

Chairperson and Committee Members
REGULATORY MANAGEMENT COMMITTEE

5 MAY 2011

Meeting Status : Public

Purpose of Report: For Decision

**PLAN CHANGE 72A – WHAREMAUKU PRECINCT
COMMISSIONER’S RECOMMENDATIONS**

PURPOSE OF REPORT

- 1 The purpose of this report is to present the Commissioner’s recommendations on Plan Change 72A and seek a decision from the Council on this Plan Change.

SIGNIFICANCE OF DECISION

- 2 The Council’s significance policy is not triggered by this report.

BACKGROUND

- 3 For many years, the Council and the community have been supportive of the development of a stronger social, economic and cultural heart or centre at Paraparaumu. From an economic perspective the Paraparaumu commercial area (in the wider sense) has a regional significance as a place that can attract significant investment into the District.¹ That investment can help create a more balanced local economy, more local jobs which in turn reduces the need for commuting out of the District. Strong cultural and civic functions, linked to a range of commercial, retail and service activities, good public transport and a mixture of housing choice and excellent urban design amenity, helps build such a centre.
- 4 There has been a concern about the limited range of activities, the quality of the area, and its ability to support community aspirations for many years. Considerable work has gone into developing a vision and Council and other stakeholders have taken specific action to try and move the centre forward. In the 1980s Council purchased land in the area in order to provide for civic functions and influence the quality and direction of development of the centre. It currently owns approximately 17.5 hectares.² In 1995, planning controls designed to act as a holding pattern to ensure that the overall area did not develop in an ad-

¹ See for example, the Wellington Regional Strategy and background papers on urban form and sub-regional centres prepared as part of the development of the Strategy. These can be found on the WRS website.

² Some of these land holdings are subject to a High Court decision and are subject to potential offer back. A process is currently underway to resolve this matter.

hoc way were introduced, for the undeveloped area lying between Rimu Road and the then proposed Western Link.

- 5 In 2003-2007, the vision for Paraparaumu Town Centre was revisited with a focus on development of the land to the west of Rimu Road in the Paraparaumu Town Centre zone and strengthening the function of Rimu Road as a main street. This vision identified that while the 'holding pattern' was useful it needed to be modified to enable the revised vision.
- 6 Plan Change 72A was prepared and notified in on 21 May 2007 to provide a framework to enable the mixed use development area to be developed land south and east of the Wharemauku Stream. A total of eight submissions and three further submissions were received. Christopher Mitchell was appointed as an independent hearing commissioner for this Plan Change in August 2007. A hearing was held on 12 and 13 November 2007, with five of the submitters attending the hearing.
- 7 The Commissioner's report was presented to Council in January 2008. The Council at the time was uncomfortable with proceeding to make a decision on the Plan Change and wanted more control over the potential for large format retail and greater emphasis on the creation of green space. The Council also wanted to understand the outcomes of the airport private Plan Change process.
- 8 The Council decided to place the Plan Change on hold until these issues had been explored or resolved. Subsequently Plan Change 78 was developed in 2008 to address the concerns about the design and location of large format retailing in the District. Also in early 2008 an application was made by Ngahina Trust to the High Court seeking that land owned by Council be offered back to the Trust as the previous owners of the land on the grounds that it was no longer required for civic purposes.
- 9 It was decided to leave Plan Change 72A on hold until this issue was worked through. The legal timeframe for making a decision on this Plan Change was extended in April 2009 to allow these issues to be resolved. It is now necessary to make a decision on the Plan Change prior to 18 May 2011 as the timeframes cannot be extended again.
- 10 The following sections of this report focus on:
 - the wider centres strategy and context for Plan Change 72A;
 - explanation of the 1995 Paraparaumu Town Centre zone;
 - description of Plan Change 72A;
 - Plan Change 78 and its relevance ;
 - offer back process and relevance; and
 - open space and civic considerations.

CONSIDERATIONS

The Wider Centres Strategy and Paraparaumu District Centre

- 11 The wider Paraparaumu centre broadly encompasses the area east of the rail line including the rail station, south of Ihakara Street and west to the Western Link/ Expressway alignment and takes in the range of commercial activities along Kapiti Road. It is part of an emerging commercial spine that runs along the Kapiti Road and takes in the airport and Te Roto Drive.
- 12 Kāpiti Coast District Council has adopted a strategy which explicitly recognises and supports the role and function of the District's neighbourhood and local centres and the Paraparaumu District Centre. This strategy has been developed under the following process:
 - Extensive community participation in developing District-wide Outcomes under the requirements of the Local Government Act during the 2003/04 Long Term Council Community Plan (LTCCP) process. This process clearly identified a community desire to reinforce and build on existing centres for a range of reasons. These included the need for a sense of place within local areas, a District-wide civic and commercial heart, efficient use of resources and the need to leverage the synergies between centres and transport nodes to encourage passenger transport use, walking and cycling;
 - A series of community workshops from 2003 to 2005 explored the implications of this for the Paraparaumu District Centre and especially for the way in which the 'Paraparaumu Town Centre Zone' sits within the wider District centre. This resulted in the adoption of clear principles for this "town centre" land as a precursor to reviewing District Plan provisions. This work is encapsulated in the Paraparaumu District Centre Local Outcomes which are adopted in conjunction with the District-wide Outcomes under the Local Government Act as part of the 2006 LTCCP;
 - The Paraparaumu District Centre Local Outcomes were adopted by the Council in June 2006. The outcomes of particular relevance to the Plan Change include:
 - *development that is shaped by natural features such as Wharemauku Stream, Kāpiti Island (views to) and landforms;*
 - *a greater diversity of activities and appropriately located activities are required to increase the vitality of the town centre;*
 - *the district-wide commercial/retail function of Paraparaumu town centre should be recognised;*
 - *there is a need to provide for future retail demand in the town centre;*
 - *Rimu Road should be developed as the town's main street; and*
 - *controls should be placed on development to promote high quality environments.*
 - As a result of the initial workshops, testing of the economic and social maturity of the Paraparaumu District Centre was undertaken in terms of the range of uses and activities, particularly the mix of retail and business

services. This affirmed the District-wide role of the Paraparaumu District Centre and the importance of enabling a balance of activities to support and balance out the current low level retail focus. A main-street concept was tested and affirmed at this time both from a retail capacity and an urban design perspective by Urbanism Plus. A major focus was on creating a central core along a main-street which would support wider retail activity in the Paraparaumu District Centre. Such a main street would be supported by mixed uses, including commercial and residential, as well as a strong civic centre;

- In addition, the significance of the Paraparaumu District Centre in the regional context was tested via the Wellington Regional Strategy. The role of sub-regional centres in more fundamental issues such as economic development, energy use, and promotion of passenger transport was re-affirmed. The benefits of concentrated retailing and flow of investment through the CBD and into the sub-regional centres was identified. Paraparaumu District Centre was identified as having this sub-regional role. The need for a greater maturity of uses, the concentration rather than dispersal of activities, particularly retail, was also affirmed;
- The Kāpiti Coast Recommended Retail Strategy was completed by McDermott Miller in 2006 which affirmed the recommended approach to managing retail pressures facing the District by focusing on consolidation around town centres;
- The Council adopted the Kāpiti Coast Development Management Strategy (November 2006) to manage the location and intensity of growth pressure, and to improve the quality of the district's built environment. The Development Management Strategy provides guidance on the district's centres. It reinforces Paraparaumu District Centre as the main centre, providing district-wide civic, business and retail functions. The Strategy notes that significant potential exists to extend the range of activities in the District centre and to improve the quality of its built environment.

- 13 Figure 1 below shows the broad concept for the land adjacent to Rimu Road and owned by Council which was then used as the basis for subsequent review of planning controls.

Town Centre : Precinct Concept

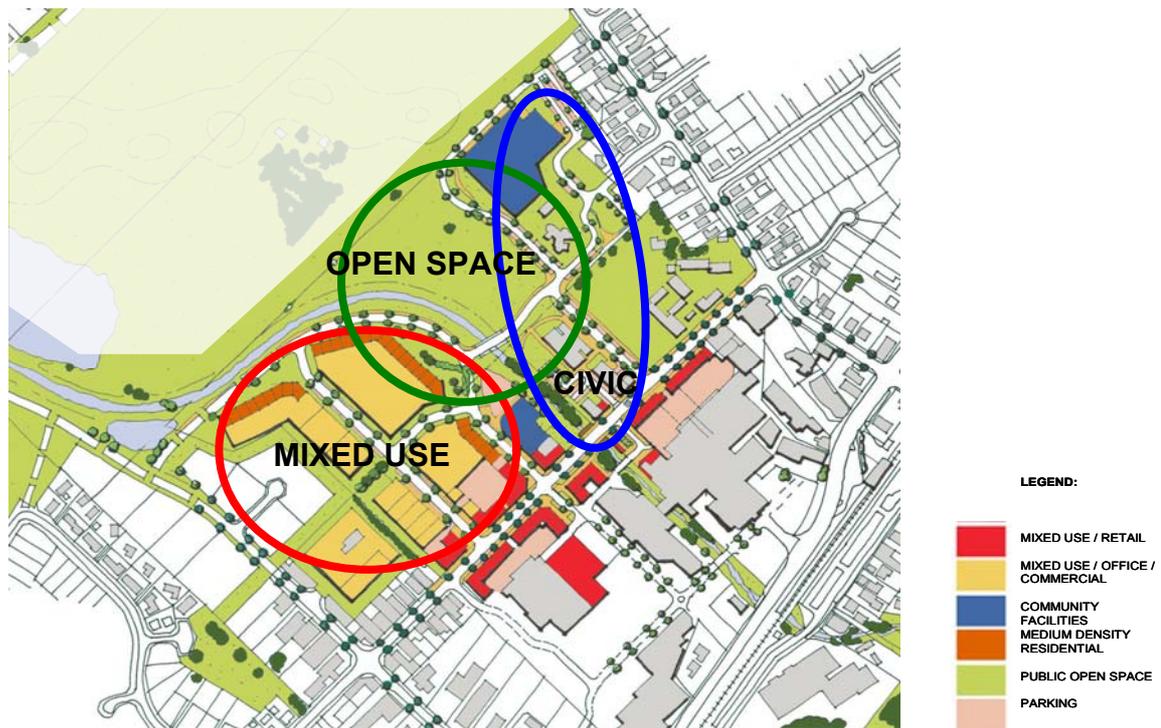


Figure 1: Paraparaumu Town Centre concept showing the precincts for the Council owned part of the Paraparaumu Town Centre Zone

- 14 While this work under the Local Government Act has no statutory force under the Resource Management Act, it is regarded as a significant input into the development of a District Plan regulatory framework.
- 15 As part of implementing this strategy, the Council initiated Plan Change 62 in May 2006 which became operative in April 2007, to enable comprehensive Medium Density Housing, as a restricted discretionary activity in specified areas surrounding the centre. The Plan Change provides for greater housing choices and increases the availability of housing within easy walking distance of the Railway Station and the existing Commercial/Retail core. It also constrains medium density housing to around town centres selected by the community in the Choosing Futures process.
- 16 This overall approach was strengthened by clear references in the Regional Land Transport Strategy, approved in July 2007, to the importance of urban form and transport nodes to desired transport outcomes, including reduction of greenhouse gas emissions. There is also an explicit linking of the importance of the centres strategy to sustainable transport outcomes and targets under the Kāpiti Coast District Council's Sustainable Transport Strategy.
- 17 Overall, the Paraparaumu District Centre has been identified as important at a regional level as well as a district level. This centre has a concentration of activities including retail, business services, light industry and district civic and recreation functions. Paraparaumu is well connected to public transport with good

access to health and other services locally and in Wellington. The centre is the main focus for business investment in the district and has significant potential to provide for recreation and open spaces with the provision of the Aquatic Centre, Recreation Centre, Wharemauku Stream Walkway/ Cycleway and openspace. Plan Change 72A was developed in the context of this work.

