but we also need to think about new pressures on the environment that have arisen or increased in the past decade.

It's also important to respond to "community vision" as expressed in the Community Plan and in Local Outcome Statements from communities such as Greater Ōtaki, Waikanae North, Otaihanga, Paraparaumu Beach, Paraparaumu Town Centre, Raumati Beach, Raumati South, and Paekākāriki.

The Review is carried out as one of Council's obligations under the Resource Management Act 1991 (RMA), which has a focus on the sustainable management of natural and physical resources, and management of the effects of activities on the environment.

The intention of these papers is to ensure that the District Plan Review successfully converts a range of concerns and directions into RMA 'speak' without losing integrity.

The Council aims to have a District Plan Review that:

- Addresses implications of significant global issues (including climate change)
- Increases the ability of the community to deal with change, through resilience and innovation
- Reduces pressures on the natural environment and resources
- Increases the ability of people to work and live locally in a sustainable way
- Reduces pressure on people's day to day lives (e.g. cost of travel, noise); and
- Respects Kāpiti Coast culture

We have written this round of Discussion Papers to provide a sustainability framework for discussion and consultation on various aspects of the District Plan Review, and to stimulate discussion and feedback on some of the initial ideas being considered. Topics we have dealt with in this phase include:

1. Global Change: Issues and Pressures
2. Biodiversity
3. Natural Hazards and Managed Retreat
4. Food and Rural Productivity
5. Landscape, Character and Heritage
6. Infrastructure and Essential Systems
7. Urban Form and Transport

Readers are invited to complete the submission form at the end of the paper, supporting conclusions they agree with, as well as offering additional ideas and constructive feedback.

After feedback is received on these discussion documents the next steps in the District Plan Review process will be as follows:

- Publication of additional discussion documents including potential objectives and policies
- Production of the Draft District Plan for consultation, based on community feedback
- Notification of Proposed District Plan provisions for formal public submissions
- Submissions and Further Submissions under the RMA
- Hearings
- Council Decisions (providing some legal effect)
- Appeals to the Environment Court (if any)
- The new District Plan Provisions become Operative (with full legal effect)

For more information on the District Plan Review visit: www.kapiticoast.govt.nz, particularly www.kapiticoast.govt.nz/DistrictPlanReview, where you can find the Scoping Discussion Document (March 2010).



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EXECUTIVE SUMMARY

Urban form and transport are inextricably linked and need to be planned for in an integrated way.

Urban form, design and development encompasses the physical form and functions of a city – how the layout of buildings, roads, open spaces, and physical and social infrastructure including transport can be best devised to maximise economic opportunity, social wellbeing, cultural diversity and environmental health.

Urban form, design and development creates the built environments in which people live, work, socialise, play and travel, and has long-term sustainability implications for its residents.

The quality and efficiency of the built environment also has implications for economic prosperity. Towns are engines of economic growth, providing the critical mass necessary for specialised services and facilities. In order to attract innovators, districts must be good places to live.

The District Plan controls the use and subdivision of land in the District and therefore has a significant role in how the District develops in the future. It is important for urban form and transport planning to be as coordinated as possible to ensure that it is easy to get from home to work, schools, shops and services.

Focused growth management is an approach that has been taken by the Council in recent years. There are many potential growth management tools from which a package can be chosen that best meets the needs of Kāpiti. The current package is a mixture of consolidation, intensification, and limited low-impact urban expansion onto greenfields.

Proposed ideas for the District Plan Review include further strengthening of the current development management approach, along with greater integration with transport planning and other infrastructure provision. An increased use of layers and sustainable settlement principles to map constraints and determine urban form is suggested. There are also improvements that can be made to the transport-related provisions of the District Plan such as increasing requirements for travel demand management, reviewing parking requirements, and updating the roading hierarchy with a new sustainable transport hierarchy.



What is urban form?

Urban form refers to the spatial arrangement of cities and settlements, often shaped by transport and other infrastructure systems like roads, transit systems or walkways. Urban form can be seen as having three main components:

- **Nodes.** These are activity centres, which can be related to economic activities or transport access. Terminals such as ports, rail stations or airports are often important nodes, as are town centres.
- **Linkages.** These are the infrastructure components that support flows from, to and between nodes. This includes streets, regional roads and railways, green and blue pathways (e.g. linear parks and streams), as well as below-ground service connections like sewer and water lines.
- **Edges.** These are the boundaries between developed and relatively undeveloped areas, including coastlines, mountains, or boundaries between urban and rural zones.

Open spaces and other undeveloped zones are also important elements of urban form, providing for 'breathing space', recreation, landscape, biodiversity and food production within the urban areas, not just outside them.

What is transport?

Transport is the critical "linkages" element of urban form. In the context of this paper transport means all the methods people use to move around in the environment. Pedestrians generally means individuals travelling by foot but also includes people using mobility scooters and wheelchairs. Private car refers to all vehicles including vans, utes and motorcycles used for personal transport.

Types of transport include:

- **Public Transport**
The purpose of collective transportation is to provide publicly accessible mobility over specific parts of a region. Its efficiency is based on transporting large numbers of people and achieving economies of scale. It includes modes such as tramways, buses, trains, subways and ferryboats.

- **Individual Transportation**

This includes any mode where mobility is the outcome of a personal choice and means, such as the automobile, walking, cycling and the motorcycle. The majority of people walk to satisfy their basic mobility, but this number varies according to the city considered. For instance, walking account for 88% of all movements inside Tokyo while this figure is only 3% for Los Angeles.

- **Freight**

As towns and cities are dominant centres of production and consumption, urban activities are accompanied by large movements of freight. These movements are mostly characterised by delivery trucks moving between industries, distribution centers, warehouses and retail activities as well as from major terminals such as ports, railyards, distribution centers and airports.

The challenges of mobility and conventional transportation planning

This paper does not cover in detail all issues related to transport, but focuses on its integration with and implications for urban form. There are many such implications.

Attempts to increase mobility have often been correlated with the amount of urban land allocated to transportation. In the pre-automobile era, about 10% of the urban land was devoted to roads for traffic that was predominantly pedestrian. As the mobility of people and freight increased, a growing share of urban areas was allocated to transport and the infrastructures supporting it. In a motorised city, on average 50% of the land area is devoted to roads and parking areas.

