

KAPITI COAST : CHOOSING FUTURES

**DEVELOPMENT
MANAGEMENT
STRATEGY**



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Kapiti Coast District Council
in partnership with the community

Foreword – Alan Milne, Mayor, Kapiti Coast District

This Development Management Strategy is the result of extensive consultation with the community, environmental groups, developers, urban planners, stormwater and subdivision engineers and district plan specialists.

Its aim is to provide the Kapiti Coast District with a framework for sustainable development and growth.

There are many in our society who would prefer a King Canute like approach to development, wanting it all to stop and nothing to change. There are others who believe that if land is there to be built upon then it should be built upon at all costs.

Somewhere in the centre is where the vast majority of people stand seeing development and growth as desirable and inevitable but wanting to be very sure that it is development that can be sustained and which can work within a sustainably developed and affordable infrastructure.

This strategy aims to bring together the best features of urban and rural design and to look at ways that elements as water, wastewater and stormwater can be managed in ways that are economically and environmentally sustainable.

This strategy provides guidelines, based on the overall Community Outcomes and Local Outcomes, for the kinds

of development that are acceptable in the various communities throughout the Kapiti Coast. It also relates to the Wellington Regional economic development strategy.

It aims to put the whole process into context and then looks separately at district form, urban form and urban design and processes. It is a comprehensive approach to the way the people of the Kapiti Coast have indicated they wish to see their district develop.

This document sets the scene for the future of the Kapiti Coast District and it will become the reference for everyone involved in developing the vision of the future.



A handwritten signature in black ink, which appears to read "Alan Milne". The signature is fluid and cursive, written over a light blue background that features a faint image of a mountain range.

21 September 2007

Introduction

This document sets out Kapiti Coast District Council’s strategy for the management of development and settlement patterns on the Kapiti Coast.

It is written within the context of *Kapiti Coast: Choosing Futures – Community Outcomes* articulated by the community in 2003/04, and the extensive series of community workshops and processes that have occurred since. It also draws on previous documents and initiatives that have been developed since 1992, when the first broad strategic development framework was developed.

The growth framework emerging from the Wellington Regional Strategy process has also been taken into account. That framework is consistent with the views and ideas that have arisen from the Kapiti Coast community.

The Development Management Strategy’s purpose is to set a framework for:

- **the management of location and intensity of growth pressures and change**
- **improvement to the quality of the built environment**
- **the development management processes that Council will use over time**



Part 1: Context



Part 2: District Form



Part 3: Urban



Part 4: Urban Design and Processes



Part 1: Context

This part of the Development Management Strategy sets out the wider context for managing growth pressures and impacts. This has two aspects:

- **vision, risks and principles**
- **settlement history and population growth**



1.1 Role of the Development Management Strategy

The Local Government Act 2002 requires:

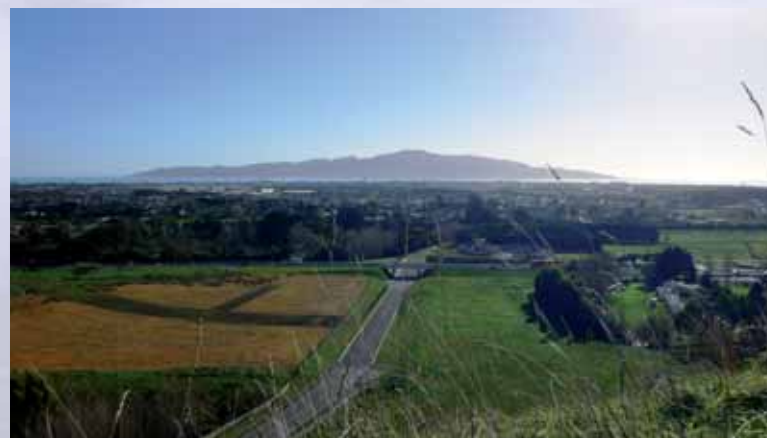
- a local authority to promote the social, economic, environmental and cultural wellbeing of the community;
- to do so within a sustainable development approach;
- within this approach to give effect to the community's vision of the future (*Kapiti Coast: Choosing Futures - Community Outcomes*);
- to show how it is going to do this in a *Long Term Council Community Plan (LTCCP)* .

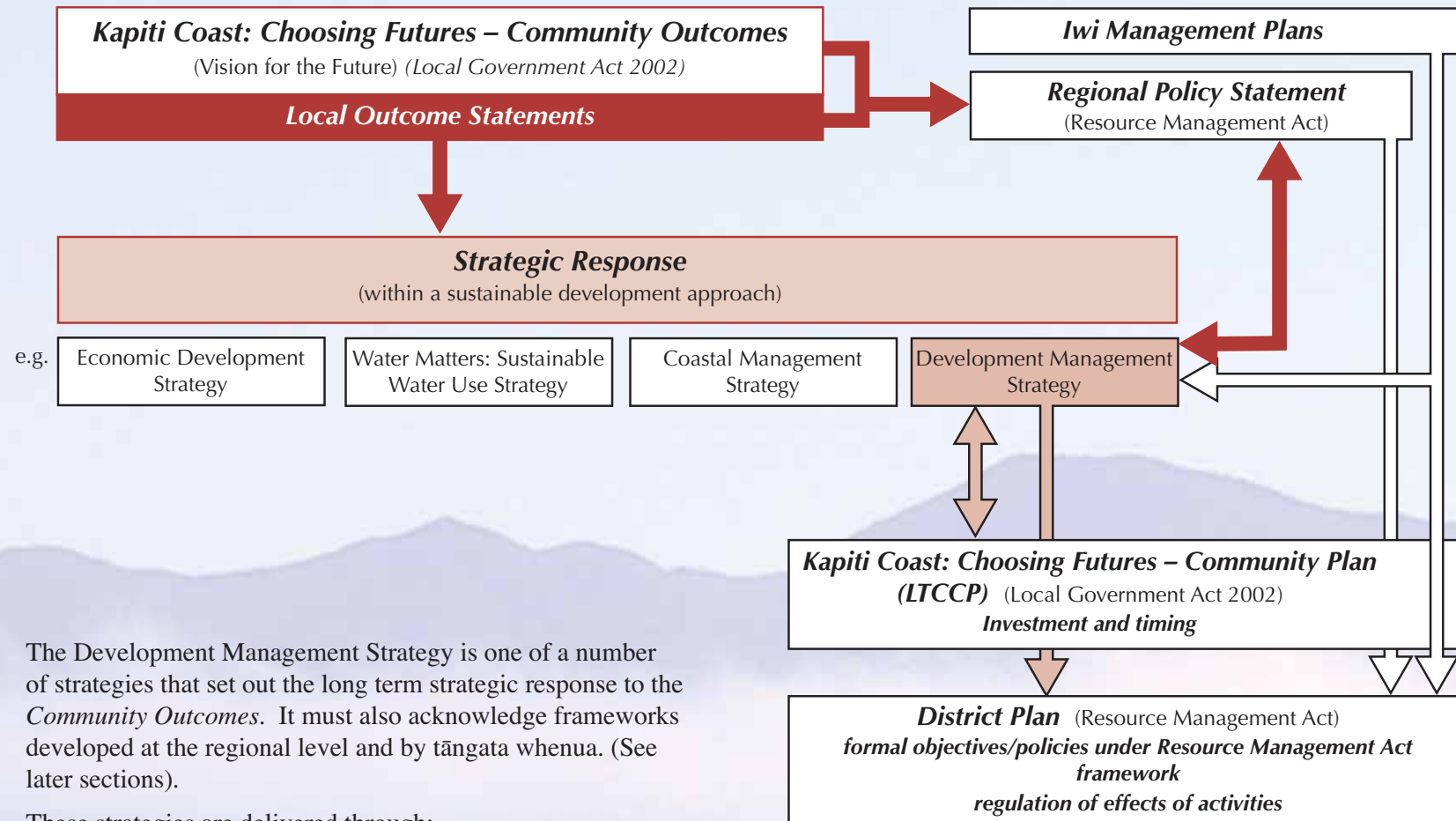
The Resource Management Act 1991 is concerned with the sustainable management of the life supporting capacity of the environment. In doing so it must have regard for a wide range of matters, values and principles of action. The Council must produce a District Plan which sets out objectives, policies and rules to manage the effects of activities.

The Act also requires a local authority to give effect to the objectives and policies of a Regional Policy Statement (developed by the Regional Council) in its District Plan.

Central to discharging both these responsibilities is having a strategy which:

- sets out the strategic response to the community vision around settlement and form;
- ensures those matters that have regional implications are provided for appropriately;
- provides a clear platform upon which any review of the District Plan can be built. In effect, the community vision and the broad strategy provide a front-end stage in the formulation of a new District Plan.





The Development Management Strategy is one of a number of strategies that set out the long term strategic response to the *Community Outcomes*. It must also acknowledge frameworks developed at the regional level and by tāngata whenua. (See later sections).

These strategies are delivered through:

- the actions of individuals and organisations, including businesses;
- investment by Council in projects and infrastructure on behalf of the community – summarised in the *Long Term Council Community Plan*;
- in the case of development management, regulation of actions via the District Plan and bylaws.

Before any strategy is formally reflected in District Plan rules, it must be tested under the Resource Management Act provisions and the statutory consultation processes.

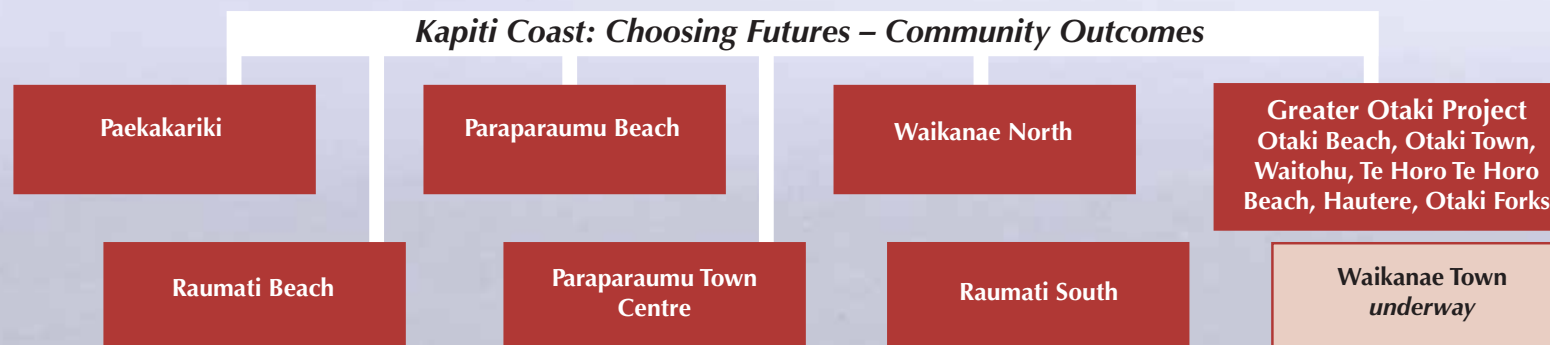
NOTE: The strategy generally reflects the provisions of the current District Plan. Any potential changes identified in this strategy that may suggest a regulatory change will be tested through a District Plan Review process from 2009.