Background to the 1995 Paraparaumu Town Centre zone

- 18 The current District Plan which was notified in September 1995 introduced for the first time an area called a Town Centre Zone. Figure 2 below identifies the coverage of this zone. The surrounding areas are zoned either commercial/ retail or residential. The stated purpose of the Paraparaumu Town Centre zone, as indicated in the current District Plan, is to give effect to the Council's vision for the town centre "*as a focal point for both the local community and the district as a whole*". The policies identify key amenity values for the Paraparaumu town centre as including "*integration of community (cultural and recreational) and civic amenities and facilities in a town core to reinforce the 'sense of place'...*".
- 19 The Paraparaumu Town Centre zone enables the development of community and administrative activities, concentrating both the civic and existing commercial function around Rimu Road. The zone allows a range of commercial and civic activities to establish but limits retail activity to 300m² per site associated with commercial activities on a site. However this works against the mixed use main street concept and provides only limited opportunity to control the impacts of large format retail activities.
- 20 In all some 45ha is zoned Paraparaumu Town Centre. The zone enables the development of civic and commercial activities but is restrictive of retail activities. This has created a 'holding pattern' zoning on the bulk of the land.



Figure 2: Extent of the Paraparaumu Town Centre Zone within the wider District centre

Description of Plan Change 72A

- 21 Plan Change 72A was developed in 2007 to provide a framework to enable the development of the ‘Mixed Use’ precinct identified in the Concept Plan (Figure 1). It was developed in the context of the wider centres strategy work. The precinct recognises the demand for retail space in addition to the need for wider town centre activities for business, entertainment and employment purposes, and for town centre living.
- 22 The District Plan rules for the current Paraparaumu Town Centre zone do not adequately enable the development of a quality mixed use precinct, as they only provide for limited retail opportunities and do not contain suitable design controls to enable the main street concept. For this reason, the Council has pursued Plan Change 72A to rezone Council-owned land to the south of Wharemauku Stream from Paraparaumu Town Centre to the “Wharemauku Precinct” with site specific rules and standards, as an overlay to the Commercial/Retail zone.
- 23 A key component of this precinct is the development of a strong ‘main street’ for Paraparaumu which links the existing retail area at Coastlands with the existing civic facilities and new areas. A successful main street is dominated by pedestrians and small scale shops and cafes. Rimu Road is intended to become a main shopping street. Rimu Road currently lacks the qualities of a main street over most of its length. The Plan Change requires retail activities in the precinct along Rimu Road and the Wharemauku Stream to consist of small shops with display windows, verandahs, high quality footpaths, entrances from the street and links to green space. This will result in an interesting experience for pedestrians.

- 24 Plan Change 72A is intended to enable the development of a high quality mixed use town centre. It focuses on ensuring that development in this area is pedestrian friendly and attractive, including retaining views to Kāpiti Island down new streets accessed from Rimu Road. The Plan Change provisions include controls on the design and locations of buildings and carparking areas, as well as development thresholds related to traffic infrastructure. Requirements for landscaping and areas of open space within the precinct, especially alongside the Wharemauku Stream, will further enhance the area.
- 25 The precinct also recognises the contribution that the design of buildings and public space can make to a District Centre.
- 26 Plan Change 72A was heard by an independent Commissioner because the Plan Change directly affects Council owned land. The Commissioner's report and recommendations are attached as attachment 1 (schedule 1) and 2 (Commissioner's report) to this report.
- 27 The Commissioner recommends that the Plan Change be approved with some modifications. These include:
- extending the area of land in the precinct to include land at the western end of Ihakara St;
 - limiting retailing to 1000m² per site until traffic links are improved; and
 - limiting retail buildings adjacent to residential properties to a maximum of 1000m².
- 28 Council must now consider the Commissioner's report and recommendations. The recommended provisions are attached as attachment 1.
- 29 Mr Mitchell comments in his report that *"Paraparaumu currently has no evident town centre, or, in urban design language, no strong sense of place. It is not surprising then, that the community sets a high priority on changing this"*.
- 30 Mr Mitchell recommends approving the Plan Change with additional controls on large format retail where this could occur adjacent to residential properties and to control any traffic effects associated prior to the completion of appropriate road links to reduce pressure on Rimu Road. In addition he recommends increasing the area included in the Wharemauku Precinct to include adjacent submitters' land accessed via Ihakara Street, bringing the area to approximately 14ha in total. However part of this land is existing road and drainage reserves, so the area available for development area is approximately 12.5ha. It should be noted that provision of open space, view shafts and stormwater must be provided for within this general footprint.
- 31 In terms of development potential, the major point is that Wharemauku Precinct under Plan Change 72A stands as a 'mid-point' between between the old 'Paraparaumu Town Centre' zone and the current 'Commercial/Retail' zoning which covers the wider centre. In the Town Centre Zone, retail is permitted only in premises of 300m² or less on any site, otherwise it is a non complying activity. In the Commercial/Retail zone retail activities are generally a permitted activity

with limited design controls.³ However in the Wharemauku Precinct a limit of 1000m² is proposed until Ihakara St is extended to the Western Link Road and on land adjacent to residentially zoned land. Smaller scale retail activities must front Rimu Road. There are additional design controls proposed as part of the Wharemauku Precinct that will ensure greater amenity than the general Commercial/Retail Zone achieves. An example of the difference between the existing and proposed provisions is outlined in the table below.

Example of differences between the zoning options

Proposed development on land adjacent to Rimu Road	Paraparamu Town Centre (existing zoning)	Wharemauku Precinct in the Commercial/Retail zone (proposed zoning)
Developing a commercial building with associated parking	<p>Controlled activity</p> <ul style="list-style-type: none"> -locate anywhere on site -carparking can be accessed directly from Rimu Road, with multiple entrances -buildings can have a blank wall to Rimu road and no need for verandahs -parking can be located between the building and the road 	<p>Controlled activity</p> <ul style="list-style-type: none"> -building must front Rimu Road, (and have retail floor area less than 500m² per tenancy if directly adjacent to Rimu Road or Wharemaukeu Stream) -carparking must be accessed via a road off Rimu Road (subdivision consent needed to create new road) -carpark must not be between the building and Rimu Road -views of Kāpiti Island must be maintained by new east/west roads -building must have verandahs and “active edges” with entrances along Rimu Road
Developing a car park only	<p>Permitted activity</p> <ul style="list-style-type: none"> -no control on location or design 	<p>Permitted activity</p> <ul style="list-style-type: none"> -cannot be directly accessed from Rimu Road (requires an east/west road to be developed to access the parking) -no control on location or design of parking
Developing a supermarket or other large retail activity	<p>Non-complying activity</p>	<p>Permitted activity if all design standards are met and gross floor area less than 1000m²</p>

³ This has been modified in terms of design standards by Plan Change 78 (Large Format Retail).

		or Discretionary activity if greater than 1000m ² (until Ihakara St extension completed or if adjacent to residential land)
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Plan Change 78 and its relevance

- 32 The Retail Study undertaken in 2006 identified that it is particularly important to have the ability to keep large format retail, if it occurs, within or directly adjacent to existing centre rather than allowing it to disperse and undermine the compact form of the district centre, and the centres strategy generally.
- 33 The demand for large format retail (LFR) can conflict with the development of a quality main street environment if it is not carefully managed. LFR shops tend to have large blank walls and large expanses of carparking associated with them. These shops can only be accommodated if carefully managed so that they do not dominate the street.
- 34 In 2008 Council notified Plan Change 78 to manage the impacts of large format retail activities in the District. Plan Change 78 limits retailing in the Industrial zone to a maximum of 500m² per tenancy or building. In the Commercial/Retail zones it requires large format retail to be designed to be pedestrian friendly rather than car focussed. There are also limits on the amount of retail floor area (per tenancy or building) which can occur at the smaller centres in the District, but no limit to how large stores can be in the Paraparaumu District centre.
- 35 This Plan Change is not yet part of the Operative District Plan. However it has some legal effect, with significant legal effect for the provisions relating to the commercial/ retail zone as these have not been challenged by the unresolved appeal to the Environment Court.
- 36 Rezoning the land to Commercial/Retail zone as proposed in Plan Change 72A would mean that any large format retail activities in the proposed Wharemauku Precinct would also need to comply with the design standards in Plan Change 78.
- 37 This plan change set high standards for large format retail by providing design controls for retail activities with a floor area greater than 500m² and limiting the amount of retail in industrial and residential zones. The effect of the plan change is to focus large format retail activities on Commercial/Retail zoned land.

Council-owned land and the offer back process

- 38 The offer back review process which is underway is not affected by a decision to proceed with Plan Change 72A. The Plan Change sets out a wider vision and controls which would apply to any landowner. It is still desirable in terms of the wider vision for the area to enable mixed use development and the development of the main-street concept. It is also important to note that the High Court decision means that the Council cannot undertake the type of development sought for the part of the land subject to plan change 72A.

Open space and civic considerations.

- 39 The development of a District Centre is clearly desired by the community. In order to achieve this vision of a vibrant heart, a mix of activities is needed. The current library, civic offices and community centre, Kapiti Primary School and proposed Aquatic Centre form the main activities on the West side of Rimu Road. Coastlands Shopping centre forms the main activity on the East side. Links are needed between these activities and open space areas.
- 40 Successful town centre open spaces do not necessarily have large areas of open green space. More intensive paved plazas, such as the Civic Square in Wellington, and a network of relatively small spaces are more typically associated with town centres.
- 41 The flood mitigation and stormwater requirements in the District Plan will mean that approximately 1/3 of the land in the town centre will be required to remain in open space. In addition the recent decision to protect the remnant dune on the council land and future decisions about the dunes on private land will result in a large amount of open green space in the area.
- 42 Within the Plan Change 72A site green corridors are proposed linking the Wharemauku Stream and civic precinct. The vision, as set out in the Paraparaumu Town Centre Local outcomes, is for significant open space to be accommodated in the District Centre which will not be compromised by developing the Wharemauku Precinct as recommended in the Commissioner's report.

Options

- 43 The issue for Council to decide is whether Plan Change 72A should be adopted as recommended by the Commissioner, or whether to withdraw the Plan Change and reconsider the future of this area as part of the District Plan Review. These options are outlined in detail below.

Option 1: Adopt the Commissioner's recommendations

- 44 This option will mean that 14 hectares of vacant land that is currently zoned Paraparaumu Town Centre can be developed for a wider mix of uses. The significant difference between the current zoning and the Plan Change provisions is that retail activities are provided for by the Plan Change. The Plan Change places design constraints on buildings and requires that buildings and carparking areas do not have vehicle accesses directly onto Rimu Road.
- 45 Land at the end of Ihakara Street is included in the land recommended by the Commissioner to be rezoned by this Plan Change and there is a risk that some large format retail activities could be developed on this land as a result of the Plan Change. This risk is relatively small as the land is already subdivided into eleven sections with two of these built on. The sites available are generally between 1200-2600m² with one larger site of 7600m². The smaller sites are unlikely to be able to accommodate a retail building larger than 1500m² on any site due to the parking requirements for retail activities. The larger site could potentially accommodate a building up to 3500m² but it is located at the end of a

small cul-de-sac and would appear to be too out of the way to attract a large format retail tenant.