Rapid and expanded urbanisation occurring around the world involves an increased number of trips in urban areas. Cities have traditionally responded to growth in mobility by building new highways and / or rail lines. Many attempts to meet the demand for road space in large auto-centric cities have proven inadequate, so in some places the approach has now shifted towards limiting traffic (e.g. in London where there is now a toll for bringing private cars into the central city). This creates a different urban environment for pedestrians and cyclists, and allows for different urban design approaches to be taken.

Transportation networks have implications not only for urban form, but on social and environmental wellbeing. The linkages between conventional transportation planning, urban form, and environmental and social wellbeing are described in the following excerpt from a New Zealand-based report released in April 2010:

In high-income countries such as New Zealand, advances in engineering during the past 50 years have reduced physical activity in daily urban life. People drive to work, school or the shops, work is more sedentary than it was for people in previous generations, and recreation is also increasingly passive. Many of New Zealand's urban areas, built over the past 50 years in response to population growth, were planned around these advances in engineering. Such neighbourhoods often have poorly connected street networks (for example, cul-de-sacs rather than grid-like streets) and low-density housing that is beyond walking distance to shops, workplaces and public transport.

International and New Zealand research suggests that the way we have been designing and planning our cities over recent decades is leading to some unintended negative consequences for health. Planned primarily around cars, these neighbourhoods are not conducive to physical activity for either recreation or active transport. In the resulting environments, there are fewer opportunities for social interaction, more motor vehicle emissions contributing to poorer air quality, and greater risk of road traffic injuries.

(Source: Public Health Advisory Committee: Healthy Places, Healthy Lives: Urban Environments and Wellbeing, April 2010)

The opportunities and challenges of growth

Most people acknowledge that increasing population in an area has a number of benefits, including:

- Job creation and income growth through construction and the spending of new residents or businesses
- Increased vitality and (potentially) diversity of town centres and neighbourhoods

However, most people also acknowledge that unconstrained growth can create harm in a number of ways, such as:

- Degrading the natural environment (water quality, air quality, the health of native plants and animals, soil quality)
- Degrading the visual environment (e.g. replacing views of a natural-looking hillside with views of buildings -- typically not considered a visual improvement)
- Stretching or exceeding the available capacity of infrastructure (including roads, sewers, water supply and social infrastructure such as schools, employment and health services)

The key question is how to get the benefits of growth while minimising its negative effects. This can be a challenge given various constraints.

Development can be difficult to fit around all the possible environmental constraints on the Kāpiti Coast to ensure the impact on the environment are minimised. Constraints such as unstable soils, steep landforms, and natural hazards should limit the location and density development in the district; however, there is a strong temptation to 'engineer' solutions to these constraints with extensive earthworks and protection structures.

A robust open space network is another essential constraint that development needs to support, so that landscape, biodiversity, recreational and amenity needs can be met.

There are also challenges in terms of access to infrastructure, particularly water in recent years, and managing the visual impacts and density of development around town centres and special character areas.

Growth also creates several transport issues for the Kāpiti Coast, including significant congestion at peak times. This is partly due to the more than 35% of workers commuting out of the District to work. More than 70% of those commuters travel south to Porirua or Wellington to work. The other transport issue is the amount of freight going through the District on State Highway One.

Transport options also have implications for growth; unplanned external changes can pose challenges and questions for the development management framework. A current example of this is the proposed Expressway through the District, which is expected to have limited local connections along with significant impacts on District form, the local road network, local centres, natural features, heritage and landscapes. The proposed Expressway, if built, would replace the Council's planned Western Link Road which would have improved local road connectivity with less environmental impact.

A critical issue is how to bring all of these issues together to achieve integration between land use and transport, creating places that work for people and are great places to live, work and play.

What is growth management?

The term 'growth management' is also referred to as 'development management.' Simply put, it is about managing urban and rural development - the expansion of population and employment and other land use activities across the physical environment.

Different aspects of growth can sometimes be managed, such as:

- Location: where does growth occur -- e.g. in existing urban areas or current countryside?
- Type: what kind of growth occurs -- e.g. single family homes, apartment buildings, shops or industries?
- Timing: how fast can growth occur?

Usually the term 'growth management' refers to the first aspect listed above: the big-picture spatial approach of deciding the preferred locations of growth, and identifying ways to ensure that growth occurs in those locations.

Growth management is a topic at the heart of the District Plan, because the District Plan must manage the activities of land use on the environment, and most changes to land use are the result of growth (expansion of the population or the economy) rather than a re-arrangement of existing activities.



Kāpiti Coast growth management history

The Council has a long history of thinking about the location and nature of future development. Prior to developing the current District Plan, the Council developed a "Strategy for the Future" in 1992 and notified the District Plan in 1995 before it was made operative in 1999.

The Council developed the "Kāpiti Coast: Choosing Futures-Community Outcomes" in 2004 and this was followed by the Development Management Strategy (DMS) in 2006. Since 2006 there have been several plan changes to implement the direction identified in the DMS. In particular these include Plan Change 79 relating to the development of the Waikanae North Area (as well as private plan changes in this area: PC67, 69 and 80), Plan Changes 71 (A & B) relating to Paekākāriki Town Centre, Plan Change 74 for the Raumatī Beach Town Centre, Plan Change 62 for Medium Density Housing, and Plan Change 77 for Ōtaki Residential Subdivision.



The approach to growth management has changed significantly since 2000. The current approach as set out in the Development Management Strategy is outlined below.

Current Development Management Approach

The District will focus development within a framework of consolidation, compactness and containment. This means that there will be some greenfield growth but it will be limited by the "urban edge" north of Waikanae. Most of the development will occur as consolidation within existing urban areas to use up the currently vacant sections (avoiding sprawl) and through infill of larger sections in some places.

This approach allows targeted intensification (i.e. redevelopment at higher densities through medium density housing) within existing urban areas which are closely associated with nodes for both commerce and public transport (currently limited to Paraparaumu Town Centre, Paraparaumu Beach and Raumatī Beach). There is potential to look at new intensification areas which have walking access to commuter train stations; for example Waikanae once the double tracking and electrification of rail has occurred.

This consolidation framework focuses commercial and especially retail development in town and village centres to support their vitality and viability. As part of this the spread of retail in industrial areas is limited.

All new development in the district needs to respond to landscape and ecological constraints and ensure that it avoids natural hazard prone areas.

A step back: why have focused growth?

At a basic level, there are three main conceptual approaches to growth management: none (that is, no management of growth), no-growth, and a middle ground of focused growth.