1.2 The Community Vision - Kapiti Coast: Choosing Futures

Since 2003/04 Kapiti Coast District Council has facilitated a process to identify the community's vision for the future. This has been formally documented, initially in a districtwide document called *Kapiti Coast: Choosing Futures – Community Outcomes* which has formal status under the Local Government Act 2002.

This document does provide a detailed vision but the level of community interest and the feedback received warranted documentation to a higher level of detail. The need to provide community guidance on what was wanted by people for their local area, in the face of continuing external development pressure was recognised. Since 2004, an extensive series of community workshops has taken place, out of which have been developed *Local Outcomes* statements for those areas where ideas are well advanced.

This work has a status under the Local Government Act 2002, driving the Council's own long term planning and investment and also shaping responses by other agencies. This material is the reference point for the Council in determining a range of strategic programmes. It is extremely important in informing this strategy and for the subsequent review of the current District Plan.



What People Want for the District

The overall community vision for the District is simple. People want to maintain and build on valued natural qualities and improve the urban environment. The community is open to some change, provided that these qualities are maintained and respected. Overall this vision includes:

- affirmation of the traditional Kapiti Coast lifestyle with a focus on the outside environment, the beaches, access to and enjoyment of natural areas, recreation and low density character of small settlements and suburbs;
- a desire to build a district ‘heart’ and recognise the importance of key local and neighbourhood focal points;
- a conscious pursuit of attractive urban centres and areas, rather than the towns being the sum of basic engineering decisions;
- a willingness to explore modifications to the low density character but only in limited or targeted areas where changes in form can support public transport and town centres;
- a desire to add choice to the traditional lifestyle by moving away from being an ‘edge community’ to become a place that has extensive local opportunities for work and business development;
- a wish to no longer be reactive to change and growth but to manage it in a way that clearly delivers benefit to the overall vision (not growth for growth’s sake);

Further detail is available in *Kapiti Coast: Choosing Futures – Community Outcomes* and the *Local Outcomes* statements. These documents drive many aspects of the strategy.

- building on Kapiti Coast’s lifestyle by making it more sustainable and environmentally sensitive – waste management, water systems, energy, the coast, water quality and restoration of key natural areas;
- going beyond the sometimes isolating effects of modern communities, to increase networks;
- building a cohesive district.



**‘Reaffirming the Kapiti Coast lifestyle and culture
– with a sustainable emphasis’**

How Do People Want Population Growth Pressures and Development Managed?

Outcome 3 of *Kapiti Coast: Choosing Futures – Community Outcomes* sets out the broad approach identified by the community for managing growth. The main features are:

Outcome 3: the nature and rate of population growth is appropriate to community goals:

1. that there is a focus on accommodation of local natural population growth in the short and medium term and that Kapiti Coast does not simply react to external pressures;
2. that new population growth is located in a way that supports community outcomes and vision. In particular, key natural features and the character and scale of communities should shape location of growth;
3. that new growth should be clearly linked to local community and district benefit;
4. that intensification is explored in specified areas and where it clearly contributes to wider community goals of:
 - improved public transport;
 - supporting the vitality/character of specified town centres;
 - increased safety of town centres;
 - providing housing choice;
5. that the specified areas for exploring medium density housing are:
 - Paraparaumu Town Centre ;
 - Waikanae Town centre;
 - Paraparaumu Beach Centre, provided it is away from the beach (foreshore) itself;
 - around rail stations;



6. that the timing and extent of release of new land for residential subdivision relates to the vision of the District and is not reactive to population pressures;
7. that major infrastructure issues, particularly water and roading, are resolved before there is a release of new land for residential and other development;
8. that there is efficient use of existing infrastructure first, with an increased focus on the potential of Otaki to absorb population growth in the short and medium term;
9. that where possible the location of new population supports the development of a local 'district' economy;
10. that the local community are always involved in decisions about impacts of growth on strategic vision and community outcomes.

Key to this vision is the idea of moving from what has often been felt by the community to be a reactive accommodation of growth. The District has had restrictions for some time on northward sprawl, stringent on-site responsibility for stormwater and limits on extension to the water supply network into greenfields. However, it has been the quality of much of this development which has raised community concerns that in the process of growing, the very qualities and values of the area have been harmed.

The vision is not 'no growth' but of managed growth, where management focuses on quality, local benefit, location and design to fit local character, protection of resources such as the rural areas and natural character. Any growth in population and settlement must show or be shaped to bring clear local benefit through more local jobs, improved social services, avoidance of harm to the environment and contributions to its improvement. This is an active vision, not simply reliant on regulation.



The other Community Outcomes identified in *Kapiti Coast: Choosing Futures* are also relevant to this vision. They are summarised on the next page.

	OUTCOME 1 there are healthy natural systems which people can enjoy	OUTCOME 2 local character is retained within a cohesive District	OUTCOME 3 the nature and rate of population growth is appropriate to community goals	OUTCOME 4 the District's resources are used wisely	OUTCOME 5 there is increased choice to work locally	OUTCOME 6 the District is a place that works for young people	OUTCOME 7 the District has a strong healthy and involved community
District Form	natural areas/elements shape the form/quality of settlements <i>(extensive details on these elements can be found in the Choosing Futures - Community Outcomes document)</i>	the role, nature and character (including heritage) of Kapiti Coasts' towns, villages etc. shapes the form and quality of the District <i>(extensive details on each area can be found in the Choosing Futures - Community Outcomes document)</i>	focus on natural population growth - active rather than reactive natural features and scale of communities shapes location of growth new growth is clearly linked to benefit timing/extent of land release is linked to benefit and is not reactive	options are kept open for a functioning airport and the use of the Hautere Plains for productive purposes	more usable commercial land available in the District where possible the location of new population supports the development of a local District economy	the beach destinations at Otaki and Paraparaumu have better facilities for young people in keeping with the character of those areas	
Quality of Public Spaces/Landscapes	vulnerable areas of native vegetation and wildlife are protected more bush areas and habitat are restored local parks and roads become major features in greening the District <i>(details in the Choosing Futures - Community Outcomes document)</i>		intensification is explored in those areas where it will support the vitality and safety of major centres	the quality of the streams and rivers is improved the coast is managed as a linked ecosystem	key focal points such as Otaki are managed in a way that welcomes visitors, but protects their essential qualities	the town centres are youth friendly, safe and interesting for young people to use the public spaces are safe and welcoming for young people better range of shops catering for young people	the main public places, including beaches, are safe and attractive the centres are more 'alive' at night the District has high quality civic and local centres
Access	the District becomes nationally famous for its cycleway, walkway and bridleway system	the level and quality of access within and between communities is improved, including for people with disabilities	that intensification is explored where it will support public transport - i.e. at town centres and around stations	the linkages between Paraparaumu and Waikanae are improved to reduce travel time and energy use	the District develops a role as a transport hub there is improved internal public transport access for the workforce	better public transport for young people - in Otaki at all times, electrification to Otaki and night services better access to schools for Waikanae children	there are extensive safe linkages within the District improved public transport access to entertainment facilities good, easy access to beaches
Design	the District is known for best practice subdivision design	the design of buildings and infrastructure is in keeping with the Kapiti Coast character	development is designed to take account of the impacts of stormwater issues with a focus on climate change	opportunities for innovative design of subdivisions, housing and infrastructure to reduce energy and resource use	greater acknowledgement of the economic benefits of good design and good quality urban environments existing commercial, industrial and retail areas and local neighbourhood shops are more attractive and show more design innovation		
Public Infrastructure	the District has best practice infrastructure design - e.g. managing stormwater quality and effects	reliable regional rail and roading systems	major infrastructure issues are resolved before new land for development is released efficient use of existing infrastructure first	infrastructure is designed and managed to increase people's ability to act sustainably - e.g. water, energy increased opportunities to reduce waste - e.g. kerbside recycling	appropriate infrastructure in place (including communication infrastructure) to encourage business set-up		
Social Infrastructure		greater housing choice available in each part of the District that the role and value provided by local schools, especially the smaller schools in the smaller communities, is recognised and retained	intensification is explored in those areas where it will support increased housing choice - i.e. around town centres			affordable flats and housing for young people playgrounds within walking distance for all residential areas small local schools are retained so children are taught in their local communities improved range of entertainment facilities and events for young people greater range of high quality recreation facilities - e.g. aquatic centre	a greater range of housing available stronger local health services e.g.: smaller communities have access to GP and primary health care a comprehensive planned approach to recreation facilities - including outdoor events and aquatic centres
		a high level of participation in community decision making	the community is always involved in decisions about impacts of growth and strategic vision	that there is community exploration of the issue of Genetic Engineering		young people are involved in decisions about themselves young people have access to good counselling services	older people have a high level of control and influence over services they use a high level of community control over community decision making
Community and the Individual	the number of people actively involved in environmental restoration increases people know about their natural areas and how to care for them	community and sector networks that contribute community cohesiveness are supported economic interdependencies of the communities are recognised and used for local and District benefit		people are a community resource that is nurtured and supported	children and young people can see their local employment and career path and can gain the necessary skills as much as possible within the district a strong business development and mentoring focus the local labour force is employed in skilled work as much as possible in the District	more social and cultural inter-college activities people feel enabled to take action and act responsibly	people have access to information about their local community, district and wider world

1.3 Sustainable Development Principles

Kapiti Coast District Council has adopted fourteen sustainable development principles to guide decisionmaking.¹ The most relevant to this strategy 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.

Some relevant Wellington Regional Strategy principles are:

General:

- efficient use of resources;
- build resilience into systems;
- respect for tāngata whenua values.

Sustainable Urban Form:

- urban areas should be well structured and designed;
- delivers good access to services and facilities;
- respects local sense of place and identity;
- maintains and protects natural systems;
- natural areas should interweave with built areas;
- must be able to cope with change.

Sustainable Transport:

- land and transport uses should be integrated;
- equitable access for all;
- system can cope with change;
- environmentally sustainable.

¹ The full list for these principles can be found in *Kapiti Coast: Choosing Futures – Community Plan*. The background paper leading to their adoption is listed in the bibliography at the end of this document.

1.4 Partnership With Tāngata Whenua

A major aspect of the development strategy is the role and partnership with tāngata whenua.

The Kapiti Coast District falls within the rohe (jurisdiction) of Āti Awa ki Whakarongotai, Ngāti Raukawa ki te Tonga and Ngāti Toa Rangatira.