- 46 These sites are located well off the main roads which tend to attract large format retail activities. This would change in the future to be more attractive to retailers if this part of Ihakara Street becomes a through route rather than a cul de sac.

46.1 Advantages

- Requirement for high quality design of buildings in the Wharemauku Precinct
- Requirement for all carparking and vehicle access to be from a new road (east/west from Rimu Road) or Ihakara St rather than Rimu Road giving Council greater control over carpark accesses.
- Proposed Plan Change 78 provisions for the Commercial/Retail zone address concerns related to large format retail design (this part of Plan Change 78 is effectively operative as the only appeal is on the Industrial Service zone components of the Plan Change).
- Enables the development of medium density housing, retail and other mixed uses adjacent to Rimu Road without delay.

46.2 Disadvantages

- A significant amount of additional 'large format' retail development could occur on the outer edge of the site which could disperse retail activities in the Town centre and increase car trips between shopping destinations.

Option 2: Withdraw the Plan Change

- 47 This option would result in the land remaining zoned Paraparaumu Town Centre zone. This zoning is effectively a holding pattern until more is known about the size and form of the town centre. This zoning allows commercial and civic uses but is restrictive of housing and retail activities. There is less design control for buildings under this zoning than the Plan Change 72A provisions.

47.1 Advantages

- Limited ability for retail to occur on the site thus maintaining a compact shopping area in Paraparaumu.
- Continues the holding pattern zoning and allows reconsideration of this area to occur as part of the District Plan Review.

47.2 Disadvantages

- Risk of poor design occurring on site as part of controlled activity consent to establish a building. This could also be followed by a non-complying activity resource consent to convert this building to retail activities.
- Further delays in the development of a mixed use area adjacent to Rimu Road until the District Plan review is complete. This delay is likely to be five years or more as the proposed District Plan will not have immediate legal effect when notified.

- Fails to obtain a result from the time and effort put in by staff, submitters and the commissioner in creating, processing and evaluating the plan change.

Carparking

- 48 It is important to note that neither option provides effective design control for a stand alone carpark associated with activities on another site. The design rules in plan changes 72A and 78 are linked to the activity the parking is developed for. A temporary or even permanent car park would be a permitted activity in both zones and could be developed on the relatively flat site without the need for an earthworks consent.
- 49 The only difference between the options is that a carpark could not be directly accessed from Rimu Road if Plan Change 72A is adopted. This means that a subdivision consent would be needed to create a new east/west road prior to creating a carpark on the land adjacent to Rimu Road. The design of stand alone parking areas is an issue to be considered further as part of the District Plan review.

Financial Considerations

- 50 All costs associated with the Plan Change have been accommodated within existing budgets.

Legal Considerations

- 51 All the legal considerations are discussed in the Commissioner's report and Section 32 analysis attached to this report.
- 52 The Council may either adopt the Commissioner's recommendations or withdraw the Plan Change. There is not an option to amend the Commissioner's recommendations.
- 53 The Council's district planning functions are set out in s.31 Resource Management Act (RMA). Section 31(1)(a) provides that "for the purpose of giving effect to [the RMA] in its district", one of these functions is:

"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."

- 54 Before the Council adopts any planning instrument it is required by s.32 of the RMA to evaluate whether any recommended objectives are the most appropriate way of achieving the purposes of the RMA, and whether any recommended policies, rules or other methods are the most appropriate way of achieving the objectives. That evaluation must consider the relative benefits and costs of any policies, rules or other methods, and the risk of acting or not acting if there is not complete information. (Section 32 report attached as Attachment 3).

Delegation

- 55 The Regulatory Management Committee has the delegation to make this decision under clause 10 of the RMA as stated in 7.24 of the Governance structure set out below:

“7.24 Authority to make decisions on plan changes including actions of notification, hearing submissions, and approving or rejecting commissioners’ recommendations under clause 10 or clause 29(4) of Schedule 1 of the Resource Management Act 1991.”

Consultation

- 56 Consultation was carried out in accordance with the requirements of the Resource Management Act 1991. The Plan Change process involved three consultation phases starting in March 2007. The consultation involved letters to potentially affected people as well as two public notices in the Kāpiti Observer. All submitters were invited to be heard at a hearing and five of the nine submitters attended the hearing.

Policy Implications

- 57 All policy implications are discussed in detail in the section 32 analysis attached as attachment 3.

Publicity and other Considerations

- 58 There are no publicity or other considerations at this stage. A public notice advising the public of the decision and a letter to all submitters with a copy of the decision will be sent advising of Council’s decision on the Plan Change.

CONCLUSION

- 59 This report presents the Commissioner’s recommendations for Plan Change 72A.

RECOMMENDATIONS

- 60 That report SP-11-197 and the attached Commissioner’s report for Plan Change 72A be received.
- 61 That after considering the matters in Section 32 of the Resource Management Act 1991 as set out in the analysis attached to the Section 32 Report (Attachment 3 of report SP-11-197), the Committee is satisfied that the Plan Change is necessary in achieving the purpose of the Resource Management Act 1991 and it is the most appropriate means having regard to its efficiency and effectiveness relative to other means. The Committee accordingly adopts the Section 32 report.
- 62 That pursuant to clause 29 (4) of the First Schedule of the Resource Management Act 1991 the Committee approves Plan Change 72A to the Kāpiti Coast District Plan to makes the necessary changes to the District Plan (as shown in Attachment 1: Recommended Wording of report SP-11-197):

- 63 That the submissions made in respect of Plan Change 72A are accepted, accepted in part or rejected for the reasons given in the Commissioner's Report (Attachment 2 of report SP-11-197).

Report prepared by:

Approved for submission by:

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ATTACHMENTS:

Attachment 1: Recommended wording

Attachment 2: Commissioner's Report

Attachment 3: Section 32 Analysis

Attachment 1: Recommended Wording of Plan Change 72A

The following section sets out the specific amendments proposed to the District Plan as part of this Plan Change (~~strike through indicates deletion~~ and underlining indicates additions).

- 1 Amend the second paragraph of the commentary to Objective 1 as follows:

C.3.1 Objectives & Policies

Objective 1

The amenity values which constitute the positive features of the character of most of the district's commercial/retail areas are small scale low rise buildings and site development with a village atmosphere. The character of the main Paraparaumu commercial/retail area shares the same emphasis on low rise development on a larger scale, but is different with the key amenity value being the convenient location of shops in one central area close to transport routes and services. Attention to quality active building frontages at the street edges and adjoining the Wharemauku Stream, care with the location and treatment of carparking areas and retention of views to Kapiti Island are important to the creation and enhancement of amenity values in the Paraparaumu commercial/retail area. The careful distribution of different forms of retailing will also help enhance amenity values, particularly in the short to medium term as a vibrant main street is developed along Rimu Road and Wharemauku Stream.

- 2 Amend the commentary to Policy 1 as follows:
Policy 1

The "amenity values" of the commercial environment means those natural or physical qualities and characteristics that contribute to people's appreciation of its vibrancy, pleasantness, aesthetic coherence, cultural and recreational attributes. In most cases the amenity values of the District's commercial / shopping centres can be managed through district-wide controls. However, in some instances the local character of a particular commercial / shopping area is best maintained and reinforced through controls that are specific to that area. Without controls (rules and performance standards) on possible adverse effects resulting from subdivision, building and commercial activities, the quality of the commercial/ shopping centres could be impaired resulting in degradation of these areas, and lost opportunities to enhance amenity values.

Specific effects that must be addressed include:

- *Effects of activities fronting SH1 on traffic safety and efficiency*
- *Visual impacts of advertising on amenity and traffic safety*
- *Flood Hazard to building*
- *Consequences of activities on the efficient and environmentally safe use and development of transport and service infrastructure*

- *Environmental and Health risks of use and transport of Hazardous substances/dangerous goods*
- *Impact of Building Height on character of environment*
- *Effect of Industrial activities and operations on environmental quality and convenience of area for shopping and business*
- *Loss of Open Space*
- *Loss or enhancement of 'green space'*
- *Amenity consequences of residential accommodation within commercial/retail areas*
- *Amenity and urban design consequences associated with the location and design of large format retail activities*
- *Noise of activities*
- *Traffic effects of usage and demand for parking, loading facilities and access*
- *Storage and visibility of rubbish and raw materials*
- *Effect on traffic movement and safety of vehicle oriented land uses*
- *Effects of building and car parking location and design on urban character, including the heritage values that contribute to this character*
- *Efficient use of land resource*
- *Provision for and convenience of pedestrian movement within the environment*
- *Loss of views to Kapiti Island in Wharemauku Precinct*
- *Pedestrian safety in public areas.*

These effects are controlled by minimum performance standards for commercial activities. They must be met to ensure that adverse effects are minimised to promote the shopping/commercial environments as a good place to visit, shop, live and work. In the Wharemauku Precinct these effects are also controlled through conditions on subdivision consents and resource consents for buildings and car parking areas. The Council will also control the development of much of the Wharemauku Precinct through its strategic ownership of the land, to maintain community objectives and fit development with the provision of new or enhanced road infrastructure.

3 Amend the Commercial/Retail zone rules as follows

D.3.1 Commercial / Retail Zone Rules

D.3.1.2 Controlled Activities

The following are controlled activities, provided they comply with the controlled activity standards:

(ii) SUBDIVISION

Subdivision which complies with the controlled activity standards for subdivision.

The matters over which Council reserves control for the purposes of assessment are:

- The design and layout of the subdivision including:
 - (a) earthworks ~~and~~
 - (b) the degree of compliance with the Kapiti Coast District Council Subdivision and Development Principles and Requirements 2005
 - (c) within the Wharemauku Precinct, the alignment of road reserves so that views (including glimpses) of Kapiti Island are maintained from at least three points along Rimu Road
- The imposition of financial contributions in accordance with Part E of this Plan.
- The imposition of conditions in accordance with section 220 of the Resource Management Act.

(v) BUILDINGS & CAR PARKING IN THE WHAREMAUKU PRECINCT

Buildings and car parking within the Wharemauku Precinct which comply with the permitted activity standards.

Alterations to buildings in the Wharemauku Precinct that affect a building façade along Rimu Road and opposite or adjacent to Wharemauku Stream. For the purposes of this rule, ‘alterations’ excludes all minor repairs, alterations or maintenance to the existing façade, which do not require building consent.

The matters over which Council reserves its control for the purpose of assessment are:

- Design and external appearance of buildings, including:
 - (a) the presentation of quality active building edges fronting the street and public open spaces (particularly along Rimu Road and opposite or adjacent to Wharemauku Stream)
 - (b) the use of building modulation and design detail to achieve visual interest
 - (c) the provision of verandahs
 - (d) the quality of pedestrian environments.
- Location and design of car parking and traffic circulation areas, loading and access to prevent:
 - (a) the visual dominance of large areas of off-street carparking and loading areas along Rimu Road and adjacent or opposite to Wharemauku Stream
 - (b) inappropriate breaks in the building line along Rimu Road and opposite or adjacent to Wharemauku Stream.
 - (c) adverse traffic effects on roading infrastructure

D.3.3 Discretionary Activities

The following shall be restricted discretionary Activities

Any building within the Wharemauku Precinct which does not meet the permitted activity standards for frontage development and verandahs

When assessing application's for the above the Council's discretion is limited to the following matter:

The effects on amenity and streetscape or stream values, including those values which are intended to be created but do not yet exist.