1. None.

One extreme is to let the market decide, on the assumption that the free market is best placed to maximise all the variables that society cares about (e.g. price, accessibility, infrastructure, existing amenity, safety). This is not really growth management, or at least not by government. Its main advantages are that it avoids the costs of bureaucracy, the uncertainties of political decisionmaking, and the limitations placed by public policy on the actions of citizens. It can also keep land costs down. Its main shortcoming is that it fails to take into account 'externalities' -- things the market doesn't consider directly, like ecosystem health. The free market also tends to discount long-term costs or those that are considered unlikely (e.g. earthquakes), when a responsible public policy approach would give these risks more weight. It can lead to land speculation in certain parts of the district pushing prices up, and to unplanned areas where development is not matched with necessary infrastructure. Because of this 'market failure,' the result of not managing growth is likely to be unsatisfactory to the public as the environment is degraded and risks are not appropriately managed.

2. No-growth.

This is the other extreme of the growth management spectrum, which would manage growth to the extent that it would not allow growth to occur. This view is taken by those who see the benefits of growth as outweighed by its negative consequences, regardless of where it occurs within an area. Less extreme variations on the "no-growth" approach include a temporary moratorium on growth (perhaps until some urgent infrastructure problems are addressed), a growth cap that limits the total population of an area, or a slow-growth approach that limits the annual population increase in an area. The advantage to these approaches is that they are relatively clear in their intentions, which reflect the view that growth (at least at some level) is not worth the cost. The disadvantages include a failure to acknowledge the benefits of growth, sometimes under any circumstances (e.g. no-growth). These approaches (particularly no-growth) are also unfair to potential newcomers to an area -- effectively a shutting of the door by those who have already made it in. More practically, these approaches are probably not permissible by the RMA, unless they are clearly justified by proving that the environmental effects of

growth cannot be avoided, remedied or mitigated and therefore the amount of growth must be limited across the board.

3. Focused growth.

This is the middle approach that recognises the importance of the market in generating and directing growth, but also recognises the importance of public policy in setting some parameters around where different types of growth can occur. In the very long-term, this approach could potentially meld into a slow-growth or even a no-growth scenario, if all the areas suitable for growth are eventually used, and no new growth can be focused in any area without unacceptable environmental harm. As a starting point, however, focused growth assumes that growth will occur and tries to accommodate at least some of this demand for growth by identifying the best locations for it. It is demand-responsive to some degree, but it does not allow growth wherever and whenever the market wants it.

Tools for focused growth

With the starting point that the middle option above of 'focused growth' is the most sensible approach, there are a number of ways that development can be managed to focus growth. These can be combined with one another to formulate a growth management package. Each of the options is described below, along with a brief evaluation of some of the advantages and drawbacks of each approach.

1. Consolidation into existing urban areas.

This approach focuses growth into areas that are already urban (with generally smaller lot sizes than the rural areas, and urban services like reticulated water and sewer), rather than into areas that are currently rural. This approach only allows 'greenfield' development of large undeveloped sites if those sites have already been zoned urban (e.g. residential or commercial) and have been provided or planned to be provided with urban services.

To ensure that the restriction on land supply that results from this approach does not unduly affect land affordability and the ultimate cost of things like housing, the consolidation approach often provides for an increase in development potential within urban areas. Examples of this include:

- allowing for infill subdivision (conversion of already-developed lots into smaller lots, such as the 'backyard subdivision' example of a quarter-acre section with a house being converted into two sections, each with a house)
- explicitly allowing for further 'intensification' or increased density beyond infill subdivision, such as specifying areas where medium-density housing (e.g. row houses) or higher-density housing (e.g. apartment buildings) are allowed

The allowance for infill and intensification that often comes with a consolidation approach can raise other issues, such as impacts on the character, visual amenity (e.g. 'green space'), natural vegetation, and general 'elbow room' of existing urban areas.

2. Specified 'greenfield' expansion areas.

This approach focuses growth on land that is currently undeveloped. While it may already be zoned for urban growth, it is typically rural land that is rezoned for urban uses.

The main advantage of this approach is that development is likely to be relatively inexpensive and straightforward because there is no existing development on the site that must be removed or worked around, with the exception of things like farm buildings. In terms of human-made structures, it is a relative 'blank slate.'

From an ecological or landscape perspective, though, greenfield land might not be a 'blank slate.' Undeveloped land may have a variety of flora and fauna, landforms and waterways as part of a functioning ecosystem that could be disturbed by urban development. This is especially likely to be the case if the land has not been cleared for farmland or other pastoral or agricultural uses. Even if the land to be converted to urban uses is just a flat grassy field, its conversion to urban uses like housing subdivisions can lead to concern that parts of the District are losing their open, rural feel. This conversion can also reduce or remove the productive potential of rural land to grow food and other items necessary for human survival, leading to more importing of these goods from outside the District. (see *Food and Rural Productivity* paper)

Another disadvantage of greenfield subdivision is that it requires the extension of infrastructure like water and sewer lines, roads and public transport, as well as social infrastructure like schools and health services. In contrast, the existing infrastructure within current urban areas often has spare capacity that can accommodate additional residents or businesses. The infrastructure costs of greenfield subdivision can therefore outweigh the savings from not having to work around existing development within urban areas.

To address the various drawbacks of greenfield development, it is usually prudent to keep greenfield development adjacent to the existing urban area, rather than 'leapfrogging' across rural land to more distant sites. This keeps the cost of infrastructure extension lower, avoids fragmentation of productive farmland and / or ecosystems and landscapes, and allows social integration with existing communities.



3. Creation of "new towns".

This is a type of greenfield development that takes an alternative approach to extending existing urban areas outward. It instead creates a separate community, possibly with a rural buffer separating it from all other urban areas. This may be deemed necessary as a way of preventing current urban areas from getting too big and unwieldy, or as a way to provide a different type of living environment than what would be offered on the edge of existing urban areas. It also offers the opportunity to create an integrated neighbourhood in a comprehensive 'master-planned' fashion rather than having to adapt to the design and services of the existing urban areas. In some cases, such as New Zealand's hydro and mill towns like Turangi, Twizel and Mangakino, new towns were created because there were no existing urban areas to host the workers required for large projects in rural areas.

Examples of new towns include, in addition to the New Zealand company towns listed above, the early 'garden suburbs' of the UK and the USA such as Hampstead, UK and Forest Hills, New York, and later new towns like Milton Keynes, UK. Back in New Zealand, the Pegasus new town in Canterbury, north of Christchurch, is a more recent example.

The Kāpiti community debated the merits of a new town at Te Horo in the 1980s, and the Council had this idea in its urban development strategies as late as the early 2000s, before rejecting it in the 2006 Development Management Strategy in favour of a consolidation approach coupled with northward expansion of the Waikanae urban area.