The Local Government Act 2002 requires the active and positive involvement of Māori in decisionmaking within the District. A central mechanism to achieve that is Te Whakaminenga o Kapiti, the partnership structure which comprises representatives of tāngata whenua and the Council.

The Resource Management Act requires that:

- in the management of activities and their effects, the relationship of Māori with their land, physical, cultural and metaphysical or spiritual values, must be provided for as a matter of national importance;
- the particular role of tāngata whenua within the framework of kaitiakitanga must be provided for;
- the principles of the Treaty of Waitangi must be given effect in any processes or solutions.

This Act also requires that any iwi management plans must also be taken into account when managing activities and effects. To date one iwi management plan has been developed: the Ōtaki River Iwi Management Plan developed by Ngā Hapū o Ōtaki. The Council has clearly acknowledged its presence and status in guiding decisions associated with the Ōtaki River. Other iwi plans will be developed in the next few years.

The Development Management Strategy is prepared on this basis.



The three overarching features² central to the Development Management Strategy are:

Kaitiakitanga

- the interconnected tikanga and practices which have as their objective the sustaining of the mauri of natural and physical resources;
- members of the present generation who have responsibility, passed on to them by preceding generations, to care for the natural environment by protecting mauri;
- inextricable links between kaitiakitanga and tino rangatiratanga as it may only be practised by those whanau, hapū or iwi who possess mana whenua.

Tāngata whenua have a direct role in shaping the nature and direction of development in the District, as well as concerns relating to specific sites and actions.

Mauri

- the life force that exists in all elements and aspects of the world including humans, plants, animals and waterways;
- the health of the mauri is directly affected by physical health of the environment and also by certain practices, such as the discharge of water containing human and animal wastes to water without passing through the land.

Wāhi Tapu and Cultural Sites

- places of particular significance from a spiritual, cultural (including food gathering) or historic perspective that define, reflect and sustain hapū and iwi;
- they are especially valued given the now limited direct access to and control of lands by tāngata whenua.

Vision for the Future:

- the kaitiakitanga role for the District is strong and effective and encompasses both the environmental and general wellbeing of the community;
- tāngata whenua have an integral role in district development particularly around the capacity of resources, water use, and the quality and nature of settlements;
- all waterways are healthy and able to be used as traditional food resources taking account of tāngata whenua environmental indicators;
- the intangible and spiritual connection to the land, natural and physical resources is represented and understood;
- the District appreciates law and customary lore.



² An extensive summary of the perspectives and vision of tāngata whenua is set out in the *Long Term Council Community Plan* and in the Policy Section of the District Plan and these should be referred to as the definitive statements.

1.5 Global Change and Risks

There are a number of external factors and uncertainties that need to be taken into account in a Development Management Strategy. This is because they:

- will place different demands on infrastructure as people change their behaviour. The cost of oil is an obvious example of this;
- require a change of direction to reduce impacts on valued areas or important systems;
- may lead to unanticipated effects. This demands constant monitoring of impacts and implications.

Kapiti Coast: Choosing Futures – The Community Plan contains a summary of global risks and uncertainties that need to be taken into account. Those most likely to affect or influence the Development Management Strategy are:

- impacts of climate change and natural disasters:
 - groundwater impacts and flood return periods will affect location decisions and/ or infrastructure investment costs;
 - impacts on coastal hazards and implications for location of any development;
 - decisions about coastal works and impacts on character and natural systems;
 - promotion of District form and urban structure which helps reduce use of fossil fuels:



- peak oil and growing costs of fossil fuels and energy:
 - social impacts of increased food, energy and transport costs;
 - need to promote local employment and local centres development;
 - need to design the transport network to provide people with choices around passenger transport, cycling and walking;
 - long term retention of food production areas close to urban areas:
- global competition for labour:
- the District already suffers from working age population gaps;
- need to focus on a good quality urban and natural environment which helps attract and retain people of working age.

1.6 Wellington Regional Strategy and the Regional Policy Statement

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 Kapiti 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.

Some aspects of this nonstatutory regional strategy may be included in the new Regional Policy Statement (review underway and due for completion in late 2008), giving them a formal status under the Resource Management Act.



Some key actions:

- manage housing density to achieve medium density housing around key centres and protect low density areas;
- manage rural lifestyle to maintain and protect productive rural lands.

Change areas

- nine areas have been identified that are undergoing major changes or are regionally significant in terms of the long term goals;
- Paraparaumu Town Centre and Waikanae North are identified as being regionally significant;
- there will be regional interest in what happens in these areas.

1.7 Settlement History

The three elements that have shaped the basic form of settlement with the District are:

- natural features, particularly, the Ōtaki and Waikanae Rivers, their estuaries and significance as food sources;
- the main locations of Māori settlement;
- the establishment of the railway and then the State Highway.

Māori settlement patterns within the District prior to European settlement, consisted of seasonal settlements associated with harvest, particularly fishing and permanent settlements of varying sizes along the coast. Significant sites and buildings associated with the social, economic, spiritual and political heart of whanau and hapū were located within some of the larger and more permanent settlements. The marae was the site where formal whanau, hapū and iwi meetings, as well as tangihanga and other ceremonies, took place under protocol or kawa, that managed the placement and lifting of tapu. Some marae had status as matua marae while others might be more whanau based. Key buildings such as whare whakairo were located around the marae.

These broad areas became the initial focus of post 1830 settlement and consequently set out the main settlement pattern for the District.

Access between settlements was by canoe using the extensive waterways and wetlands, via the coast or along key tracks. Land lay within the rohe of particular hapū with overlapping use rights associated with settlement, harvest and cultivation. Kaitiaki responsibilities lay with individuals, families and hapū.

This broad settlement pattern was highly modified from the 1820s by:

- wars throughout the North Island using the new muskets which profoundly changed the balance of power and influence between iwi and hapū;
- consequent migration of Āti Awa, Ngāti Raukawa and Ngāti Toa into and through the District;
- the use of Kapiti Island as a strategic stronghold;
- early establishment of whaling stations, particularly on Kapiti Island;
- loss of land from Māori control from the 1830s and particularly from the 1860s.
- introduction of rail in the 1880s which refocused Māori and pakeha settlements along the rail corridor.



During the late 1840s and 1850s there was a general move inland of Māori settlements.³ Although people remained in these areas there were the following broad shifts:

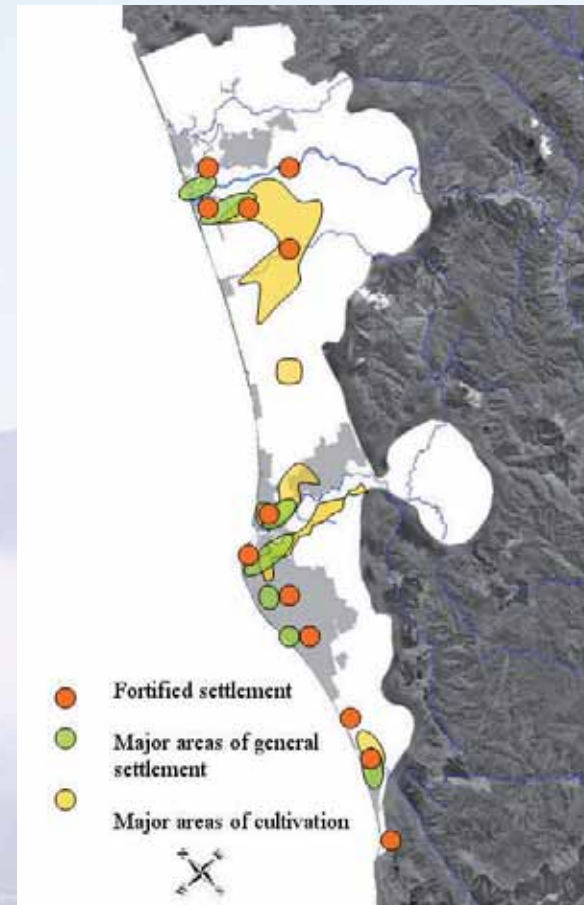
- Ngāti Raukawa from Rangiuru and Pakatuku to the Ōtaki township area;
- Wainui pa at Paekakariki;
- from Katihiku kainga to Ōtaki town;
- Kena Kena to the ‘new settlement’ at Waikanae Village (near Ngarara Rd).

The whaling settlements on Kapiti Island declined in this period and Ōtaki developed as the main town on the coast. Settlement was located along the Old Coach Road route that crossed at the Ōtaki river mouth and then went inland along what are now Rangiuru Road, Te Rauparaha and Convent Roads. Major church settlements developed along this route.

With the completion of the railway in 1886, Ōtaki refocused to some extent on the rail area (now bisected by State Highway 1). Stations were established at 10 mile intervals at Paekakariki, Wainui, Paraparaumu, Otaihanga, Waikanae, Hadfield, Te Horo, Hautere and Ōtaki. Paekakariki became a rail village with the establishment of rail worker housing and workshops. Waikanae and Paraparaumu began to emerge as more significant ‘centres’. Wi Parata organised the relocation of Whakarongotai meeting house to its present location at the Waikanae Town Centre, in order to better position Āti Awa in relation to the new developments.

By the 1920s and 1930s, coastal subdivisions were beginning to develop along the coast at Raumati and parts of Paraparaumu. These areas largely developed without major modifications to landforms.

This pattern continued from the late 1940s, as travel on the State Highway improved and more people could afford to buy cars. The process postwar has been further infill of settlement areas between the coastal hills, the State Highway and the coast.