Retail units within the Wharemauku Precinct with a gross floor area exceeding 1000m², prior to the completion of the Western Link Road and Ihakara Street connection to the Western Link Road

When assessing applications for the above, the Council's discretion is limited to the following matter:

The traffic effects of the proposal on the road network

Retail units within the Wharemauku precinct with a gross floor area exceeding 1000m² on any site which has a boundary with residential zoned land

When assessing applications for the above, the Council's discretion is restricted to the following matter:

The effects of the proposal on the amenities of any adjoining residential zoned land

- 5 Amend the Commercial /Retail zone standards as shown below

D.3.2 Commercial / Retail Zone Standards

D.3.2.1 Permitted Activity Standards

RETAIL ACTIVITY

Retail outlets within the Wharemauku Precinct that adjoin Rimu Road and opposite and adjacent to the Wharemauku Stream reserve shall have a maximum ground level gross floor area of 500 m².

Retail outlets within the Wharemauku Precinct with frontage to Ihakara Street or Trieste Way shall have a maximum gross floor area of 1000m² until the completion of the Western Link Road and Ihakara Street connection to the Western Link Road

Retail outlets on any site which has a boundary with residential zoned land shall have a maximum gross floor area of 1000m²

FRONTAGE DEVELOPMENT

Within the Wharemauku Precinct, buildings shall:

- not be set back from the boundary with the road reserve
- contain 75% of the road level building frontage as pedestrian entrances or clear glass for the display of goods or the advertising of services
- contain a minimum of one pedestrian entry per 15 metres of street frontage if located along Rimu Road.

Outside the Wharemauku Precinct, where a building adjoins, or is within 2 metres of the front boundary of a site, 75% of the frontage of the building at road level shall be clear glass for the display of goods or the advertising of services.

Note: The location and design of all building frontages within the Wharemauku Precinct will be assessed in accordance with rule D.3.1.2 (v).

PARKING, LOADING & ACCESS

Within the Wharemauku Precinct no vehicle entrances to car parking or loading areas shall be located on Rimu Road.

Compliance with the parking, loading and access standards in Part J of this Plan.

VERANDAHS

Verandahs shall be provided to the following standards, except in situations where the adjoining buildings on both sides do not have a verandah (excluding Paekakariki, Rimu Road and roads fronting the Wharemauku Stream reserve where all buildings shall provide a verandah) or where the building is set back from the frontage by more than 3 metres:

- (i) Minimum depth of 3 metres.
- (ii) < 3 metres where face of the kerb is < 3 metres from the face of the building.
- (iii) In all cases verandahs shall be at least 0.5 metres behind the kerb face.
- (iv) Verandahs shall extend along the entire frontage of the building and shall adjoin existing verandahs on adjacent buildings.

6 Amend part F as shown below

F.2.3 Notification

PUBLIC NOTIFICATION OF APPLICATIONS
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1. Unless special circumstances apply applications for resource consent for **controlled activities** in respect of the following matters will be processed as non-notified applications and will not require the written consent of any persons including neighbouring property owners:
 - subdivision complying with permitted and controlled activity standards
 - development for permitted activities in the Paraparaumu Town Centre zone
 - fencing in the River Corridor zone
 - new roads
 - siting of buildings near fault lines
 - forestry activities
 - building relocation
 - buildings and carparking within the Wharemauku Precinct of the Commercial / Retail Zone that comply with the permitted and controlled activity standards.

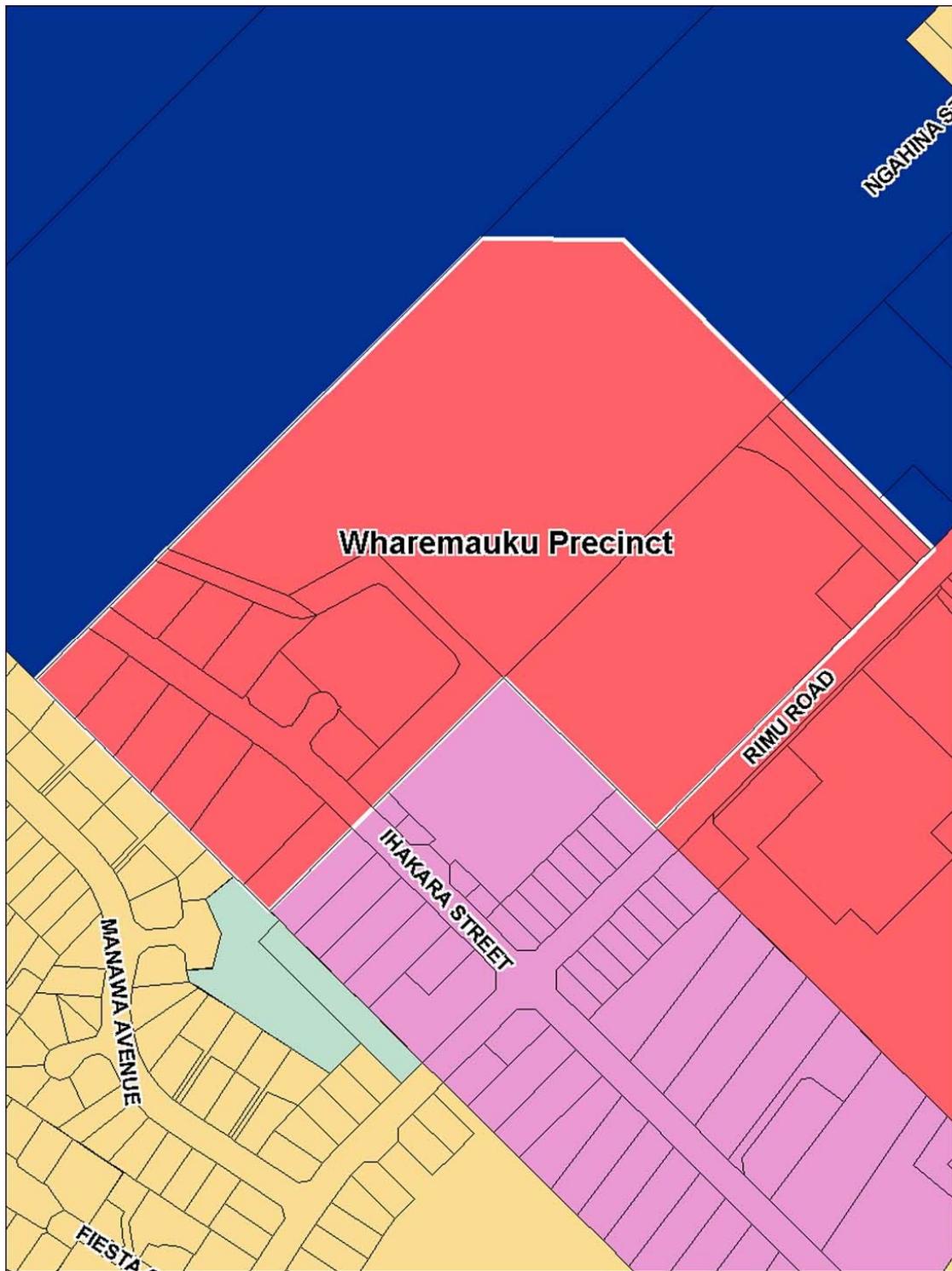
- 3a Unless special circumstances apply applications for resource consent for **restricted discretionary activities** in respect of the following matters need not be notified or served on any persons:
 - Buildings which do not comply with the permitted activity standards for frontage development and verandahs

Planning Maps

- 7 Amend District wide and Urban maps to extend the Commercial/Retail Zone and to show the extent of the Wharemauku Precinct within this Zone as shown in Figure 1.

- 8 Amend District-wide Zone map 4 to show the extended Commercial/Retail Zone.

Figure 1: Wharemauku Precinct



Attachment 2: Commissioner's Report

Attachment 3: Proposed District Plan Change 72A -Section 32 Report

Updated following the hearing of submissions: for consideration by the Council under s.32(2)(a) Resource Management Act 1991

Extension to the Commercial / Retail Zone at Paraparaumu and Amendment of the Zone Provisions

Purpose of the Section 32 Report

- 1 Section 32 of the Resource Management Act (the Act) requires Kāpiti Coast District Council to evaluate the appropriateness of a proposed plan change for achieving the purpose of the Act. The Act specifies the matters to be evaluated and requires it to be undertaken before a plan change is publicly notified. A summary of the evaluation must be available with the plan change documentation. This updated report is to be considered by the Council when making a decision on the Plan Change under clause 10 of the First Schedule of the Act – that is when considering the commissioner’s recommendations following the hearing of submissions
- 2 A section 32 evaluation must:
 - examine the extent to which each objective is the most appropriate way to achieve the purpose of the Act;
 - examine whether the proposed policies, rules and methods are the most appropriate for achieving the objectives, having regard to their efficiency and effectiveness; and
 - take into account the benefits and costs of policies, rules and other methods;
 - assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods; and
- 3 This report (Appendix 1 – Section 32 Analysis) has been prepared to address the requirements of the Act for Plan change 72A. The report is structured as follows:
 - a description of the background to the plan change
 - a description of the policy and strategic context
 - an assessment of the alternative approaches available to the Council
 - an assessment of the individual policy, rules and other methods

Background to the Plan Change

- 4 The District Plan includes a zone for Paraparaumu Town Centre. The zone is located to the west of Rimu Road, adjacent to the existing commercial centre, on predominantly undeveloped land. The zone evolved from investigations for a civic centre by the former Kāpiti Borough Council and the Paraparaumu Town Centre study undertaken in 1994.
- 5 The purpose of the Paraparaumu Town Centre zone was to provide a 'heart' for the town and the district as a whole. The zone enables the development of community and administrative activities, concentrating both the civic and existing commercial function around Rimu Road.
- 6 The Council has reassessed the District Centre as part of recent strategic planning exercises undertaken in conjunction with the community. Community and Council aspirations for the District Centre are articulated in the Paraparaumu Town Centre Local Outcomes and the Kāpiti Coast Development Management Strategy (summarised in section paragraph 22-26). Both of these documents were produced under the Local Government Act 2002 and are intended to be delivered through a variety of means, including the District Plan.
- 7 In addition to community input, a retail study, car parking study and urban design review informed the review of the Paraparaumu District Centre.
- 8 A retail study undertaken by McDermott Miller (April 2006) identified the need for additional Commercial / Retail zoned land in the district. The study estimated that the demand for retail space in the future would predominantly originate from large format retail. However, the study noted that there are few appropriately zoned ground floor sites that comply with District Plan rules, available for large format retailing. The study also estimated that there would be demand for approximately 3,700m² floorspace for specialty comparison retail outlets in the district by 2009. This amount would equate to a new strip along Rimu Road, initial redevelopment at Paraparaumu Beach and the planned expansion at Raumati Beach.
- 9 The study concluded that the best means of maintaining the sustainability, vitality and viability of the Paraparaumu retail core will require a combination of large format retail and specialty stores (focussing on increased diversity) in the Paraparaumu District Centre, accompanied by specialty stores in the secondary centres. To achieve this, the study recommended that the role of Paraparaumu Town Centre as the primary retail centre in the district should be confirmed. As such, retail expansion in the district should be concentrated on the existing Commercial / Retail and Paraparaumu Town Centre zones in Paraparaumu, with an extension to the Commercial / Retail zone. The study recommended that this extension should be focussed on the Rimu Road area.
- 10 A car parking study of Paraparaumu was undertaken by SKM (August 2007). The study concluded that the District Plan's carparking requirements were adequate. The study estimated an additional 1,250 spaces would be required to meet the demand generated by the likely future development of the Paraparaumu District Centre, but the majority of these could not be accommodated by existing parks in the core retail area. The study noted that

any planning for future carparking should be undertaken together with urban design considerations.