The main drawback to new towns is the cost of providing infrastructure and services in 'the middle of nowhere' instead of adjacent to existing urban areas. Another shortcoming is that they can foster a sense of social isolation for residents, and often economic isolation as well unless jobs are provided within or near the new towns.

In addition, there is a perception that planners from both the public and the private sectors haven't proven themselves particularly adept at creating an entire community at once that manages to provide a feel of authenticity, individuality and adaptability. Frequent criticisms of new towns are that they feel 'phony' compared to a place that evolves naturally over time, and that attempts to incorporate the latest design trends can seem dated quickly. The same could be said of any large homogeneous housing subdivision, but in the case of new towns the wider scale and scope mean that it is even more important to ensure that the place looks and feels 'real' and meets a variety of needs for a range of residents and businesses. This is not an impossibility, but a daunting challenge

4. Intensified rural living. Not all development has to occur within existing urban areas or by converting rural areas to urban areas. People have been living (and working) in rural areas throughout New Zealand and Kāpiti for a very long time, and the past decades' trend of rural lifestyle blocks has increased the prevalence of this living option. The key questions are how much rural living to allow, where this should occur, and in what pattern.

The prevailing pattern of rural living in Kāpiti has been dispersed; for example, lifestyle blocks being allowed throughout much of the rural area. Horowhenua District Council had a similar but even more permissive approach until recently (see box on at right.)

Another option is a more focused approach. Kāpiti has already focused much rural living into certain areas zoned 'rural residential', but this could be taken further by tightening the restrictions on rural living in other areas such as those with highly productive soils.

A clustered approach could also be taken. Rather than allowing rural residential areas to be divided evenly into lots one hectare or over, smaller lots could be allowed if they were clustered in a way that protected key ecological and landscape constraints, and retained large 'balance lots' for productive uses like growing food or raising animals. This policy approach has been promoted for the 'Eco Hamlet Area' north of the Waikanae Urban Edge, by Plan Change 79 which is now part of the operative District Plan.

Market – Led Rural Development

The example of Horowhenua District Council's former rural rules provide an example of how a relatively market-led approach to rural development created some problems which have since been addressed through a more focused approach to rural development in that District.



Intensive rural residential development approximately 5km from Levin surrounded by forestry and dairy farming.

Minimal rules

- Protect class 1 and 2 soils with min 6ha for subdivision
- Allow down to 2000m² for all other rural land
- No particular focus for intensification

Result

- Odd pockets of intensive rural residential surrounded by farmland
- Lots of conflict between "lifestyle" and farm uses
- Poor access to services
- No school bus routes to new areas created

These rules have now been changed to respond to specific landscapes and relate more to settlements. This means that some areas continue with this approach of 2000m² rural residential lots but most are more restricted. Some areas have 4ha or 6ha minimum lot sizes and some have 20ha minimums, similar to current Kāpiti Coast District Council rules.

Demand-led growth management?

Regardless of which tool or set of tools for growth management described above is chosen, the question arises of whether a district like Kāpiti is going to be driven by demand – that is, whether it is going to make land available to meet demand regardless of the amount – or whether the pace or amount of growth allowed might be less than what the market wants.

Historically, Kāpiti and many other parts of New Zealand have taken a demand-led approach, such as looking at population projections and then planning to release enough land over the relevant time period to accommodate the increased population. This is one of the reasons that the new town at Te Horo was considered, and why the land at Waikanae North was set aside for future urban expansion and protected from rural-type subdivision that would thwart this urbanisation.

When planning documents such as the Development Management Strategy refer to being able to meet demand for a certain period of time (e.g. 20 years), the question inevitably arises, “what about in 30 years? 50 years? 100 years?” One answer might be that when that time

Sprawl

An overarching intent of many of the ideas and general approach proposed in this paper is to avoid “sprawl,” which can be defined as:

“undifferentiated residential development which has: no community heart or points of focus; an inefficient road form and layout which increases reliance on cars and high energy costs; an absence of services; or a growth pattern that results in the continued extension of infrastructure.”

‘Anti-sprawl’ does not mean anti-low density developments, or that Kāpiti cannot have judicious extension of urban areas, but instead that any development must be:

- **compact**
- **well-connected and linked to public transport**
- **offering housing choice**
- **fitting with the landscape**
- **providing social and economic services (local jobs)**
- **demonstrating low impact environmental design**

comes closer, more land will be set aside to meet that future demand. Another answer might be that at some point the focused growth option becomes essentially a slow-growth or minimal-growth option -- because the district lacks the capacity to absorb more growth without severely exceeding infrastructure capacity, harming widely-valued ecosystems, and/or curtailing quality of life for existing residents. It may make no difference whether urban consolidation, greenfield expansion, new towns or intensified rural living is chosen as the preferred option; each of those tools has some limits in its ability to accommodate growth – at some rate or point in the future.

The 2006 Development Management Strategy marked a move away from demand-led growth accommodation to a new approach of managing growth within the context of carrying capacity and community views.

Being aware of market demand is one thing; allowing land use to be driven solely by it is another.

What is Best Practice for growth management?

There is debate on which of the growth management options described in the previous section are ‘best practice.’ They have been trialled throughout various places in the world, including in Kāpiti and New Zealand, with different levels of success. Sometimes the options have been trialled and experienced within a cultural context and/or a long historical tradition that makes them more likely to succeed in those areas than others. In other words, what is best practice for one country or one community might not be the same as what is best practice for another place, because of differing needs and contexts.

It does appear that the concept of focused growth or ‘smart growth’ is considered best practice compared to either ‘no growth’ at one extreme or no growth management at the other extreme. Most communities, politicians and planners seem to agree that it is difficult or counter-productive to stop growth completely but don’t want to let it occur wherever, whenever, whatever the consequences.

Within the focused growth options, though, debates are still occurring on how well each option works. Cities like Portland, Oregon have received accolades for protecting rural land and promoting urban vitality through their use of Urban Growth Boundaries (a consolidation approach with some greenfield growth on the fringe), but they have also been criticised for the perceived effects of these growth boundaries on housing affordability. Some observers point to cities like Houston, Texas as examples of how cities can work well without any zoning at all, but Houston is not universally considered to be a success story, and in any case it does have planning controls even if these are not in the form of traditional zoning.