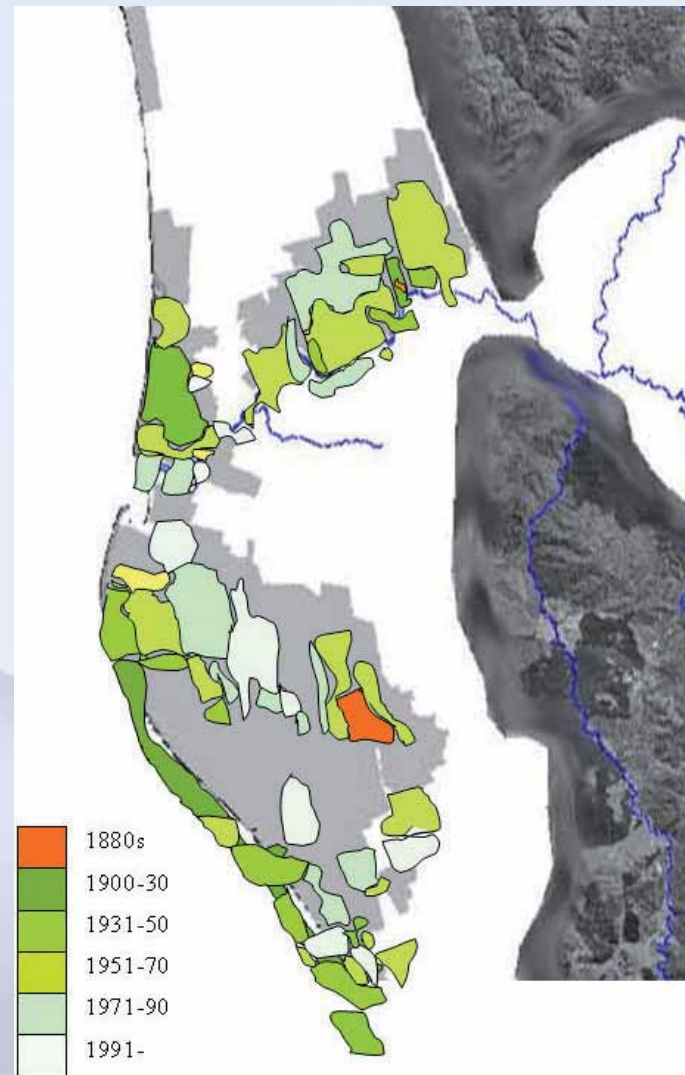
Map 1: Traditional Areas of Māori Settlement.

³ This shift was significantly influenced by government policy.

The most important features of the post 1930s period of settlement are:

- an east/west consolidation with limited connections between communities, which has increased reliance on the State Highway;
- purchase by the Crown of land for Queen Elizabeth Park in the 1940s, partly to control the residential expansion along the coast;
- a deliberate local authority focus on limiting growth north of Waikanae since the 1960s;
- purchase of land by the Crown for an international airport which has both provided a strategic asset and fundamentally shaped the form of Paraparaumu;
- the identification of a potential Sandhills Motorway route which has also shaped form through this area;
- significant population growth occurring since the late 1960s within existing broad urban areas, with major modification to landforms in some areas;
- disestablishment of on-site water and wastewater systems and relatively uncontrolled demand for services.

Since the 1980s, there has been continued development, still largely within this broad urban area. It has been accompanied by a slow shift in attitude to subdivision standards and by a need to modify infrastructure investment to take account of environmental constraints.



Map 2: Development Periods for Waikanae, Paraparaumu and Raumati

1.8 Population Growth and Structure

Population:

Figure 1 to the right and Table 1 below identifies the changes in population since 1996. Overall, the Kapiti Coast District retains a relatively high population growth, although it has slowed slightly from 9.1% growth between 1996-2001 to 8.8% between 2002-2006. The population has increased by 3,744 over the last five years. Most of that growth has occurred in Paraparaumu with some smaller increases in Waikanae, Raumati and the rural areas. Total population has fallen in Ōtaki, although there has been an increased focus on the area in terms of residential development in the last two years. This may reflect a decline in household size in this area, rather than a decline in total household numbers.

Graph 1: Population Change 1996-2006 Census

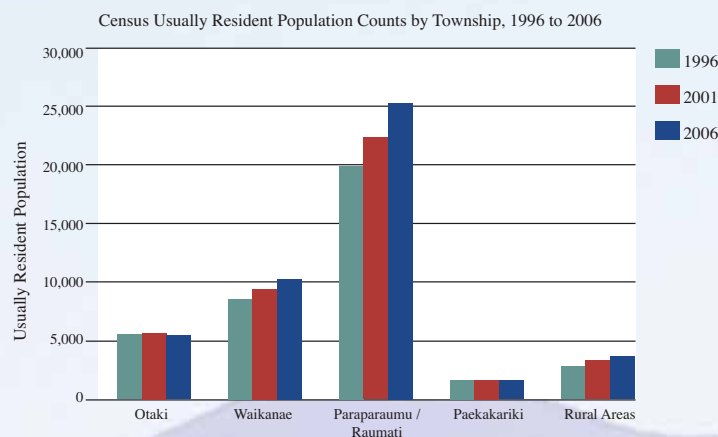


Table 1: Population Change 1996-2006 Census

Area	Usually Resident Population - 1996 to 2006 Census					
	1996 Population	2001 Population	2006 Population	% change 1996 to 2001	% change 2001 to 2006	Actual Change 2001 to 2006
Ōtaki	5,580	5,643	5,466	1.1%	-3.1%	-177
Waikanae	8,511	9,372	10,230	10.1%	9.2%	858
Paraparaumu / Raumati	19,965	22,377	25,263	12.0%	12.9%	2886
	12,981	14,898	17,247	14.8%	15.8%	2,349
	6,984	7,479	8,016	7.1%	7.2%	537
Paekakariki	1,671	1,731	1,602	3.6	-7.5%	-129
Rural Areas	2,856	3,333	3,639	16.8	9.2%	306
Kapiti Coast District	38,583	42,456	46,200	10.0%	8.8%	3744

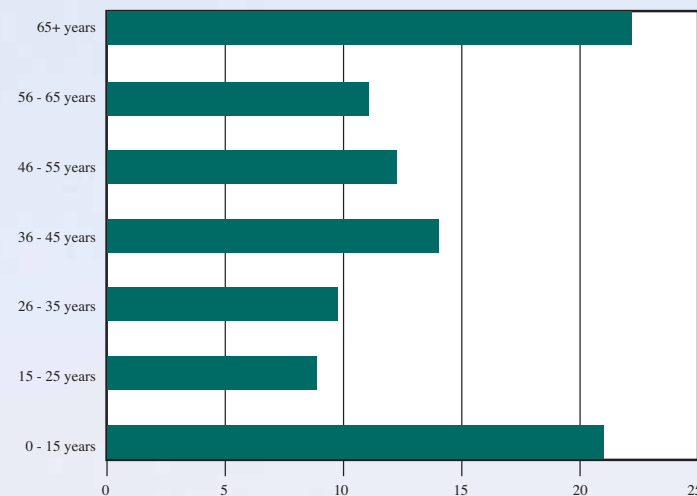
The greater part of the Kapiti Coast population is located within the main urban area consisting of Raumati, Paraparaumu and Waikanae. Ōtaki, the District's traditional rural town, is the next largest area of settlement, followed by Paekakariki village at the southern end of the District. Peka Peka Beach and Te Horo Beach comprise two small coastal settlements. The remainder of the population is found in the rural areas and small rural clusters such as at Te Horo.

Population and Household Structure

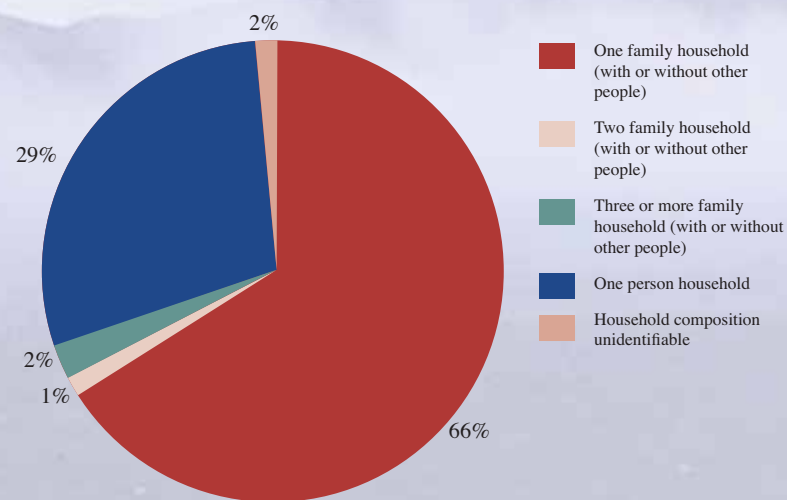
The Kapiti Coast population, like the wider regional population has two peaks of young and old population, with a relatively small proportion of people of working age. It also has a large proportion of people over sixty-five years of age. This is significant in terms of available workforce and issues such as demand for services e.g. health and access needs. Ōtaki and Waikanae have the largest proportion of people over 65 years.

There are also a large number of single person households (29%) on the Kapiti Coast.

Graph 2: Age Distribution – Kapiti Coast – 2001 Census

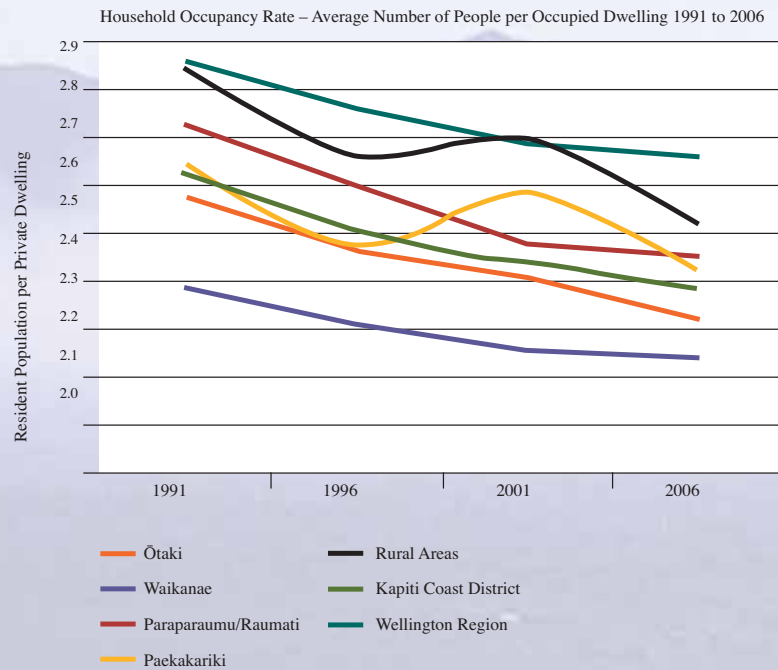


Graph 3: Household Composition for Private Occupied Dwellings

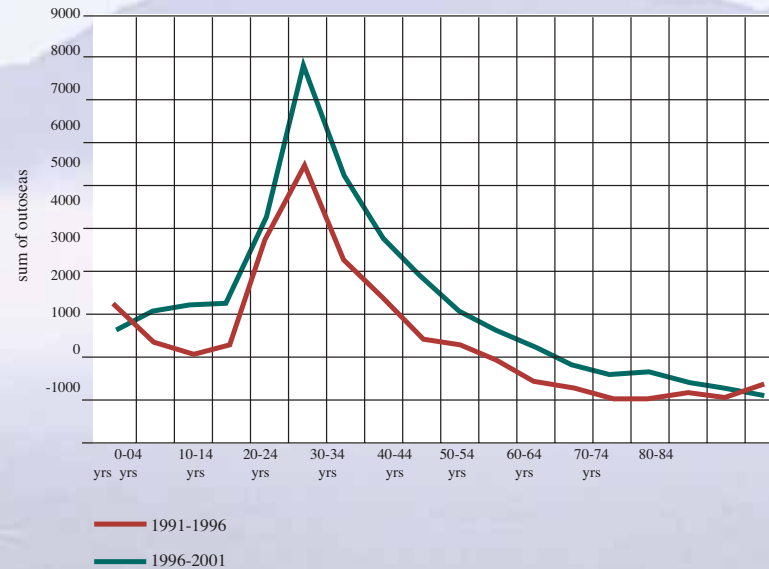


Household size is declining generally in New Zealand due to the ageing population, smaller families, lifestyle choice and relative affluence which allows some to choose to live on their own. Kapiti Coast has one of the lowest household sizes for the region, declining from 2.7 people per household in 1991 to just under 2.4 in 2006. Single person households comprised 27.4 % of total households in 2001 and 29% in 2006. Kapiti Coast and Wellington Region as a whole, experience a major out-migration of 20-35 year olds.