- 11 Urbanism Plus was commissioned by the Council to produce a 'concept plan' for Council-owned land in the Paraparaumu Town Centre zone. The concept plan identified three broad areas and functions:
- Civic and community facilities precinct – located to the north of Wharemauku Stream
 - Mixed use development precinct – located to the south of Wharemauku Stream
 - Integrated public open space and green belt – located between the two precincts with Wharemauku Stream as the focal point.

Town Centre : Concept Plan July 2004

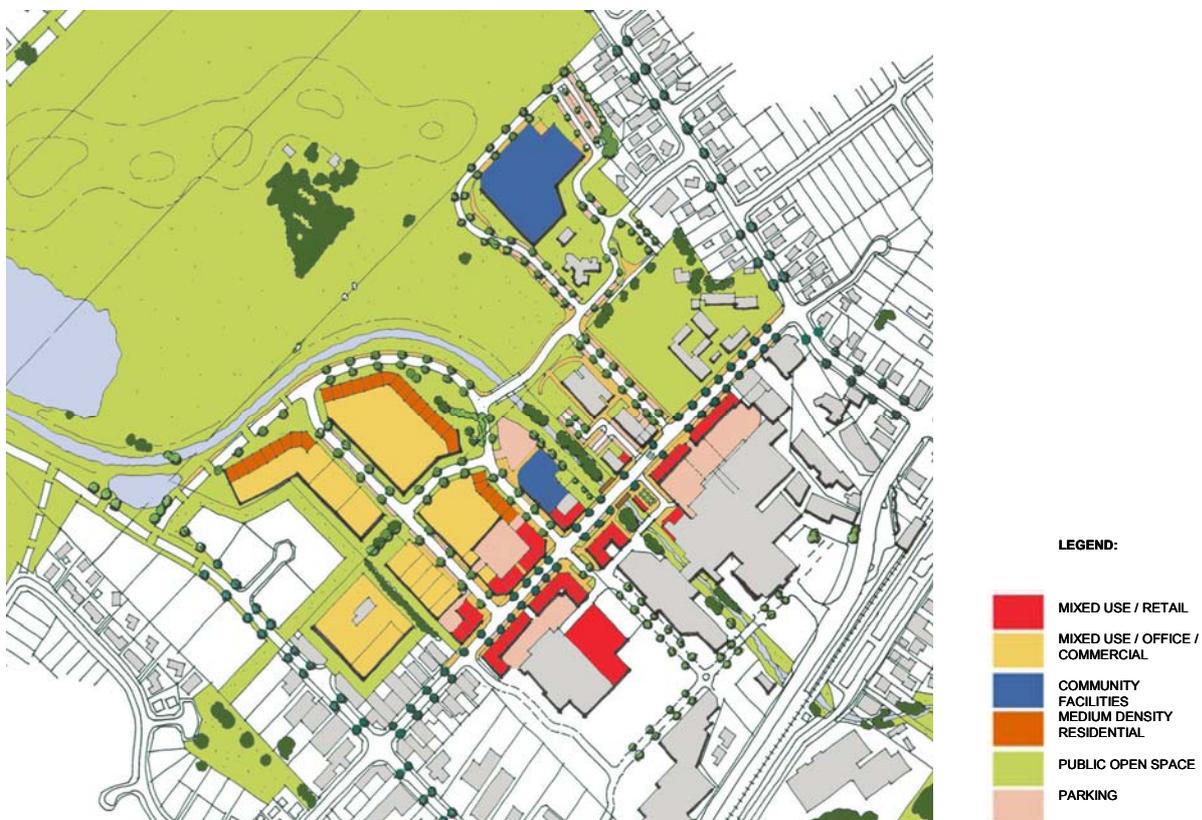


Figure 3- Urbanism Plus Concept Plan 2004

- 12 The 'mixed use' development precinct is the subject of this plan change. The precinct recognises the demand for retail space identified in the retail study, in addition to the need for wider town centre activities for business, entertainment and employment purposes, and for town centre living. The precinct also recognises the contribution that high quality public space can make to a District Centre.
- 13 The Paraparaumu Town Centre zone will not adequately enable the development of a mixed use development precinct, as it only provides for

limited retail opportunities. The mixed use development precinct is more closely aligned with the objectives of the Commercial / Retail zone. For this reason, the Council is pursuing a plan change to rezone Council-owned land to the south of Wharemauku Stream from Paraparaumu Town Centre to Commercial / Retail.

Policy and Strategic Context

- 14 A number of policy and strategic documents, including the existing District Plan provisions, were relevant to the development of the plan change. A review of the Regional Policy Statement was undertaken to ensure that the plan change would not be inconsistent with it, as required by the Act. In addition, the Council has prepared two strategic documents under the Local Government Act, which are to be implemented, in part, through the District Plan. Relevant provisions from these documents are outlined below.

Kāpiti Coast District Plan

- 15 The following provisions of the District Plan were reviewed:
- Resource Management Issues - B.5 (Commercial/Retail Environment) and B.6 (Paraparaumu Town Centre)
 - C.3 Commercial / Retail Zone Objectives and Policies
 - C.4 Paraparaumu Town Centre Zone Objectives and Policies
 - D.3 Commercial / Retail Zone Rules and Standards
 - D.4 Paraparaumu Town Centre Zone Rules and Standards
 - Planning Maps that relate to the Paraparaumu Commercial/Retail and Town Centre zones
 - F.2.3 Notification

Wellington Regional Policy Statement

- 16 The following objective and policy in the Built Environment and Transportation section of the Wellington Regional Policy Statement are relevant to the plan change:

Objective 3

The environmental quality of urban areas is maintained and enhanced.

Policy 8

To promote a high level of environmental quality in urban areas by:

- (1) Encouraging good urban design;*
- (2) Enhancing and protecting amenity values; and*
- (3) Maintaining and enhancing natural areas and protecting those places, features or buildings with significant heritage, ecological, cultural or landscape values.*

- 17 The Energy section also contains an objective and policy relevant to this plan change.

Objective 1

Energy demand is moderated and energy that is needed is produced, distributed and used efficiently so as to reduce impacts on the environment and to make effective use of limited energy resources.

Policy 3

To promote the consideration and the application of energy efficiency and a moderation in energy demand: ...

- *In plans, policies and proposals that influence urban form and the distribution of land uses and activities.*

18 The plan change provides for commercial and retail expansion of an existing urban centre which is well connected to public transport. The site specific rules and standards promote good urban design and protect valued features including views of Kāpiti Island and access to the Wharemauku Stream.

Kāpiti Coast: Choosing Futures- Community Outcomes and Community Plan

19 Kāpiti Coast District Council has adopted fourteen sustainable development principles to guide decision-making. These can be found in the Kāpiti Coast: Choosing futures-The Community Plan 2004. The most relevant to this plan change are:

- *achieve long-term balance between social, economic, cultural and environmental wellbeing;*
- *prudent stewardship of natural resources;*
- *the interconnectedness of the natural environment and communities is recognised when taking action. Actions should produce multiple outcomes;*
- *an action should increase the resilience and adaptability of the community to external 'shocks' changes and pressures;*
- *the local economy and economic growth should as far as possible avoid environmental harm and develop within the basic capacity and thresholds of natural resources to support such growth;*
- *solutions should minimise and spread risk;*
- *account should be taken of the changing regional, national and global context when making decisions;*
- *the speed of change should fit the capacity of the community to respond.*

20 In June 2006 the Council adopted the Community Plan (*Kāpiti Coast Choosing Futures – Community Plan 2006*) and Local Outcomes Statement for Paraparaumu (*Kāpiti Coast Choosing Futures – Paraparaumu Town Centre Local Outcomes*) following consultation with residents.

21 The plan change has been prepared in accordance with a number of the Paraparaumu Local Outcomes. Those outcomes of particular relevance to the plan change are indicated below. (District wide community outcomes are in **bold** with further local outcomes for Paraparaumu in *italics*.)

Outcome 1: There are Healthy Natural Systems Which People Can Enjoy

1.2 *That the 'green network' of Wharemauku Stream, the key roads, the open space area of the Paraparaumu Town Centre land, the town square and the dune faces, are significant basic features that will shape the wider design*

1.3 *That the east/west viewshafts to Kāpiti Island and along Wharemauku stream are retained and will shape design solutions including building location and design*

Outcome 2: Local Character is Retained Within a Cohesive District

- 2.1 *That Rimu Road is recognised and developed as the Town Centre mainstreet with commercial buildings built to the edge of Rimu Road*
- 2.2 *That retail uses predominate at the ground floor level on the mainstreet with mixed uses, offices and apartments being developed above the retail*
- 2.4 *That the primary focus of the Council town centre land to the north west should be the accommodation of civic facilities*
- 2.5 *That all buildings will be designed to a high level of amenity and resource efficiency*

Outcome 3: The Nature and Rate of Population Growth is Appropriate to Community Goals

- 3.1 *That the Paraparaumu Town Centre is recognised as the main commercial/retail centre for the district*
- 3.3 *That there is an increase in the number and availability of car parks in the town centre and that parking buildings are explored to achieve greater parking efficiency and better use of the site*

Outcome 4: The District's Resources are Used Wisely

- 4.1 *That adequate land is made available within the Paraparaumu Town Centre to accommodate projected retail needs (and associated commercial land needs) to at least 2026*
- 4.3 *That Paraparaumu Town Centre is known for quality mixed use design of housing that is energy and water efficient*
- 4.4 *That Wharemauku Stream is known for its environmental quality and is an example of good practice for urban streams*
- 4.6 *That there is an increase in the number and quality of public trees and gardens*

Outcome 5: There is Increased Choice to Work Locally

- 5.1 *That the town centre amenity is enhanced to encourage an increase in the diversity of jobs within the Paraparaumu Town Centre over time such as business services. This includes exploring the feasibility of building a new town square adjacent to Wharemauku Stream on the eastern side of Rimu Road*
- 5.2 *That there are a greater diversity of facilities and commercial activities in the town centre such as restaurants and cafes which operate in the evening to increase the level of enjoyment and vitality of the town centre for both residents and visitors*
- 5.4 *That economic benefits of good design are recognised and design controls placed on developments to promote a quality environment in which to live, work and play*

Kāpiti Coast Development Management Strategy

- 22 In November 2006 the Council adopted the Development Management Strategy. The purpose of the Development Management Strategy is to manage the location and intensity of growth pressures and change, and to improve the quality of the built environment. The Development Management Strategy is intended to provide a platform for the review of the District Plan, with any review or plan change to the District Plan having regard to it.

- 23 In terms of the District's town centres, the Development Management Strategy's focus is to mature the main centres by increasing the range of activities that take place in them and improving their appearance and liveability. The particular characteristics of the Paraparaumu Town Centre which need to be recognised are identified as:
- A district-wide civic function;
 - A district-wide retail function;
 - Significant links with the airport;
 - Location of major recreational facilities that are dependent on a district-wide catchment;
 - Significant potential for extending the range of activities and improving the quality of the built environment;
 - A sub-regional centre (within the Wellington Regional Strategy framework);
 - A transport node.
- 24 The Strategy contains the following statements about the District's town centres.