What has emerged as best practice has been a continually refined focused growth approach that, regardless of the package of options that is used, is informed by:

- Research into the latest demographic and employment trends and projections
- Experience (local or elsewhere) of growth management options
- Monitoring of the actual effects of growth management on things people care about (e.g. ecosystem health, landscape protection, housing affordability, housing choice, etc.)
- Local democratic processes that allow the community to amend and refine policies and strategies over time

Criteria for evaluating growth management options

In trying to decide what might be ‘best practice’ for a community like Kāpiti, there are a number of criteria that can be used to evaluate growth management options. Many of these criteria have been touched upon in the description of growth management options in the previous section, but the integrated list below can help evaluate any option in a comprehensive way:

1. Affordability

This includes the effect on land prices, and the resulting effect (if any) on the price of housing and other development on that land. It is often argued, based on economic principles, that restricting supply increases prices. All else being equal, that is true, but increasing demand also increases prices. In the case of Portland, Oregon, supporters of the urban growth boundary argue that prices have risen not so much because of land supply restrictions, but because the increased liveability promoted by a compact city means more people want to live there and are pushing up prices. If the response were to release more land faster and make Portland a sprawling metropolis with a weak central city, not as many people might want to live there and prices might plummet. In any case, it is difficult to blame all housing affordability issues on supply constraints such as growth management techniques.

It is important to note that housing affordability is not just affected by the price of land, but also on the price of things like infrastructure, which is often more expensive in a sprawling, unplanned urban area without growth management. The distance from services and employment and a lack of public transport or walking / cycling options can also lead to increased transport costs.

2. Equity or ‘fairness’

This includes things like affordability -- is it fair to create a community where only people of a certain income bracket can live (e.g. those who can afford to buy large single-family homes and provide their own transport)? It also includes issues like the windfall gains that can arise for owners of land selected for future development. Because setting urban growth boundaries or specifying areas for more intensive development (‘upzoning’) is seen to be creating ‘winners’ and ‘losers’ in terms of land value, it is important for growth management policy to try to spread the gains and minimise the losses. Typically land is not actually devalued as a result of growth management, assuming that no land is ‘downzoned’ (e.g. converted from urban zoning to rural zoning, or from medium-density development to low-density development).

3. Efficiency of infrastructure / service provision

This is primarily related to the ease and cost of making infrastructure and services available to new development, relative to the benefits of doing so. Efficiency is clearly linked to affordability; for example, infrastructure can theoretically always be made available in any situation, but if the cost of doing so is horrendously costly because of a large distance from the existing network or various landscape or ecological constraints, then doing so is neither affordable nor efficient. The cheapest option is not always the most efficient, though, because of the impacts on environmental, social and economic wellbeing. If costs are cut by failing to provide adequate social and physical infrastructure to a new neighbourhood, the social and economic wellbeing of residents and businesses will suffer, as will the natural environment.

4. Accessibility

This is about allowing people convenient access to the things they need. For growth management options, we might ask where people will be living and working relative to jobs, services, parks, transport, etc. As an example, a housing development in the middle of the Tararua Ranges would perform poorly from an accessibility standpoint, not to mention an environmental standpoint. Often accessibility is at odds with affordability, because the most accessible places tend to be most in demand and therefore least affordable, all else being equal. However, the solution is not putting development in the middle of nowhere, but making sure that there are a range of housing options (including smaller homes or multi-unit rental properties) with good access to services like rail stations and town centres.

5. Amenity

This is a slippery concept to define, but in essence amenity comprises the things that make somewhere a nice place to live -- for example, microclimate, views, landforms, freedom from annoyance (e.g. airplane or highway noise) and the presence of pleasant (non-pest) plants and animals. Everyone’s definition of amenity is slightly different. For some people,

amenity is having a bit of elbow room and privacy; for others, amenity is being in the thick of things, with lots of people and shops and events within close walking distance. Most people would agree on certain aspects of amenity, though, like a view of Kāpiti Island or a house that gets good sun at the right times of day and year.

In addition to being difficult to define, amenity can be fragile and fleeting; for example, many housing subdivisions around the world have taken the names of the things they've had to destroy to build homes (e.g. Oaks Manor or Pukeko Point). The key to growth management is truly valuing and preserving amenity rather than merely marketing it.

6. Safety

This criterion relates mostly to the safety of human beings; e.g. minimising risks from coastal or flooding hazards, earthquake fault zones, or steep slopes. Good growth management tries to avoid or minimise safety risks by steering growth away from dangerous areas, or attaching conditions to minimise risks (e.g. allowing only single-story timber-frame houses in earthquake fault zones).

7. Environmental sustainability

This is a wide-ranging factor that gets to the heart of what growth management is trying to protect. Evaluating growth management options against this criterion means asking how well the option

will protect or enhance valuable ecosystems, soils, landscapes, etc. Sometimes the effects are mixed; e.g. focusing growth into infill subdivision within an existing urban area will protect native ecosystems and rural soils outside a town, but decrease the amount of native vegetation and stormwater quality within the urban area.

Evaluating Kāpiti's growth management strategy

Deciding what is 'best practice' for Kāpiti is not an easy task; as mentioned earlier, it requires taking into account Kāpiti's unique character and communities rather than just importing solutions from elsewhere in the world.

The Council's current view, in line with its Development Management Strategy (2007), is that the best option is a package of growth management components including:

- 'smart' consolidation into existing urban areas: controlled infill and targeted intensification coupled with character and amenity protection rules and design guides
- selected 'greenfield' expansion areas with structure plans to protect natural landform and ecosystems and to promote connectivity
- possibly some intensification of rural living in targeted locations, including clustering to preserve natural features and soil productivity.

There is too much at stake for Kāpiti to leave growth management solely to the market, so some growth management strategies must be adopted and a wholly market-led approach discarded. The 'new town' approach has also been set aside due to the desire to protect rural land productivity and efficiently extend urban services.

While it is impossible to maximise all the evaluation criteria above, the balanced package in the Development Management Strategy is considered by Council to best reflect and address the range of concerns embedded in all the criteria: affordability, equity, efficiency, accessibility, amenity, safety, and environmental sustainability.



Best practice in integrating transport and land use

Best practice for integrating transport and land use can be informed by international examples, as provided in the box below:

Many of the world's most notable cities have been planned to promote healthy, active and social living. Florence's abundance of cafés encourages walking and social interaction. Copenhagen's support for cycling paints a new picture of 'commuter traffic'. New York City's intricate public transport system efficiently carries millions of passengers every day, and its numerous public parks provide opportunities for recreation and social cohesion.