Graph 4: Number of Residents Per Household 1991-2006



Graph 5: Loss of 20-35 year age Group from Region



Ethnicity

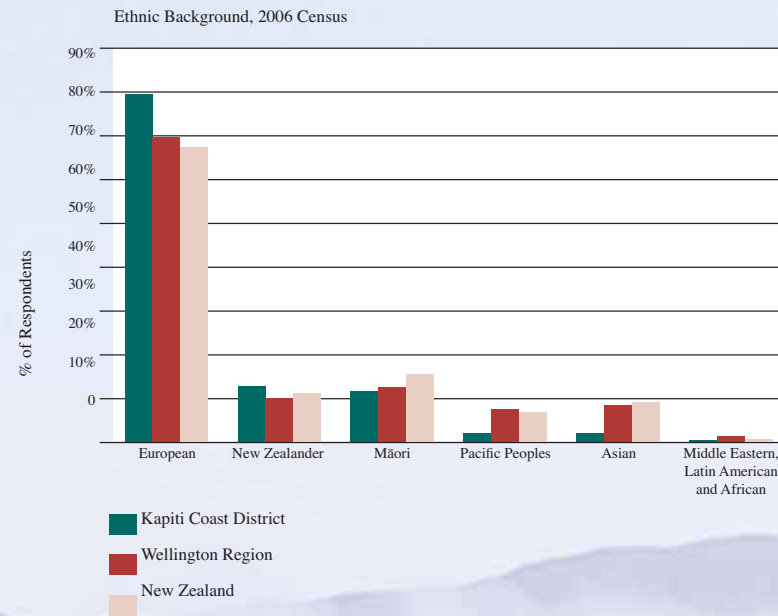
The ethnic breakdown is shown in Table 3. There are a small number of new migrants, reflecting their preference to date, of locating in Wellington City and Hutt City close to services and family. If Kapiti Coast is to build its local economy, the attraction of new migrants to the area will be important.

Household Income

Household income is a significant factor shaping the community, affordability of services, the importance of passenger transport and the expenditure on natural and built environment quality. This has an impact on private expenditure and also the capacity of the community to invest collectively. The Kapiti Coast community is characterised by a relatively large number of households receiving their income solely from benefits. Some of these households receive superannuation which may be supplemented in some way and many live in a freehold dwelling and do not have the direct cost of a mortgage or rent. Nonetheless, many households are on limited fixed income.

Personal income in the Kapiti Coast District tends to be lower than that in the Wellington Region, but is similar to the New Zealand average. A significant proportion of Kapiti Coast residents aged over 15 years have a personal income of between \$10,000 and \$30,000 (40%). This would reflect the higher than average numbers of residents on superannuation incomes. The following graph shows the comparison for personal income. Note: it does not show total household income.

Table 3: Ethnic Background

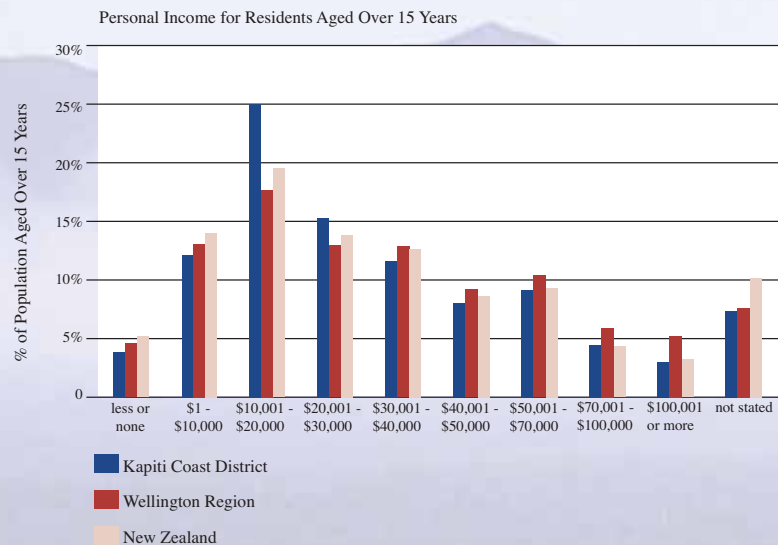


Population Projections

Table 1 sets out the projected population growth figures for Kapiti Coast over the next 20 years. The figures are the latest projections by Statistics New Zealand and have been tested as part of the Wellington Regional Strategy work and work on the Western Corridor Study. They are largely consistent with the previous projections undertaken for Kapiti Coast. The medium growth projections have been used consistently as the base for assessing impacts.

The Wellington Region derives much of its in-migration from elsewhere in the country, rather than directly from overseas. Wellington City and Kapiti Coast are main recipients of this in-migration. Porirua City, Hutt City and Upper Hutt City's population change is driven more by movements within the region.

Graph 7: Personal Income Distribution



It is expected Kapiti Coast will continue, along with Wellington City, to have a relatively high growth rate. It is expected this rate will slow and come more into line with the region as a whole, in the later part of the 20 year period. This slowing reflects the overall regional and national reduction in natural growth and increased uncertainties about immigration.

The detailed household projections have not been completed by Statistics New Zealand based on 2006 census figures. Table 2 below sets out the Statistics New Zealand projections from 2003. It is not expected that this will change significantly with any new projections.

		2001	2006	2011	2016	2021	2026	Total
SNZ 2005 project	High		48,900	53,100	57,200	61,300	65,300	21,700
Kapiti Coast District	Medium	43,600	47,700	50,500	53,200	55,800	58,200	14,600
	Low		46,400	47,900	49,200	50,300	51,300	7,700
SNZ 2003 project	Medium	42,447	46,996	49,931	52,814	55,688	56,844	14,397
KCDC 2003 project	Medium	42,486	46,891	49,816	52,485	54,972	57,410	14,924

Table 2: Population Projections for Kapiti Coast 2001 -2026

	2001	2006	2011	2016	2021	2026	Change
Kapiti Coast District	17,397	19,360	20,889	22,392	23,749	24,931	7,534

Table 3: Kapiti Coast - Projected Number of Households 2001 to 2026 under the Medium Projection Scenario

Part 2: District Form

This part of the District Development Strategy deals with ‘macro-form’. This is the defining framework which shapes the broad feel and structure of settlement across the whole District. More detailed urban structure is covered in Part Three. This part covers:

- **landforms, rivers and green corridors**
- **coast**
- **natural hazards**
- **urban development areas**
- **rural lands**
- **major transport and access linkages**
- **wāhi tapu, heritage and cultural sites**



2.1 Landforms, Landscapes and Green Corridors

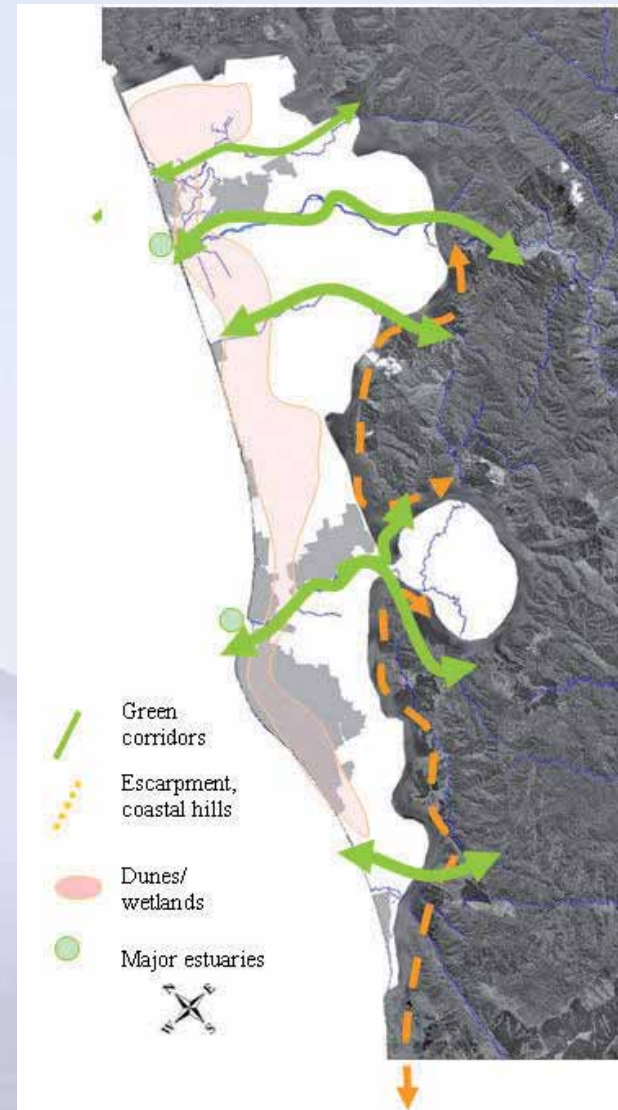
Policy 2.1 (a) The basic development form of the District will:

- be fundamentally shaped by the key landform elements of the District of dunes, inter-dune wetlands, rivers and streams, escarpment and coastal hills and remnant native forest and ecological sites;
- retain stream and river corridors, including stream and river mouths and estuaries as major features of any developed area;
- enable restoration of riparian vegetation to create corridors between the coast and the coastal hills;
- protect remaining coastal dunes within the existing urban areas;
- retain and protect coastal dunes and wetlands within the wider rural areas;
- protect the landscape values of the coastal hills and escarpment;
- retain and protect remnant stands of native forest.

Landforms and Corridors

The Kapiti Coast is defined by five very strong natural features:

- the coastal edge;
- a coastal plain made up of dunes and inter-dune wetlands and peat areas, in some case overlaid with river gravels, and with areas of remnant vegetation;
- the southern coastal escarpment and coastal hills rising sharply from the coastal plain;
- swift flowing rivers and streams, with remnant riparian vegetation and in some cases major estuaries;
- the bush clad Tararua and associated ranges.