3.2 The Centres

Kāpiti Coast District has a number of centres of varying scale, ranging from those with a district wide influence to those with a neighbourhood function. They are places where businesses co-locate, where civic buildings are built and where many people work. Entertainment and recreation services are often found in the larger centres.

Given the age of the main urban areas of Waikanae, Raumati and Paraparaumu the existence of these centres is unusual. Many other relatively new areas of settlement around the country tend to have large tracts of low density housing with little or no local focal point. The Kāpiti Coast urban form reflects its history of small coastal bach settlements and the centres that grew up along the railway line. Development in Waikanae, Paraparaumu and Raumati over the last thirty years has 'joined up' these areas but has not undermined the local centres. Otaki has long functioned as a rural service town and a rail centre.

The larger centres, although relatively successful, have a limited range of activities, consisting of shopping, some small-scale service activities (such as car repairs) and in some cases civic services and facilities. There is a limited presence of office facilities, business services, other forms of employment and even residential uses. While retail and service activities are important, this limited range of activities makes these centres vulnerable to cycles of prosperity and decline, as competition for retail activities occurs between each area, or from outside the district.

Under a sustainable development approach, urban centres can play a major role well beyond being a simple location for retail and civic activities. Maturing the District's main centres, in the sense of increasing the range of activities that take place in them and improving their appearance and liveability, will benefit the District in the following ways:

- **a sense of belonging:** *This is very important to any community, particularly one where there is a significant loss of working age population through out-migration. Although the Kāpiti Coast has well defined centres, they are capable of providing much more as places of entertainment and enjoyment and as symbols of community, civic pride and sense of belonging. Perhaps the least well defined, and the area providing the least in terms of a sense of local pride and involvement, is Paraparaumu Town Centre. This has been recognised for some time and the wider Paraparaumu Town Centre project is underway to improve the area.*
- **increasing investment flows into the District.** *External investment into the Wellington region generally occurs via the Wellington Central Business District. Over time, activities and businesses disperse out into the sub-regional centres. This process has started to occur across the region and within Kāpiti Coast District, with both Paraparaumu Town Centre and Otaki attracting interest beyond retail. Greater maturity of these centres and the quality of the physical environment will:*
 - *reduce pressures for urban expansion at the periphery, minimising environmental impacts and reducing energy use;*
 - *reduce travel times and trips by providing for services and other needs, as well as employment within a compact area.*
- **providing local employment.** *The Kāpiti Coast District workforce is heavily reliant on commuting into the regional CBD and the Hutt Valley. Increased fuel costs and the environmental impacts of those fuels will increase the need for local employment and the District's centres are a logical location for many new businesses. The District centres need to mature into becoming major employment centres as well as basic shopping areas. Waikanae Town Centre for example, has the potential to grow around office activities, supported by strong links to rail services;*
- **supporting passenger transport and reducing the impacts on the environment.** *Centres that have local employment, provide some opportunities for housing, that are well connected by walking, cycling and bus routes to surrounding communities and to longer haul rail and bus commuting services, will increase the likelihood of people making a mode shift to passenger transport. The expected outcome from that is reduction in use of fossil fuels and their impacts.*

25 The plan change has been prepared in accordance with three policies aimed at improving the main centres of the District, as set out below:

Policy 3.2(a)

The Council will encourage the development of the District's main centres in a way that:

- *increases the range of activities, particularly business, entertainment and employment activities, beyond the traditional mix of retail, commercial and civic services;*
- *increases their effectiveness as catalysts for economic growth beyond traditional centre activities;*
- *improves the appearance of the centres and sense of confidence of people working in, running businesses from and using those centres;*
- *actively encourages the increased use and viability of passenger transport and reduction of energy use and impacts;*
- *makes them positive places that attract residents, businesses and visitors to use them;*
- *supports community cohesiveness and a sense of belonging.*

Policy 3.2(b)

Retail activity (other than small-scale convenience shopping for day to day needs) will as a first principle be located within the District's centres, provided that the current focus of DIY Large Format Retail at Te Roto Drive/Kāpiti Road area will continue.

This strategic emphasis on centres can be undermined by activities which attract people away from the core activity of shopping and services and create a more dispersed urban form. A key issue is the location of large format retail activities in relation to main centres. This kind of shopping experience is generally car-based unless located within or adjacent to centres and nodes. Location away from centres can undermine infrastructure investment and can create unacceptable effects on the environment, on the cultural heart of the urban areas, can undermine opportunities for integrated services and undermine efficient use of infrastructure and energy. This strategy clearly indicates a preferred approach of integrated 'main-street', mall and associated large format retail activities.

A corollary to this approach is to encourage a high quality of layout and design which integrates structures. Examples of this are large format retail buildings wrapped around with smaller more specialist retail, with parking behind or within the building. .

Policy 3.2(c)

All retailing businesses will be encouraged to explore innovative layouts and design of structures which supports the integration of commercial, retail, residential, entertainment and civic activities within a centre and, in particular, links traditional retail and Large Format Retail activities.

- 26 The plan change is also consistent with the Council's urban design approach as indicated in Policy 4.1(a)

Policy 4.1 (a)

Kāpiti Coast District Council is committed to following best practice in the area of urban design and development, including:

- *energy efficiency;*
- *water conservation;*
- *a high quality of architectural form and integration with surrounding areas and landscapes;*

- provision of and promotion of public art associated with buildings and infrastructure;
- promoting reference to local heritage and culture in building design;
- safety and access;
- adaptability to climate change;
- encouraging understanding of local biodiversity in planting, landscaping and gardening.

It will:

- continue to be a signatory to the Urban Design Protocols;
- promote best practice with developers and property owners;
- ensure regulatory processes encourage and do not constrain innovation and good design;
- use best practice in construction of its own buildings and infrastructure.

Wharemauku Stream Community Freshwater Plan April 2006

- 27 The Wharemauku Stream Community Freshwater Plan is a catchment based management plan for this urban stream.

Future Development

Parts of the Wharemauku Stream catchment are underdeveloped and there is the potential for development to occur in the future as available land decreases. KCDC will need to encourage planned community development and promote a dialogue between planners and local landowners.

Objectives for Future Development

- *Encourage a close liaison between KCDC, local developers and consultants;*
- *Encourage planned community development;*
- *Promote a dialogue between planners and local landowners; and*
- *Collect, collate and analyse data to develop integrated land management strategies.*

Town Centre (Rimu Road to Kiwi Road)

Current Status

A grass riparian zone is intensively maintained and heavily mown. Open drains from adjoining peat lands enter this reach of the stream. Water quality rapidly reduces in this section, but further research on aquatic ecology is needed to clarify the streams ecological state. The area downstream of the library is surrounded by farmland, but the open areas are facing a growing rate of urban development. KCDC has consent for on-going streambed maintenance, to allow the removal of gravel from the streambed to reduce the flood risk.

The community is pursuing the Town Centre development concept. The District Council's stormwater and floodplain assessment recognises that there is adequate space in the Town Centre area to meet both floodplain management and environmental enhancement objectives. When preliminary Town Centre plans were completed by Council in 2000, it was proposed that it would be developed to allow for:

- *Riparian plantings through the main open channel.*
- *The development of a large lake.*
- *The development of large formal wetlands connected into the Wharemauku Stream.*
- *The wetlands would be designed to mitigate increased runoff from development of the Town Centre land.*
- *The use of the wetland areas, and other open space zones as flood storage ponds.*

Subsequent development of the Town Centre concept has reached agreement on the following issues or design principles:

- *Enhancing the Wharemauku Stream environment with connections to park areas.*
- *Parks and lakes to be incorporated.*
- *Acceptance in principle that a ponding area on Transit NZ land (within the Coastlands reach) should be considered as a means of assisting flood control.*
- *Acceptance that shifting the Wharemauku Stream to reduce the angle of the bend down stream of the library may assist flood control.*
- *Walkways around and through the Town Centre should be enhanced (this would include links to and along the stream)*

Actions that have been targeted to happen as soon as possible include:

- *Enhancement of the stream through the Coastlands and Town Centre reaches.*
- *Incorporation of art designed to enhance the stream in the vicinity of the Rimu Road crossing.*
- *Actions that were agreed to be further investigated include:*
 - *Mitigation measures to assist flood control, including the potential realignment of the stream on the Council owned Town Centre land, and flood storage on Transit NZ land.*

District Plan

Prepared under the Resource Management Act, the District Plan is Council's primary regulatory tool for helping to achieve sustainable management. The District Plan addresses land use matters only. Its objectives, policies and rules should address Wharemauku Stream issues such as:

- *Public access along the stream;*
- *Vegetation protection and enhancement;*
- *Aesthetic impacts on the stream environment;*
- *Runoff from land uses that affect water quality; and*
- *The relationship of urban development to flood risk.*

KCDC can review the contents of the District Plan at any time. The opportunity therefore exists to ensure that the District Plan's provisions support management of the Wharemauku Stream in the best way possible.

The plan change provides a framework for development of this site which recognises the importance of the Wharemauku Stream.

Wellington Regional Strategy

- 28 The regional local authorities, in partnership with iwi, interest groups and central government have worked since late 2004 on a Wellington Regional Strategy, concerned with the sustainable economic growth of the region. This has a number of strands including a vision for key aspects of regional form and urban structure. These are very consistent with the local vision and can be summarised as follows:

Growth Framework

- *reinforce and improve compact corridor form;*
 - *mature our sub-regional centres (increase range of activities, employment and housing choice) including Paraparaumu Town Centre;*
 - *reinforce the Wellington Regional Central Business District (CBD). This a major entry point for investment in the region and a major employer of Kāpiti Coast residents;*
 - *strengthen green belts and open space corridors;*
 - *design roads to support rather than divide centres;*
 - *build on local culture and place;*
 - *support kainga-a-iwi as centres for change;*
 - *improve the range and location of housing stock;*
 - *make sure land and infrastructure are used efficiently.*
- 29 Paraparaumu is identified as being '*subject to retail pressure especially big box-development*'.
- 30 The strategy also identified five external trends which present risks and pressures to any growth strategy for the Wellington Region, these are;
- The growing cost of fossil fuels (peak oil)
 - Climate change
 - Competition for 25-45 age group labour
 - Global disruption and conflict
 - Shifts in national policies particularly relating to energy, transport and immigration

Kāpiti Coast District Recommended Retail Strategy (April 2006)

- 31 The Kāpiti Coast District commissioned McDermott Miller to undertake a comprehensive study to test the feasibility of concepts prepared for Paraparaumu, Paraparaumu Beach and Waikanae Town Centres and ensure that retail development on the coast contributes to the community outcomes.
- 32 The strategy found that the Paraparaumu Retail core is the primary retail centre of Kāpiti Coast District, has around 48% (10,400 m²) of the district's grocery retail floor space, around 53% (30,600 m²) of comparison goods retail floor space and an estimated 20% of the District's floor space in cafes, restaurants, and bars.
- 33 The report investigated current trends and identified large format retail (LFR) as a growth area in the retail sector. The report identified that the principal national LFR groups not represented in Kāpiti are Bunnings, K Mart, Palmers Garden Centre and Spotlight.