Some of these features have historic roots, as in Florence and New York City. Others involve a deliberate shift in their shape and form. In these cases, leaders have recognised that developing multiple transport modes, opportunities for walking and cycling, and mechanisms for social interaction bring 'co-benefits' in terms of the environment, tourism, business, health and society. The changes undertaken in Copenhagen and Portland, Oregon provide two examples of this kind of leadership.

In Denmark, cycling to work plummeted between 1950 and 1975. Then the 1970s oil crisis prompted the Government to invest in cycling and public transport infrastructure. Policies included establishing cycle lanes and paths, modified intersections, traffic signals that prioritised cyclists, and traffic calming measures. Private car use was discouraged through parking fees, taxes and tough driving tests. These changes have meant that one-third of Copenhagen residents now cycle to work, and there has been a 25 percent drop in cycle accidents. The Government is investing another US\$16 billion in high-speed intercity trains, light rail and city bicycle lanes. The aim is to increase the proportion of Copenhagen commuters cycling to work to 50 percent by 2020.

(Source: Public Health Advisory Committee: Healthy Places, Healthy Lives: Urban Environments and Wellbeing, April 2010)

These international examples are consistent with the vision expressed in Kāpiti's Sustainable Transport Strategy, which is the overarching strategy for transport in the District and which seeks to implement the Wellington Regional Land Transport Strategy. Its primary objective is "to create a physical transport system that is attractive, affordable, connected, responsive, safe and offers effective mode choice that enables people to act in a sustainable way". It recognises that there is a need to integrate land-use and transport planning. This includes the benefits of increased local employment opportunities and ensuring strong links between town centres and the transport network.

The Strategy seeks to have the Kapiti Coast District's transport and access network developed in a way that:

- increases the connectivity between and within communities, ensuring each major community has access to an integrated passenger transport system across all modes of travel
- reduces use of fossil fuels as an energy source and as a source of greenhouse gases
- increases the range of transport mode choices that are integrated seamlessly across all transport modes
- recognises the growth in horse use on the Kāpiti Coast
- provides alternatives to reliance on the State Highway as a means of internal district access
- recognises and provides, where possible, for improved and safe access for people with disabilities, older people and children
- improves access to a range of social, cultural and recreational services, the District centres and recreation areas
- delivers a quality of design and network that recognises and respects the character and qualities of local areas
- ensures the system is designed to support not undermine centres



Resource Management Act

The main law governing growth in New Zealand is the Resource Management Act (RMA). It requires Territorial Local Authorities (TLAs) to adopt District Plans to manage the effects of growth on the environment. Notably, the RMA does not require TLAs to specify the location for different types of growth. In fact, the RMA was specifically designed to replace the zoning-based focus of the earlier Town and Country Planning Act with an effects-based approach that could theoretically allow anything anywhere as long as any negative effects could be ‘avoided, remedied, or mitigated.’

Section 31 of the RMA specifically refers to the integrated management of effects, as follows:

“31. Functions of territorial authorities under this Act-

(1) Every territorial authority shall have the following functions for the purpose of giving effect to this Act in its district:

(a) The establishment, implementation, and review of objectives, policies and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district.”

Despite the effects-based focus of the RMA, communities across New Zealand have asked their Councils to give them certainty on where growth of different types may or may not occur, so most District Plans have zones that provide guidance on this.

Central government has not yet provided any National Policy Statements, National Environmental Standards, or other regulatory guidance for TLAs on growth management. The few National Policy Statements that have been completed have dealt with specific activities (e.g. telecommunications) or locations (e.g. the coastline) rather than growth management as a whole.

Regional guidance

At the regional level, there is more guidance on urban form and transport for Kāpiti and other Wellington-area TLAs.

Regional Policy Statement

The Greater Wellington Regional Council (GWRC) is responsible for developing a Regional Policy Statement (RPS) that includes directions for TLAs. The proposed RPS, as amended following hearings, includes the following statements relevant to integrated urban form and transport:

Objective 21

A compact well designed and sustainable regional form that has an integrated, safe and responsive transport network and:

- (a) a viable and vibrant regional central business district in Wellington city;*
- (b) an increased range and diversity of activities in and around the regionally significant centres to maintain vibrancy and vitality;*
- (c) sufficient industrial- based employment locations or capacity to meet the region’s needs;*
- (d) development and/or management of the Regional Focus Areas identified in the Wellington Regional Strategy;*
- (e) urban development in existing urban areas, or when beyond urban areas, development that reinforces the region’s existing urban form;*
- (f) strategically planned rural development;*
- (g) a range of housing (including affordable housing);*
- (h) integrated public open spaces;*
- (i) integrated land use and transportation;*
- (j) improved east-west transport linkages;*
- (k) efficiently use existing infrastructure (including transport network infrastructure); and*
- (l) essential social services to meet the region’s needs.*

Policy 29: *Maintaining and enhancing the viability and vibrancy of regionally significant centres – district plans*

Policy 30: *Identifying and promoting higher density and mixed use development – district plans*

Policy 31: *Identifying and protecting key industrial-based employment locations – district plans*

Policy 32: *Supporting a compact, well designed and sustainable regional form*

In addition, the non-statutory Wellington Regional Strategy (a partnership document among the Wellington region's TLAs and GWRC) identifies that investment in good regional form is fundamental to successful and sustainable economic growth of the Wellington region. It includes the following "good regional form" projects:

- centres – retail
- industrial land
- intensification
- rural residential development
- affordable housing
- integration of land use and transport needs
- open space

Greater Wellington Regional Land Transport Strategy (RLTS) 2010 – 2040

The following RLTS policies have been developed in direct response to the pressures and issues facing the region's land transport network.

8.1 Network management

This group of policies seeks optimal use and improvement of the transport network.

The points under this policy include supporting continuous development of the cycling and pedestrian network and integration with other modes.

8.5 Integrated planning

a. Support the growth and land use aspirations of the Wellington Regional Strategy and the Regional Policy Statement (RPS), particularly in relation to compact, well designed and sustainable regional form, as well as supporting a strong Wellington CBD and regional centres, and denser more connected development around public transport nodes and key public transport corridors.