Map 3: Major features shaping form

These are all highly valued by the community. Residents and ratepayers have consistently sought their protection and demanded that these features shape the form of any urban development. The character of areas that have been built around natural landforms, such as the dunes of Raumati South are valued.

These areas are intrinsically valuable to the community. For example, people want the Waikanae River to be a healthy natural system as an end in itself, as well as a place that contributes to the beauty of the Waikanae and Paraparaumu areas.

The community sees the form of development being fundamentally shaped by natural features, rather than simply taking account of individual effects on these features and systems. These natural features are the framework around which urban form and development are built. It is a vision where development is either located away from sensitive features, where the intensity of development is minimised, or where restoration and enhancement of features (such as stream corridors and wetlands) are actively designed into a development.

This strategy reaffirms what has been a consistent strategic and regulatory approach for the last fifteen years. The September 1992 strategic planning document identified for example, that the Waikanae River margins should be carefully managed as a “buffer corridor” between the main urban areas of Paraparaumu and Waikanae. Public resources were to be expended, especially around the estuary. This was recognised in the 1999 District Plan which also provides for recognition of significant landscapes, including protecting the coastal escarpment and coastal hills.

This was reinforced in the April 2000 strategic vision document’s urban growth principles that residential development should not adversely affect significant environmental features and that there should be retention of greenbelt areas. The Council also adopted a list of categories that would be considered when rezoning of land including greenbelts, reserves and significant ecological or natural areas. These views were reaffirmed in the 2003/04 community visioning exercise known as *Kapiti Coast: Choosing Futures – Community Outcomes*.

Policy 2.1 (b) The landscapes within which the District settlements exist will be a major context for managing development and change. This framework of landscape incorporates:

- places and landforms that embody ancestors and whakapapa and are tapu for tāngata whenua;
- considerations of natural beauty and character;
- the concept of sustainable landscapes where biodiversity, renewable energy and food production are essential elements.



Sustainable Landscape

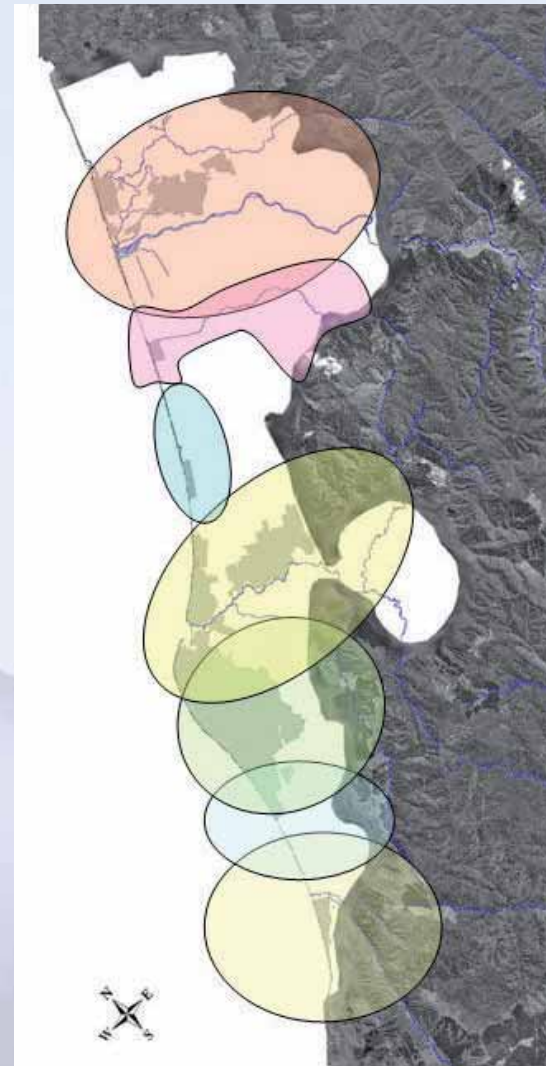
The approach to landscape inherited from the European cultural tradition of the last 200 years has tended to approach them as places of visual beauty, for contemplation and a sense of improvement.

Undoubtedly such special areas exist within the District and require protection but the simple focus on purely visual values has been questioned in recent years with key issues arising around:

- biodiversity - an attractive area may also be an ecological failure and at risk;
- energy - a sustainable landscape is one that can produce renewable energy without harm to the local or wider environment;
- food productivity – some landscapes are also important for the production of foods. That production process will create a changing landscape and provided that the production process is in itself sustainable, it is acceptable.

In addition there are particular landscapes and landforms that are especially tapu.

The relative weighting of these factors against traditional concepts of beauty will always be subject to discussion and will need to be debated case by case. However, this strategy will take a broader view of landscape within a sustainable development framework, as a point of departure for debate and analysis.



Map 4: Broad 'Landscape Context' for Main Settlements

2.2 Natural Hazards

Policy 2.2 (a) The location and intensity of any new settlement will continue to be significantly shaped by the location and level of risk associated with:

- flood return periods and groundwater ponding;
- risks associated with coastal erosion, sea level rise and storm surges;
- risks exacerbated by the effects of climate change;
- earthquake faultlines.

The Kapiti Coast District faces significant natural hazards. The coastal plain is vulnerable to flooding from the main rivers and also from localised flooding and ponding from the smaller streams. The swift flowing systems from the hills flow out across the very low lying coastal plain where fall is minimal.

The District is also subject to natural coastal erosion and accretion processes which are exacerbated in some areas where coastal walls and structures have been built. Erosion at the ends of these structures tends to be intensified and depending on the length of the wall, a more general modification of natural processes along the coast can occur.



Work on identifying climate change risks has been underway since mid 2005 and it is evident the District faces:

- increased intensity and frequency of both annual rainfall and heavy rainfall events;
- likely impacts on flood return periods and also on groundwater as natural storage is compromised;
- larger increase in the risk of ponding;
- a 0.5 metre sea level rise by 2080;
- increased impacts of storm surges;
- some increased coastal erosion risk.

These climate change impacts are being quantified in parallel with improved quantification of current erosion and accretion processes. A number of earthquake fault-lines lie across the District.

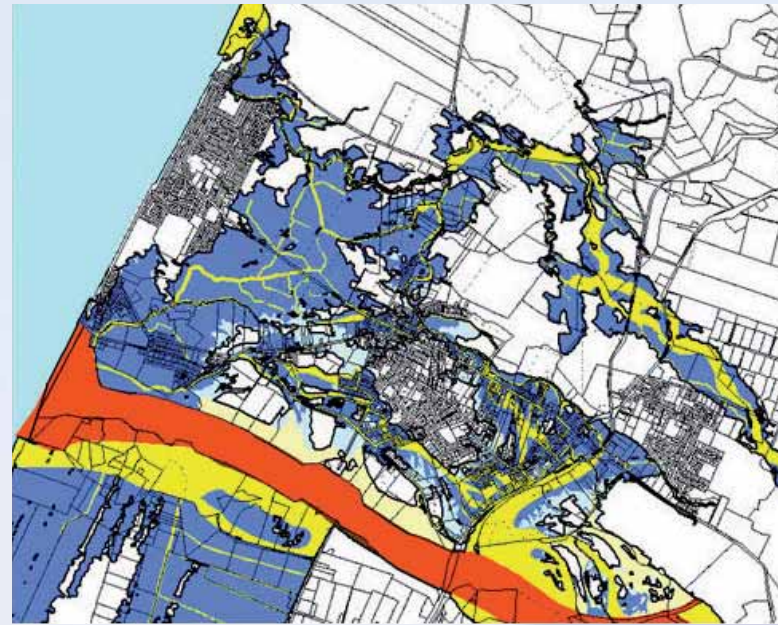


Flooding

The following approach is currently being taken with flood management within the urban areas of the District:

- identification of flooding risk areas in the District Plan (various categories) with requirements for the location and design of subdivisions and buildings;
- setting of freeboard standards for residential buildings based on 1:100 year flood. The Building Act does not require such protection for commercial buildings and the Council does not set associated standards. The Council takes a precautionary approach, factoring in climate change impacts on the extent of freeboard needed;
- a requirement that any new development provide for management of increased stormwater flows and peaks (as a result of the development) on-site (hydraulic neutrality). Any base flow prior to development is sent into the network system. On-site management usually involves on-site storage in some form to slow the impacts into the wider system. Limits on development from a stormwater management point of view are set by the economics of investing in storage and protection of residential buildings;
- a development contribution for network capacity where the impacts of development cannot be managed on-site. This is rare given the on-site focus;
- provision of network infrastructure and open-water course maintenance.

The Greater Wellington Regional Council is responsible for river flood management at Waikanae and Ōtaki Rivers, the Mangapouri, the Waitohu and Mangaone.



Map 5: Example of Flood Hazard Mapping – Ōtaki

Note: on completion of Chrystalls Bend this profile will change.

Coastal Hazards

The current approach adopted by the Council is as follows:

- restriction of new structures or intensification of settlement within a coastal hazard setback line along the coast;
- maintenance of seawalls constructed to protect public roads and avoidance of construction of other seawalls or works to protect settlements;
- restrictions on further extension of the urban area and low density rural residential, into the undeveloped coastal 'zone' is seen as an unacceptable risk (see next section).

The extent of the coastal hazard is currently being reviewed. The setback lines will be reviewed once this stage is completed.

Setbacks and coastal hazard

To be developed as a result of coastal hazard identification work and further community consultation – due for completion 2007/2008. Refer to the Coastal Management Strategy.

Earthquake Fault Lines

The District Plan contains identified fault lines. Development on and adjacent to these areas, is managed through the resource consent process. A review is underway of the location of fault lines, along with a refinement of District Plan rules to take account of level of risk and nature of the buildings to be constructed.



2.3 The Coast

This section records the broad development management framework only. The more detailed Coastal Strategy deals with issues such as access, recreation, restoration, and detailed management of hazards.

This community vision expressed in previous strategic documents and consultation processes emphasised limitation of urban expansion along the coastal environment and management of any other forms of settlement to protect natural systems and natural character. This vision is central to the valued Kapiti lifestyle and requires careful management of development erosion pressures exacerbated by development. This vision has been reaffirmed in *Kapiti Coast: Choosing Futures – Community Outcomes*.

Policy 2.3 (a) New urban development (such as is found in Waikanae, Peka Peka and Te Horo Beach) will not occur along the remaining undeveloped coastal edge, associated back dunes and inter-dune wetland areas, except on land currently zoned (2006) as residential.

The nature and density of new rural lifestyle development (if any) will be managed in a way that:

- protects and maintains natural systems and landforms;
- ensures cumulative impacts of such settlement does not cross a threshold such that the natural character is lost and the primary character becomes one of a very low density built environment.