- 34 There is relatively little land area within existing retail sites, which comply with existing District Plan Rules, available for further retail expansion at street level (Coastlands itself is estimated to have reached 90% of land use capacity). This is constraining the growth of LFR in the district. Real expansion of the LFR sector can only occur if more commercially viable land becomes available soon.
- 35 An opportunity exists to “channel” future LFR expansion to permit new LFR to locate on land most suited to the Council’s overall urban development plan. LFR prefer to be co-located, so changing zoning rules to accommodate LFR on land to the west of Rimu Road or between Coastlands and Ihakara Street, or along both sides of Kāpiti Road adjacent to existing LFR in the airport/Te Roto Drive vicinity, is most likely to generate commercial interest in further LFR development. This pro-active planning opportunity will remain unless and until it is pre-empted by an LFR operator or developer taking independent steps to initiate a change to the District Plan.
- 36 Theoretically there could be sufficient demand from retailers, as well as growth in household spend, to support up to 25 new specialty comparison retail outlets, with total floor space of around 3,700 m² by 2009. This is sufficient to support an initial development of a new strip of specialty shops in Paraparaumu Town Centre along Rimu Road, initial redevelopment at Paraparaumu Beach (already started) and the planned expansion at Raumati Beach.
- 37 In McDermott Miller’s survey of Kāpiti Coast District retailers, some 65% of respondents agreed that Paraparaumu Town Centre (including Coastlands) should be developed as the principal shopping centre for residents of the district. In the survey of Kāpiti Coast District shoppers, 64% of respondents supported proposed development of Paraparaumu Town Centre.
- 38 The Paraparaumu Retail Core will continue to be the prime retail centre of Kāpiti Coast District. It is the location of choice for Large Format Retailers, providing space is available for them. There is potential for new specialty shops to establish in the Paraparaumu Retail Core, increasing the diversity of retail offered to the Kāpiti residents, and to visitors.
- 39 The report concluded that LFR additions in comparison goods of 26,000m² floor space are supportable by spending growth over the next 10 years. Thus development of this size should therefore be able to be accommodated without severe negative impact on existing retail centres in the district.
- 40 The further new LFR development is from Coastlands and Paraparaumu Town Centre, the less the likelihood that shoppers will cross-shop at Coastlands on a shopping trip for which the prime destination is the new LFR development. The loss of cross-shopping benefits to the Paraparaumu Retail Town Centre is a minor effect compared to the direct opportunity cost of diverting shoppers from the Retail Town Centre, but would further compromise its vitality.
- 41 Shoppers would most like to see more variety of shops particularly fashion and boutique specialty stores opened as part of the Paraparaumu Town Centre development.
- 42 Expansion of Paraparaumu Town Centre based on combined LFR and specialty retail development would best meet the District Plan’s objectives for

maintaining the sustainability, vitality and viability of the Paraparaumu Central Commercial and Retail Core. The retail vitality and attractiveness of the Paraparaumu Retail Core however will be improved only under the Expansion: Combined LFR & Specialty scenario.

- 43 Combined LFR and Specialty Expansion also will make a positive contribution toward establishing the Kāpiti Coast District as a leisure and tourism shopping destination. This contribution would arise from the leisure shopping opportunities at Paraparaumu Beach and Raumati Beach. LFR-only expansion, on the other hand will do little to make the District's retail offering more attractive to visitors.
- 44 This will ensure that the role, nature and character of Kāpiti Coast's towns, villages, local and special areas, are respected and retained. In particular it will enhance the existing roles of the Paraparaumu Retail Core, Paraparaumu Beach and Raumati Beach local centres while allowing other local retail centres in the Kāpiti Coast District to continue to serve their respective markets.

Analysis of Issues

- 45 There are a number of trends which are moving New Zealanders towards consideration of different forms of land development for urban and rural residential housing and commercial retail uses. These trends are nothing new – they have been present for a number of years and are happening throughout most industrialised and urbanised populations.
- 46 Urban design is a key factor in maintaining the liveability, vitality and “sense of place” of urban neighbourhoods. Liveability consists of a number of related qualities, such as amenity values, control of noise, perceptions of safety, and sense of place which comes from inhabiting communities with shared histories, rather than just housing in proximity. These qualities are becoming much more important to the formation of new communities and to the maintenance of existing communities.
- 47 Absence or shortage of social infrastructure for residents reduces liveability and decreases sustainability, whereas too much social infrastructure too early places a high economic burden on developers and local authorities and may remove later choice.
- 48 The importance of appropriate development that provides the inspiration for intensification and which promotes changes to travel behaviour is well documented. In sprawling cities of developed countries that are dominated by the car, urban journeys can cost as much as 15% of GDP. This figure drops to 5-7% in cities where more than half of all journeys are made either by public transport, bicycle or on foot.
- 49 In order to promote higher public transport use, intensification of land use is required in close proximity to transit stops; and retail stores facing streets inspires intensification in centres. Intensification, the major factor in generating transit trips and walking, is heavily reliant on public domain quality (amenity). Public domain quality in centres is a function of the relationship between retail stores and ground floor activity, and the public domain.

- 50 There is an increasing environmental awareness in society globally, nationally and locally. The Council is fortunate in that the environmental awareness of residents within the District is relatively high. This is evidenced from participation in resource consent and District Plan processes, as well through specific projects such as the ecological sites review.
- 51 Sustainable development is a process of evolutionary improvement, rather than a fixed and defined state. A city or town is not a purely sustainable entity in itself, the goal is to make these systems more sustainable. This means creating and recreating community systems that rely less on importing energy and resources. This requires a new way of thinking and valuing progress, including encouraging creative solutions that have low environmental impacts.
- 52 The Council has recognised the need to consider locations for expansion of the Commercial/Retail zone at Paraparaumu in order to increase the diversity of retail and commercial space available. The current Paraparaumu Town Centre Zone does not provide opportunities for an increase in retail space, as identified in the Retail Strategy. There is pressure to provide for large format retail to occur and this can be accommodated within the precinct proposed. The review of the Paraparaumu Town Centre and resulting plan change has been informed by the Community Outcomes, Paraparaumu Local Outcomes, Wellington Regional Strategy, Retail Strategy, Parking Review and the Development Management Strategy.

Assessment of the Approach

- 53 Section 5 of the Act promotes the sustainable management of natural and physical resources in a way that people and communities can provide for their social, economic and cultural wellbeing, and for their health and safety, both now and in the future. For the purposes of the section 32 analysis, the Council has considered three main alternatives for the future of the site, and assessed these as a means of achieving the purpose of section 5. The alternative approaches are:

Option 1 - Retain the site with a Town Centre zoning;

Option 2 - Rezone the site to Commercial / Retail; or

Option 3 - Rezone the site to Commercial / Retail with specific provisions applying to the site (the subject of this plan change)

Option 1 Status Quo

- 54 Key features:
Retain the Town Centre zone on the site. Accommodate future retail demand via resource consent applications for non-complying activities.
- 55 *Efficiency and effectiveness in achieving objectives*
The two Town Centre zone objectives promote the zone as the administrative, social and cultural focus for the District, consistent with the amenity values embodied in the Council's vision for the Town Centre, and seek that the zone becomes an integral part of the wider central area.

- 56 The vision for the District Centre has evolved, as indicated in paragraphs 4-13 Option 1 will not be an efficient or effective means of enabling some of the new aspirations for the Paraparaumu District Centre. For example, it will not address the need for additional retail space (both large format and specialty) that will consolidate the role of the existing commercial core as the primary commercial/retail area of the district. In addition, the aspiration for Rimu Road to function as a mainstreet, which will be achieved by the types and location of activities and design of buildings, will also be difficult to realise.
- 57 *Benefits, costs and risks*
The main benefit of Option 1 is that there would be no plan change costs for Council. However, these costs would be deferred to Council at the time of the resource consent process.
- 58 The main costs include the monetary cost and uncertainty for applicants applying for retail activities (large format retail and specialty retail greater than 300m²) as a result of the resource consent process for non-complying activities. Option 1 would also provide no certainty for the community on the future location of these retail activities as it would rely on ad hoc resource consents to establish the location (which may not necessarily be restricted to the Town Centre zone). These costs are considered inappropriate given the projected need for additional retail space in Paraparaumu and the suitability of the site to accommodate this demand, due to its proximity to the existing commercial area.

Option 2 Rezone to Commercial / Retail

- 59 Key features:
Rezone the site to Commercial / Retail and retain the existing provisions
- 60 *Efficiency and effectiveness in achieving objectives*
Objective 1 of the Commercial / Retail zone seeks to maintain and enhance the amenity values that promote shopping and commercial environments as convenient and pleasant places in which to shop, work and live.
- 61 Rezoning the site to Commercial/Retail and developing the site in line with the current policies and rules would achieve the objective of the zone and would avoid some of the inefficiencies identified for Option 1. However, it would not overcome the ineffectiveness in achieving of some of the community's amenity and design aspirations for the site, particularly in terms of Rimu Road and Wharemauku Stream.
- 62 *Benefits, costs and risks*
The benefits of Option 2 are that it would enable the demand for additional retail to be realised. Option 2 would achieve this retail provision while not precluding town centre activities on the site, as the activities permitted in both zones are very similar (except for retail). Option 2 would also create significantly lower costs for resource consents for retail development than Option 1 (assuming that the permitted activity standards are met).
- 63 Unlike Option 3, retail of any type could go anywhere on the site. This may not achieve the mainstreet aspiration of Rimu Road or development adjacent to or opposite Wharemauku Stream, because it does not limit the location of large format retail.

- 64 Unlike Option 3, it also relies on the existing permitted activity standards of the Commercial / Retail zone to control design and related amenity outcomes. These are unlikely to achieve the community's aspirations for the central area.
- 65 The main cost of Option 2 is the cost of undertaking a plan change. However, it is expected that the cost of the plan change would be offset by lower resource consent costs as and when the site is developed.

Option 3 Rezone to Commercial / Retail with a precinct for the site

- 66 Key features:
Rezone the site to Commercial / Retail. Amend the commentary to the objective to include other aspects that affect the amenity value of commercial/retail areas. Create a precinct over the Commercial / Retail zone for the site, with rules that are specific to the site, and a controlled activity or restricted discretionary activity status for development.
- 67 *Efficiency and effectiveness in achieving objectives*
Option 3 is considered to be the most effective and efficient way to achieve the objectives of the Town Centre and Commercial/Retail zones. The vision for the central area has evolved, which includes:
 - a focus on Rimu Road as the city's mainstreet;
 - a focus on the north western area for civic facilities;
 - a need for additional retail space for a mix of large format retail and smaller specialty retail; and
 - a design shaped by natural features, such as Wharemauku Stream, Kāpiti Island (views to) and dune landforms.
- 68 Option 3 will most effectively achieve this vision by incorporating the extension to the retail zone without compromising the need for civic and community facilities elsewhere in the remaining Town Centre zone, or compromising the existing Commercial/Retail Zone. Option 3 will also address design aspirations.
- 69 *Benefits, costs and risks*
Option 3 is considered to have the greatest benefits and least costs and risks. It would achieve all the benefits of Option 2, while removing the costs associated with the inappropriate location of large format retail, and few controls on the amenity of the streetscape. It would create more benefits than Option 2 by promoting the functioning and amenity of Rimu Road as the town's main street, and ensuring that Wharemauku Stream is an integral part of the central area.
- 70 The costs incurred by Option 3 would be the cost of the plan change and the cost to developers associated with the controlled or restricted discretionary activity status for development within the site. The costs of the plan change are considered appropriate in order to achieve the purpose of the Act (i.e. enable communities to provide for their wellbeing through enhancements to their District Centre). The costs of a controlled activity status are evaluated below, but are generally considered an appropriate balance to ensure that environmental costs (adverse amenity effects) are managed, while keeping regulatory costs to a minimum.