- b. Ensure new transport infrastructure is consistent with the region's urban design principles as set out in the RPS.*
- c. Support land use principles that minimise dependence on the private car.*
- d. Ensure the current and future regional transport network and the Road of National Significance is identified and protected in territorial authority planning documents.*
- e. Support better integration of transport and land use planning by identifying roading hierarchies and advocating for appropriate access controls in district plans.*
- f. Ensure new land use development includes provision for walking, cycling and public transport services, consistent with relevant best practice guidance.*
- g. Ensure that land use and transport decisions take into account the diverse transport needs and views of the region's community.*
- h. Ensure major recreational, tourist and freight traffic flows are taken into account during planning processes.*
- i. Ensure investment in national transport routes is coordinated with other regions.*
- j. Ensure planning of public transport, walking, cycling and road networks support, enhance and integrate with key public transport corridors.*



5

DISTRICT PLAN CONSIDERATIONS

Current District Plan provisions

Urban form and transport, and growth management concepts to guide their integration, are at the heart of the District Plan. That is, the District Plan is a key tool in managing growth, urban form and transport linkages. It provides objectives, policies, rules and standards and design guides to put a growth management strategy like Kāpiti’s Development Management Strategy into practice.

As mentioned earlier in this paper, some of the main growth management elements of the current District Plan are:

- zoning: clear differences between urban and rural
- promoting retail in town centres rather than out-of-centre locations
- promoting intensification (including medium density housing) in and around town centres with good access to public transport, services and amenities
- limiting Waikanae’s urban growth to be south of an ‘urban edge’, with a rural eco-hamlet zone north of that urban edge
- structure plans

It also has transportation-related policies, such as providing for walking and cycling facilities and a roading hierarchy that aims to efficiently integrate land use and transportation by linking road capacity and characteristics to appropriate types of adjacent and nearby land uses.

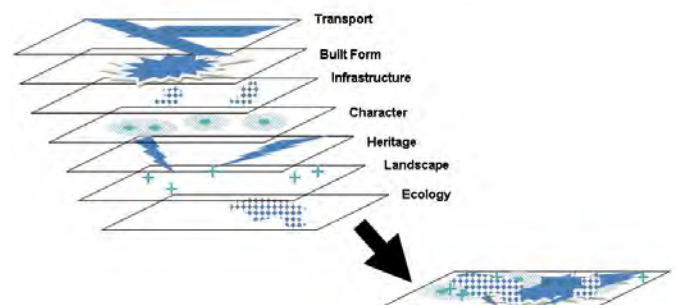
New ideas and possible improvements

There is undoubtedly room for improvement in how the District Plan implements the ‘smart growth’ approach in the Development Management Strategy, and the integrated urban form and transport approach in the DMS and Sustainable Transport Strategy. What other tools, within or outside of the District Plan, would be useful? Some ideas are described below:

Within the District Plan

Use of layers and sustainable settlement principles to map constraints and determine urban form. This approach uses layers of natural features as a way to guide urban form by fitting it around nature. This promotes biodiversity, connects habitats and provides eco-system services (see *Biodiversity* discussion paper). It also considers blue and green corridors, landforms, soils, outstanding landscapes, and natural hazards as constraints to development. The diagram below shows how this layering approach can work:

Approach to integrated urban form and transport



This layering approach is based on these sustainable settlement principles:

- Natural form defines ultimate form
- Sustainable agriculture and food production must shape form
- Consolidation, compactness and limit
- Centres as focus points for jobs, civic life and transport hubs
- Access choice - active rebalancing between modes
- Solutions respect cultural values/ built character

Increase the use of spatial planning and structure planning. This builds on the layering approach above, applying it to certain areas to develop plans that can be part of District Plan provisions for an area.

Integrate existing Design Guides into the District Plan where appropriate. There are a number of Design Guides such as the Best Practice Subdivision Guide, the Rural Subdivision Guide, and the Streetscape Strategy, which have been approved by Council recently but not yet formally linked to the District Plan. This could occur through reference to these Design Guides as matters for consideration, or by developing some bottom-line rules and standards based on some elements of the Design Guides. In effect, this would involve deciding which if any of the currently voluntary provisions of the Design Guides should become mandatory, providing greater certainty to developers and planners.

Improve and continue to target intensification around current and future transport nodes. Medium Density Housing provisions which are currently in place for Paraparaumu Town Centre, Paraparaumu Beach Town Centre, and Raumati Beach Town Centre, as well as current provisions for apartments above or behind shops in all Town Centres, can be reviewed to ensure that they are adequately promoting good urban form and design. Other opportunities can be explored to promote intensified land use around town centres and transport nodes (such as future commuter rail stations in Waikanae or Ōtaki).

Examine rural subdivision rules to limit sprawl, protect productive soils and biodiversity. This issue is described in the *Food and Rural Productivity* and *Biodiversity* discussion papers and also relates to the consolidation approach above which aims to limit greenfield expansion onto currently rural land. It also increases the potential for local rural-based employment.

Replicating the “urban edge” approach in areas other than Waikanae North (e.g. north or south of Otaki, or north of Paraparaumu). If backed by a clear rationale, District Plan measures along these lines could provide greater ability to refuse non-complying development consents or private plan changes in the rural area.

Focus on coastal development management. These are areas with generally low quality soils and high amenity values that are under increasing pressure for development, which if unmanaged could harm amenity as well as natural character and biodiversity.

Respond to development pressures and opportunities created by the proposed Expressway. The proposed Expressway through Kāpiti from Mackays Crossing to Peka Peka and Ōtaki will create new development pressures and opportunities, particularly where there are interchanges. There will also be pressure along the current State Highway 1 where the Limited Access Road (LAR) status is removed (for example, between Paraparaumu and Waikanae). Anywhere improved access is provided, especially around interchanges, there will be growth pressure including for business locations and urban housing. This is potentially problematic in rural

areas, for example beyond the Waikanae North Urban Edge. The District Plan Review will consider ways to manage resulting development pressure, consistent with the agreed Council strategy of consolidation. Ways to maintain and enhance local transport connectivity throughout the District, including in the new growth area of Waikanae North, will also need to be explored.

Reviewing the current District Plan roading hierarchy for consistency with the network hierarchy in Council’s Sustainable Transport Strategy. The road corridor is a shared space that has a major impact on the character of surrounding areas. The network hierarchy in the Sustainable Transport Strategy has been developed to identify broad road functions in terms of traffic management. It will apply street design typologies which will reflect the desired amenity and high level design for each section of the road corridor.

The access network hierarchy provides for the following

- identification of the function of a route
- separate identification of the volumes of traffic along the route. A route may be classified as significant for walking, cycling and or horse riding
- clear allocation of space across all modes, if at all possible
- allocation of broad design solutions which provide:
 - for the overall function of the route
 - a solution relevant to the traffic volumes
 - for the particular character along the route

Review parking requirements. The objective would be to ensure that sufficient parking is provided but not over-supplied, to avoid creating large expanses of asphalt. Shared parking in town centres has strong potential, encouraging multi-level structures or parking away from the streetfront if large carparks are needed. These approaches would improve urban design outcomes and improve stormwater permeability, as well as potentially reducing costs for developers. The review can also look at requiring cycle parking.