The coastal edge, associated back dunes and inter-dune peat and wetland areas is a fragile and complex system. The key issues are:

- coastal hazards and erosion – either from impacts on coastal vegetation or from introduction of hard structures;
- loss of ecosystem diversity, particularly wetlands;
- impacts of development on back dune freshwater systems and estuaries;
- consequent loss of shellfish resources sustained by freshwater springs on the coastal edge. This and the loss of wetlands are a particular issue for tāngata whenua;
- impacts on the valued natural character (including wilderness feel of undeveloped areas) and amenity of these areas. The natural character of the coastal environment, particularly north of Peka Peka, is highly valued by the community, culturally and socially;
- impacts on indigenous coastal and estuarine bird species from cat predation as a result of development near ecologically sensitive areas, for example, Waikanae Estuary;
- vulnerability to climate change.

While some of these effects are the result of farming practices, they are also associated with residential and lifestyle block development.

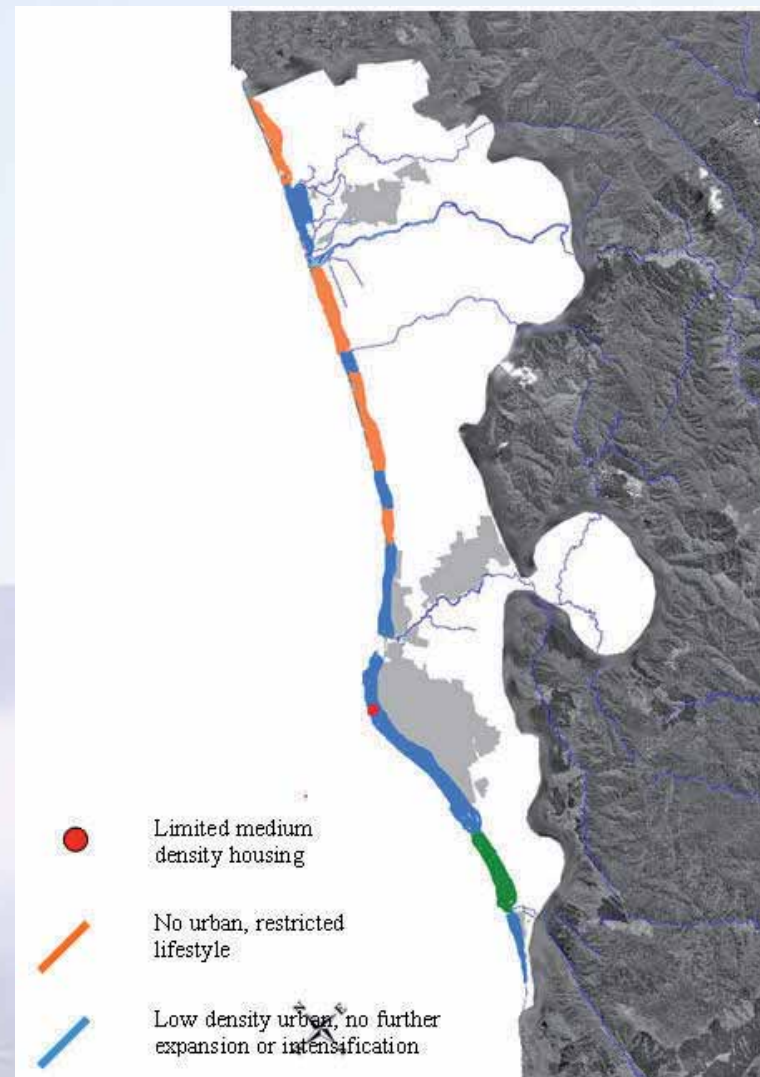
Alteration of character cannot be mitigated simply through mechanisms to protect landforms around developments. It is affected by the density of development and cumulative impacts of built form in a natural environment. There is a tipping point for irreversible change which the community wishes to see closely managed.

For many years, the expansion of urban development (such as the low density suburbs found in Waikanae and Paraparaumu), has been restricted along the coast. Continued extension of urban development along the coast has been identified as placing unnecessary and unacceptable pressure on infrastructure, increasing energy use and making inefficient use of the existing land resource identified for urban development. Urban development such as that found at Waikanae Beach or further south, has profoundly changed the nature of the coast and its further extension north is not supported by the wider community.

The strategy reinforces the current policies and regulatory framework in the District Plan.

Policy 2.3 (b) Low density rural lifestyle development will only be possible in the coastal environment where there are:

- strict controls on siting of buildings;
- clustering of development with associated large balance lots to retain open space rural character of the coastal environment;
- environmental enhancement to minimise impacts.



Map 6: Indicative Approach to Settlement on the Coastal Area

Low density rural lifestyle development has been possible, with strict controls on location on the coastal edge and a requirement to cluster development to minimise impacts.

Given the availability of land for urban settlement and the proximity of the existing urban areas to the coast, anticipated population pressures including intensive lifestyle block development do not need to be accommodated by expansion into coastal areas. New population will be accommodated within existing urban environments within specified urban development areas (see below). Nor should rural lifestyle development significantly change the character of the coastal environment. Rural lifestyle development will be strictly controlled and managed. This is not a new policy and reflects the long standing approach to management of rural lifestyle development.

Policy 2.3 (c) Intensification of current urban residential, commercial and industrial activities along the coastal edge within the existing urban areas will only be possible at Paraparaumu Beach within specified areas.

The current national demand for urban coastal residences means there will be continued pressure on this part of the coast.

Since 1995, there has been a relatively stringent control on intensification of residential activities along the coastal edge within existing urban areas. This has been driven partly by the desire to protect the valued low density urban character of the Kapiti Coast. This continues to be a major theme with strong community opposition to the loss of the low key character. This Development Management Strategy reaffirms the importance and value of this local density and character and the need to limit impacts.

Coastal hazard and erosion risks and the anticipated increase in those risks as a result of climate change are now a pre-eminent issue. Kapiti Coast is vulnerable and the potential costs of managing the cumulative effects of past development have been too high to risk further exacerbation. The only place identified to date where intensification can be justified is at Paraparaumu Beach Town Centre, where such intensification supports the viability of the centre and the use of public transport. Nonetheless even in this area, there is a need to take full account of all risks associated with climate change, groundwater and flood issues. (See Section 3.2 for further discussion of the centres component of the strategy and the management of urban densities).

The final thresholds for regulating settlement and development pressures and the typologies for settlement along the coastal area are set via the District Plan. These typologies and the current approach will be reviewed.



2.4 Urban Development Areas

Policy 2.4 (a) Urban development will occur within a broad 'consolidation framework' consisting of:

- existing zoned residential, industrial, commercial and centres land;
- specified future urban development areas shown on Map 9, provided that these areas are developed under a structure plan approach, can ensure good access to services and an adherence to sustainable development/urban form principles;
- the concept of an 'urban edge' at Waikanae, limiting urban type development north of that edge;
- no further expansion of the coastal village areas of Peka Peka and Te Horo Beach, subject to some flexibility of the 2006 residential zone boundaries to provide for a suitable urban/rural interface, provided that there is environmental or community benefit as a result and it is at a scale or form that does not create or facilitate expectations of further continuous incremental edge expansion of the coastal village and does not force change to existing infrastructure arrangements.

The Kapiti Coast has experienced significant population growth (both natural and in-migration) over the last fifty years. The rate of growth is projected to slow over the next twenty years but there will continue to be pressure for development for some time. Over the last fifteen years, there has been a conscious philosophy of managing the expansion of the urban area at the periphery, particularly north of Waikanae. This strategic statement reaffirms this approach but places it within an explicit consolidation framework.

A Consolidation Framework

Urban sprawl or the undifferentiated expansion of low density suburbs into rural land, with minimal services, poor connectivity and pressure to extend urban public health infrastructure, has often been criticised as an inefficient and expensive form of urban development. Often passenger transport services are limited and the reliance on private vehicles high. To this has been added the increasing concern about energy costs, reliance on fossil fuels and effects, and the social costs of isolation and poor access.

An alternative consolidation framework suggests the following:

- constraint on continuous outward urban expansion, to ensure efficient use of land and infrastructure;
- an increased emphasis on connectivity within and between suburbs and communities;
- a focus on local centres to improve their effectiveness and viability as employment centres, and to support public transport.



In terms of the issue of urban expansion, Kapiti Coast has previously pursued policies which, while not necessarily termed consolidation, exhibit many of the characteristics. These include:

- a pulling back on the area identified for future urban growth north of Waikanae identified in 1968 by the Horowhenua County Council;
- focusing on residential growth in the existing Raumati, Paraparaumu and Waikanae areas, with Paekakariki retained as a unique local village centre;
- a policy of no further expansion of the beach communities at Peka Peka and Te Horo Beach, with some flexibility to make adjustments at the edge of these areas;
- the rural area north of Otaihanga and adjacent to State Highway 1 to retain its present rural setting, partly to support the green belt concept.

This strategic approach established in 1992 and given regulatory strength in the 1999 District Plan, has stood the community in good stead, in terms of managing the broad impacts on urban development within the District. It is now coupled with an increasing emphasis on the quality and shape of development within these broad urban areas.

The concept of consolidation has been focused on the limitation of northward spread, the limitation of development on the coastal hills and escarpment, and managing impacts of rural residential or lifestyle living on the rural and coastal areas. Greenfields development has occurred primarily within and around the Paraparaumu area. There have been some developments within the rural area east of State Highway 1 but this is less likely to occur in the future.

However, with these available lands within the broad urban area of Paraparaumu, Raumati and Waikanae approaching ‘capacity’, there is a need for a further iteration of this consolidation framework to provide further guidance for the next few decades.



Refining the Consolidation Framework

There is a tendency in some debates about urban sprawl and consolidation, to advance a critique that suggests that relatively low density suburbs, whatever their configuration, are unacceptable. Sometimes it is argued that densities should be increased across the board. This argument is not accepted for Kapiti Coast.

Low density suburbs provide an excellent quality of life, provided the problems of isolation, reliance on private vehicles and access to services can be solved. Low density suburbs do not necessarily mean urban sprawl, provided there are parallel policies of intensification around nodes, a focus on a range of housing choices for different household needs etc. These are part of the Council's strategy and are discussed later.

However, while the low density suburb needs to be protected and maintained as an essential aspect of the character and form of the Kapiti Coast, this does not mean unlimited expansion to the north. In 2000, Kapiti Coast District Council grappled with the issue of providing for areas of future urban growth, once the areas within the broad Paraparaumu and Waikanae area were at capacity. The then Council adopted more of a demand-led approach and identified potential future growth areas, outside the main urban area and Ōtaki.

Since that time, the *Kapiti Coast: Choosing Futures* process has highlighted the following:

- community concern that future growth, when it occurs, benefits existing communities;
- a desire to make better use of the existing infrastructure capacity and zoned residential land in Ōtaki, in a way that maintains local character and creates employment opportunities for the community;
- that the nature and timing of any land release for greenfields sites, fits the wider community vision;
- that the productive potential of the rural area is maintained (see Section 2.5).