- 71 The specific amendments and additions proposed to Objective 1, Policy 1 and the rules and performance standards of the Commercial/Retail zone (Option 3) are assessed below. The assessment indicates that they are the most efficient and effective means of achieving the purpose of the Act and Objective 1 of the Commercial/Retail zone.

Amendment to C3.1 Objective 1

- 72 Additional text is proposed to the commentary of Objective 1. The amendment provides greater clarification on matters that contribute to the amenity values of Paraparaumu's Commercial / Retail zone, as identified by the community (Local Outcomes for Paraparaumu) and the Council's Development Management Strategy. It is considered that the amendment to Objective 1 will enable the sustainable management of town centre resources, and is therefore consistent with the purpose of the Act.

Amendment to policies, rules and other methods

- 73 Each change to the District Plan is assessed in terms of effectiveness and efficiency (benefits and costs) as set out in Table 1.

REASONS FOR PLAN CHANGE

- 74 There is a need to keep the District Plan provisions as up-to-date and accurate as possible. Council has commissioned a number of strategic reports and completed both district wide and local outcome statements under the Local Government Act 2002 which outline a vision for Paraparaumu as a district centre. The Paraparaumu Town Centre zone contains a large area of land which is held in this zoning awaiting a clear vision for this District centre. It is almost 10 years since the Paraparaumu Town Centre zone was established in the proposed District Plan. Significant changes have occurred in respect of commercial and retail development needs including larger format stores and a focus on high quality pedestrian shopping experiences. It is therefore important to ensure that the Commercial/Retail Zone at the District Centre provides for the current trends in retail development without compromising the community vision for the character of the Paraparaumu District Centre.

TABLE 1
Section 32 Analysis of the Costs and Benefits of Implementing Plan Change 72A

Proposed Change	Efficiency	Effectiveness	
		Benefits	Costs and Risks
C3.1 Policy 1 Amendment to commentary	<p>The amendment provides greater guidance for implementing Objective 1 by clarifying the matters that contribute to the amenity values of Paraparaumu's Commercial / Retail zone, including:</p> <ul style="list-style-type: none"> • the effect of retail location and design on the vibrancy of the town centre; • views to Kāpiti Island; and • effects on the streetscape of the location and design of carparking. 	Benefits for users of the District Plan by increased clarity of the amenity values of Paraparaumu's commercial centre.	Marginal costs as part of the plan change.
D.3.1.2 Controlled Activities – Subdivision Additional subdivision matter over which Council will retain control	<p>Objective 1 of the Commercial / Retail zone recognises the value to the Paraparaumu District Centre of maintaining views to Kāpiti Island. The plan change addresses this matter by requiring at least two roads to be aligned to create view shafts to Kāpiti Island.</p> <p>View shafts are best established when the road layout of a site is created, as the roads create the structure to a site, around which buildings are located. The road layout is created at the time of subdivision and all subdivision is currently a controlled activity. A controlled activity status is considered appropriate for creating viewing corridors as it will provide certainty to future applicants that subdivision consent will be granted, whilst providing the Council with the ability to ensure that the orientation and layout is appropriate.</p> <p>For the above reasons the Council's control over the creation of viewing corridors at the time of subdivision is considered to</p>	<p>Will provide visual interest and character to the Paraparaumu District Centre, which has economic and amenity benefits.</p> <p>Will meet community outcomes for Paraparaumu (Local Outcome 1.3).</p>	Limited increase, if any, in the cost of a subdivision consent for a controlled activity with an additional matter of control to address.

Proposed Change	Efficiency	Effectiveness	
		Benefits	Costs and Risks
	be an effective means of implementing Objective 1.		
<p>D.3.1.2 Controlled Activities – Buildings and Car Parking</p> <p>New controlled activity</p>	<p>Objective 1 indicates that the quality of buildings and car parking areas contribute to the amenity of the commercial area of Paraparaumu. To achieve a high level of amenity for the district’s commercial core, the plan change proposes a controlled activity status for all new buildings, including alterations to existing buildings and carparking areas along Rimu Road and overlooking (adjacent to and opposite) Wharemauku Stream. The intent of the rule, in combination with the proposed permitted activity standards, is to promote a main street character for the most prominent areas of the site (Rimu Road and Wharemauku Stream). A ‘main street’ character is where the interaction between people, buildings and public open space dominate the street scene, rather than a strip retail or business park character where carparking dominates the street scene.</p> <p>A controlled activity status is considered appropriate for creating a high quality extension to the Commercial / Retail zone. It will provide certainty to future applicants that consent will be granted, whilst providing the Council with the ability to assess and modify applications to achieve Objective 1 and the community’s outcomes in terms of design matters that affect the central area. An appropriate degree of community certainty is maintained, as the controlled activity status requires all permitted activity standards to be met. Proposals that do not meet these standards will be assessed as full discretionary activities.</p> <p>The above would not be achieved on the site with the current Commercial / Retail zone standards.</p>	<p>Greater chance of achieving high quality design which will have economic and amenity benefits for the Paraparaumu District Centre, such as attracting a broader range of activities (eg cafes) and extending visitor duration.</p> <p>It will provide an opportunity for a thorough assessment of the effects of any non-compliance.</p> <p>Will meet community outcomes for Paraparaumu (Local Outcome 1.2, 1.3).</p>	<p>Greater cost to developers in comparison to the existing Commercial / Retail zone provisions, which would not require consent for buildings and carparking areas that meet the permitted activity standards</p>

Proposed Change	Efficiency	Effectiveness	
		Benefits	Costs and Risks
<p>D.3.3 Restricted Discretionary Activity</p> <p>New Rules</p>	<p>Three new classes of restricted discretionary activity are proposed. First to create a mechanism to consider proposals which do not comply with frontage development of verandah standards but where a design is advanced which may better achieve the purpose of those standards – such proposals would otherwise be non complying activities. Second, to ensure that the traffic effects of any large scale retailing proposal are considered where that application is made prior to the completion of the link between Ihakara St and the Western Link road. Third to allow consideration of the effects of any large scale retailing proposal adjoining residential zoned land on residential amenities.</p>	<p>On design issues, will allow the Council to consider solutions which may be functionally or aesthetically superior to full compliance with the standard without sacrificing any amenity.</p> <p>On the large scale retail issues, will allow the Council to consider the potentially adverse effects of proposals on the roading network and pedestrian amenity, and on adjoining residential properties</p>	<p>Greater costs and uncertainty to owners and developers in relation to large scale retail development, and a risk that such delays and uncertainty might discourage investment in the area if other less controlled options are available. The cost/risk is partially offset by a non notification/service rule on design issues.</p>
<p>D.3.2.1 Permitted Activity Standards – Retail Activity</p> <p>New rule</p>	<p>One of the principle reasons for the plan change is to enable additional retail in the central area to reinforce it as the core commercial centre for the district. The plan change seeks to meet the demand for additional retail space in the central area by creating a natural extension to the existing retail area, and without compromising community aspirations for a mainstreet character along Rimu Road, adjacent to and opposite Wharemauku Stream. The proposed activity standard addresses this by excluding large format retail from Rimu Road and Wharemauku Stream areas.</p> <p>The above would not be achieved on the site with the current Commercial / Retail zone standards.</p>	<p>Provides certainty to the community, future developers and the Council as to the scale and location of retail development that is considered acceptable as-of-right.</p> <p>It will provide an opportunity for a thorough assessment of the effects of any non-compliance.</p>	<p>Cost to future developers who wish to proceed with a development that does not comply with the permitted activity standards.</p>

Proposed Change	Efficiency	Effectiveness	
		Benefits	Costs and Risks
		Will meet community outcomes for Paraparaumu (Local Outcomes 2.2, 3.1, 4.1).	
D.3.2.1 Permitted Activity Standards – Frontage Development Amended rule	<p>The proposed permitted activity standard seeks to create vibrant and active streetscapes in the Wharemauku Precinct, with a mainstreet character along Rimu Road and Wharemauku Stream, and Wharemauku Stream incorporated as a significant feature of the development of the site. The plan change addresses these matters by requiring buildings to be built to their front boundary, with front doors and display windows along all street frontages. Rimu Road is reinforced as the main street for the Paraparaumu District Centre by requiring the most ‘active’ frontages with one pedestrian entry every 15 metres.</p> <p>The above would not be achieved on the site with the current Commercial / Retail zone standards.</p>	<p>Provides certainty to the community, future developers and the Council as to broad design aspirations (bulk and location) that are considered acceptable as-of-right.</p> <p>It will provide an opportunity for a thorough assessment of the effects of any non-compliance.</p> <p>Will meet community outcomes for Paraparaumu (Local Outcomes 2.1, 4.1, 5.4).</p>	<p>Potential increase in development costs for designs that meet the proposed standards.</p> <p>Cost to future developers who wish to proceed with a development that does not comply with the permitted activity standards.</p>
D.3.2.1 Permitted Activity Standards – Parking, Loading and Access Amended rule	<p>The permitted activity standard is an efficient and effective means of promoting a main street character for Rimu Road, where the street frontage is dominated by activity between buildings, people and public space, rather than servicing lanes and carparks.</p>	<p>Will enhance the amenity of Rimu Road and promote it as the main street for Paraparaumu.</p> <p>Will meet community outcomes for Paraparaumu (Local Outcome 2.1).</p>	<p>Potential additional cost to developers by providing servicing lanes and carpark access from the rear of Rimu Road sites.</p>

Proposed Change	Efficiency	Effectiveness	
		Benefits	Costs and Risks
D.3.2.1 Permitted Activity Standards – Verandahs Amended rule	Verandahs enhance the amenity of a commercial area by providing shelter (for both rain and sun) and distinctive design features. The current wording of the permitted activity standard is more appropriate for development within existing commercial areas, rather than for greenfield sites, as it only requires verandahs if buildings on either side have a verandah.	Will enhance the amenity of Rimu Road and development opposite/adjacent to Wharemauku Stream. Will meet community outcomes for Paraparaumu (Local Outcome 2.5).	Potential additional cost to developers by incorporating a verandah into the building design.
Planning maps- Rezoning 12.2 hectares from Paraparaumu Town Centre to 'Wharemauku Precinct' in the Commercial / Retail Zone	The Retail Strategy identified the need for additional commercial and retail space in Paraparaumu. The land proposed for the 'precinct' is across the road from 'Coastlands', the main shopping area for Paraparaumu. The Kāpiti Coast Choosing Futures process identified a strong community desire to develop Paraparaumu as the District centre for retail and commercial activities as well as a civic heart for the district. Rezoning this land will allow for retail expansion to occur which consolidates the existing shopping node at Coastlands.	Will extend retail activities across Rimu Road. Will link with civic and recreation activities across and along the Wharemauku Stream. Will meet the community outcomes for Paraparaumu Potential benefits to existing business in the Commercial/ Retail zone from 'cross-shopping'	Potential to have some economic cost to Coastlands Shopping Town if some tenants wish to relocate to new premises. There may be some competition to existing businesses located at Coastlands, especially in the large format retail sector. Small risk of existing businesses relocating to the new precinct.

Draft document