Prevent frustration of pedestrian and cycle connections. This would include looking at ways to prevent the ability or requirement for fencing or building on strategically-located land that precludes useful pedestrian or cycle connections.

Both within the District Plan and outside of (supporting) the District Plan

Increase integration of land use and transport planning. This is an approach with many long-term benefits, including:

- optimising the use of transport networks
- reducing the cost of transport infrastructure
- promoting economic development
- sustainable land use patterns
- forms of development that reduce the need to travel, especially by car, and encourage walking, cycling and public transport use
- reduced greenhouse gas emissions
- improved access and mobility
- critical road and rail routes to and from key centres not being compromised by urban development
- better opportunities for travel demand management
- residential intensification strategies that are focused on corridors and nodes

Increase requirements for, and promotion of, travel planning and travel demand management. Rather than assuming a certain amount of trip generation, the District Plan could require organisations to develop and implement travel plans that would include promoting walking, cycling, public transport, flexible working hours, working from home arrangements, etc as ways to reduce peak travel demand and to reduce vehicle parking requirements, with corresponding effects on land use.

Promote low impact urban design and development (LIUDD), especially with respect to water, stormwater and energy use. This would involve looking at ways to require or incentivise techniques such as greywater systems, stormwater swales, and solar energy systems. See the *Infrastructure and Essential Systems* paper for more detail.

Provide for rural buffer zones or ‘greenbelts’ between settlements. Rural buffer zones around urban areas can support policies that promote ‘urban edges’ or growth boundaries. The District Plan’s Eco-Hamlet zone north of Waikanae, instituted by Plan Change 79, intends to provide such a buffer zone. This zone is designed to be even more resistant to urban rezoning than usual rural land because of its attempt to create clustered housing hamlets with shared open space, with several landowners having a stake in protecting the amenity provided by that open space, compared with the situation where there is only one landowner with lots of land to sell.

Beyond zoning, rural buffer zones can be created by Council purchasing land for open space protection, though this is very expensive. Another option is for Council to simply purchase the development rights (PDR), rather than the land, meaning that the Council pays the landowner not to develop. A variation of this is transfer of development rights (TDR) which allows a landowner to sell their development rights to someone who can then build more than the baseline permitted amount in a ‘receiving area’ like a town centre where growth is encouraged. Private voluntary efforts without

Council involvement, such as QE II covenants and similar conservation easements, can also help to create parts of rural buffer zones.

Increase financial incentives. These are the ‘carrots’ that could accompany the ‘sticks’ like growth boundaries. Council could look at its Development Impact Fees (development contributions under the LGA and financial contributions under the RMA) and adjust them to reflect the true cost of providing infrastructure and services. They could be higher in difficult-to-service areas or other areas where growth is discouraged, and lower in easier-to-service areas or areas targeted for growth for other reasons (e.g. areas close to public transport).

A new housing and transportation affordability index has been developed by the Center for Neighborhood Technology in the USA which takes into account the transportation costs of a location, including distance from services and employment and the availability of public transport, cycling and walking options. Council could promote an understanding of this concept, which may then be picked up by banks through ‘location-efficient mortgages.’ These have been used overseas to offer lower interest rates for home purchases in locations such as town centre areas. The banks’ rationale for offering these lower rates is that the costs of transport are less in these areas, either due to proximity to public transport or shorter driving distances to shops and services, and this makes a borrower less risky because they can put more money towards their mortgage instead of petrol bills.

Improve Paraparaumu Town Centre. This involves revisiting earlier plans in light of the Expressway proposal and attempting to enhance this civic and commercial heart of the district.

Supporting the District Plan

Education / advocacy. The Council can work with developers and other agencies and organizations to explain why ‘smart growth’ is the best approach, and to illustrate best-practice with ‘how-to’ guides such as the Council’s current Medium Density Housing guide or Best Practice Subdivision Design Guide, or new guides like Structure Planning Guides.

Supportive infrastructure planning. Infrastructure planning that supports the growth management vision would mean Council would spend capital dollars on infrastructure where it wants growth to occur, and either not allowing or making developers pay for the full cost of infrastructure that’s requested ahead of the Council’s plans or outside of the Council’s planned areas. This is already Council’s practice to some degree but could be clarified and strengthened.

6 CONCLUSION

In summary, the proposed approach is to strengthen Council’s current policies relating to growth management, urban form and transport as contained in the Development Management Strategy and Sustainable Transport Strategy. In brief, these policies will:

- Focus policies on consolidation
- Protect rural productive potential
- Provide for employment growth opportunities
- Retain valued character and natural features
- Improve walking, cycling and public transport opportunities
- Ensure new roads benefit the local community by improving connections and access

Some of the new ideas listed in the previous section can potentially provide the strengthened approach in the District Plan that will see the above policies embedded more fully in an RMA framework.

The table below summarises the elements of the proposed approach for the District Plan Review.

Poor quality urban design can adversely affect public health, social equity, land values, the vibrancy of local centres and economies, and the provision of and access to civic services. It can also increase the use of non-renewable resources and vehicle emissions in the region.

	1	2	3	4	5
Possible new concepts	Include more spatial planning and structure plans, including open space and greenbelts or rural buffer zones	Enhance integration of land use and transport and limit development which does not integrate well.	Layered approach to growth planning to avoid constrained areas (e.g productive soils) and make best use of infrastructure	Respond to development pressures and opportunities created by the proposed Expressway	Integrate urban design guides into DP
Concepts to continue and/ or Strengthen	Review roading hierarchy for consistency with network hierarchy in Sustainable Transport Strategy	Increase requirements for travel planning and demand management	Replicate "urban edge" approach elsewhere, and target intensification around transport nodes and town centres	Limit development where infrastructure is constrained or hazards exist	Promote low impact development especially water, stormwater and energy
Barriers to Remove	Prevent frustration of pedestrian and cycle connections (eg fencing or building on adjacent land creating a barrier)	Review parking requirements to remove barriers to good urban design and stormwater permeability	Remove financial barriers / promote incentives for location-efficient development	Replace current Paraparaumu Town Centre zoning with new provisions	(outside District Plan) Remove barriers to information through education and advocacy

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