In response to these concerns and to reinforce the strategic vision of 1992 and 1999, the Council has adopted the following:

- the removal of a number of ‘future urban growth areas’ identified in 2000 and a re-focus on Ōtaki town as a community that can benefit from development, provided it is consistent with local character;
- retention of a Waikanae North future urban growth area, provided it is developed within an explicit sustainable urban form framework;
- introduction of an explicit ‘urban edge concept’ on the northern edge of the above future urban growth areas, that indicates a clear policy of limits to northwards and eastwards expansion of the Paraparaumu/ Waikanae urban area. The precise location and nature of this urban edge will be developed during 2006.
- a reaffirmation of no further expansion of the Peka Peka and Te Horo Beach settlements;
- continued recognition of Paekakariki as a unique village, with very limited capacity for expansion of the residential area.
- A continued emphasis on internal connectivity (such as Western Link Road), to support access to local centres.

The strategy is not demand-led but this broad configuration of urban areas is capable of accommodating the anticipated residential growth over the next twenty years. The approach is intended to provide certainty about the community’s urban expansion and to remove any ambiguity that might exist about future urban growth areas and their fit with wider policies.

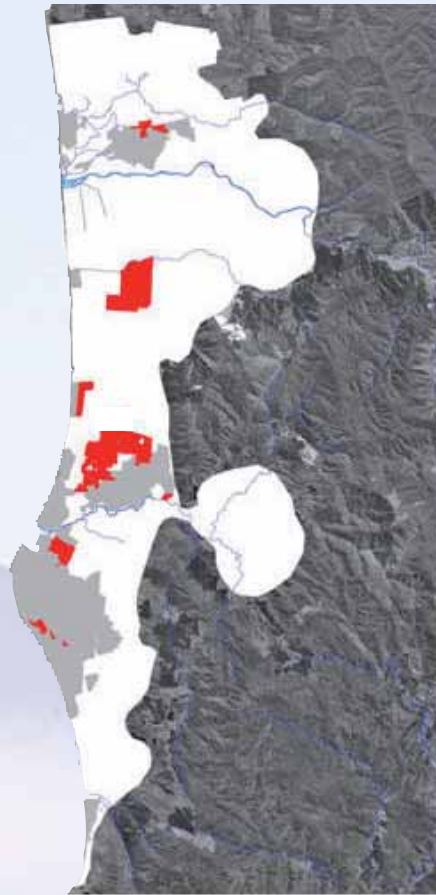
There is a clear intent to consolidate growth, to make efficient use of infrastructure and to limit any pressures for sprawl to the north, to reduce energy use and transport inefficiencies, while protecting the concept of the low-density urban environment, in conjunction with targeted intensification.

Management of growth pressures at the edge of the existing coastal villages is especially important as this can create future expectations of incremental expansion. Minor modifications of the existing 2006 edge, where environmental benefit can be proven and where no expectation of future growth and expansion is created may be possible in very limited circumstances. This does not relate to rural residential/rural lifestyle development management which is dealt with elsewhere.



Map 7: Potential New Urban Development Areas – 2000 Strategy

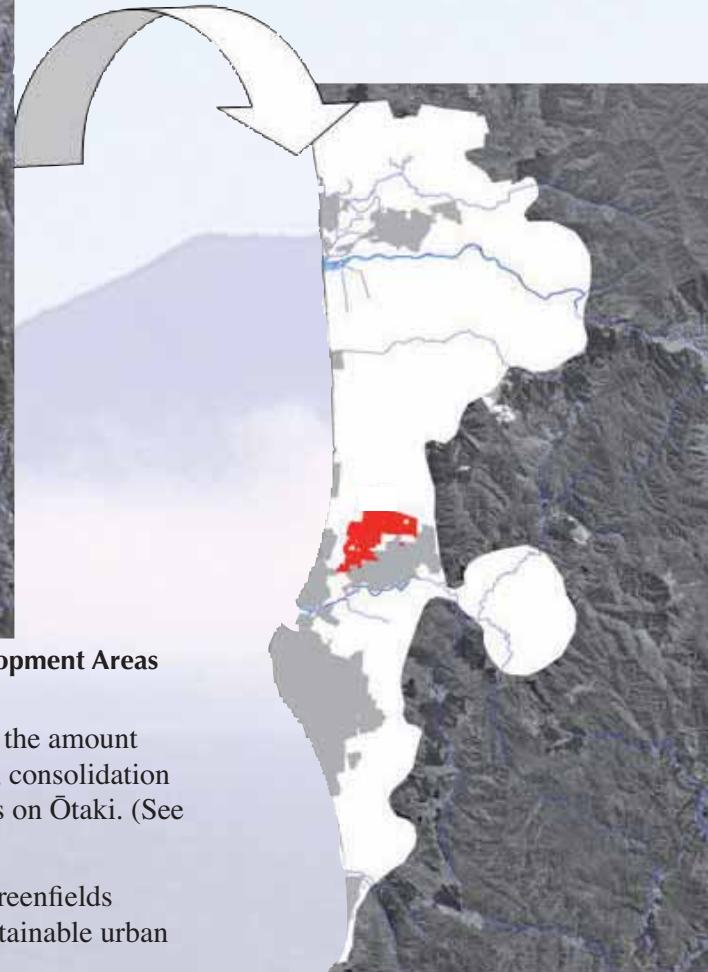
This 1999-2000 map identifies potential future urban growth areas. There is a major focus on Te Horo as a ‘new town’ concept. Waikanae North remains the major future urban growth area. Smaller areas of development on the edge of the existing urban areas are included for potential development.



Map 9: Potential New Urban Development Areas – 2006 Strategy

This strategy suggests a pull back on the amount of potential greenfields development, consolidation within existing areas and a new focus on Ōtaki. (See above).

Waikanae North remains the major greenfields development area but with a new sustainable urban form framework (See above)



The table below identifies the amount of currently zoned residential land available for future residential development and the number of households that would be provided for under this scenario.

The projected available land will accommodate around 7,180 households over the next twenty or so years. The calculations are very conservative. While approximately 7,500 households are projected, the conservative nature of assumptions about land availability means an assessment of adequate availability is justified.

Main Urban Areas	Existing Zoned Residential Areas				Possible Re-zonings	Total
	Current Residential	Chrystalls Bend	Apartments	Medium Density Housing		
Otaki	792	480			50	1322
Waikanae	985			100	2000	3085
Paraparaumu Central	587		50	100		737
Paraparaumu Beach	268		100	100		468
Raumati	322		50		400	772
Total	2,954	480	200	300	2450	6,384
Minor Urban Areas						
Te Horo Beach	40					40
Peka Peka	91					91
Otaihanga	40					40
Paekakariki	6					6
Total	177					177
Rural	619					619
District Totals	3750	480	200	300	2450	7,180

Waikanae North and the Urban Edge

Policy 2.4 (b) The Waikanae North area as broadly delineated in the future urban growth areas will be developed:

- according to the principles of the *Waikanae North Local Outcomes* statement;
- within a northern urban edge concept.

Best practice sustainable urban form and urban design principles will be applied to any development.

Waikanae North area is the last major ‘greenfields’ urban development area on the Kapiti Coast. It has the capacity to accommodate a significant portion of any new population. The *Kapiti Coast: Choosing Futures* process clearly identified that any new development must show best practice, be in keeping with local character and landforms and clearly benefit the existing community.

This is reflected in the *Local Outcomes* statement which has been developed in partnership with local landowners and community and reflects a commitment to a new approach to urban development. This approach will underpin all development management decisions in this area.

Map 10: Historical Refinement of the ‘Urban Edge’ at Waikanae North



1980 District Plan Effective Edge



1999 District Plan – Operative



2001 Potential Urban Growth Area



2006 Waikanae North Local Outcomes Statement Urban edge concept

Ōtaki

Policy 2.4 (c) Future development in Ōtaki will be managed in a way that:

- consolidates such development primarily within existing residential, commercial and industrial zoned land;
- makes effective use of existing infrastructure capacity and does not demand unnecessary geographic extension of that infrastructure;
- supports community aspirations around improvement to existing centres and for local employment;
- avoids unnecessary loss of productive soils around the township;
- protects valued character, including low density residential areas, Ōtaki Beach and cultural heritage;
- is staged to fit with local stormwater capacity upgrades.

The strategy for Ōtaki is one of consolidation within the existing township (in all its parts). Significant greenfields development is not envisaged and is unnecessary, given the availability of currently zoned land and population projections for the District. The construction of the Chrystalls Bend stopbank extension will make development on existing available land easier although there are still significant stormwater network capacity issues within the town. The staging and designing of development will have to take these issues into account.

The community has also clearly signalled a desire to retain the relatively low density character of existing sections, the low-rise

low-density character at Ōtaki Beach and the more traditional design of streets and residential areas. There is a willingness to explore some intensification around some nodes and centres but this requires considerably more exploration with the community before it might be considered formally.

The Greater Ōtaki Project has produced a detailed Local Outcomes statement, for Ōtaki and the wider area, The Greater Ōtaki Vision. Reference to this is included in the Strategy.



2.5 Rural Lands

Policy 2.5 (a) Sustainable development will be managed within the rural areas of the District in a way that protects and maintains the life supporting and productive capacity of those lands. Provision for the maintenance of the productive capacity of the high quality soils, for landscape and rural lifestyle activities and opportunities will occur within this framework.

A significant area of Kapiti Coast is rural in nature, with a backdrop of the Tararua Ranges. Horticulture has been a traditional focus for the Te Horo, Ōtaki and Hautere areas, along with dairying and pastoral farming. There is a significant resource of high quality soils in these areas.

The report concluded:

*'There is significant potential for economic growth of the [rural] productive sector within the northern region of the Kapiti Coast District... Horticulture shows the largest scope ... Nonetheless, there is 'stretch' still available in the existing land-use mix, which includes dairying, other pastoral and horticultural activities. Water does not appear to be a limiting factor for horticultural development, although some tactical irrigation might be needed'*⁴

The report identified that if the current 672 ha (2005) in horticultural activity was increased by 50% (not the full potential) there would be an estimated additional \$9.3m in revenue to the region, with 135 new jobs created. At present, the area generates about \$36m and employs 446 full time equivalents.

⁴ Sustainable Land Use Research Institute: A Study Of Rural Productivity potential in the Ōtaki Area, 2005

It is important to note that while that potential is enhanced by the good quality soils being able to produce a wider range of crops more easily, this estimate for growth lies across a much wider range of soils. Further potential exists in the remaining rural areas outside the study area although these areas do not have the higher quality soils of the Hautere and Te Horo.



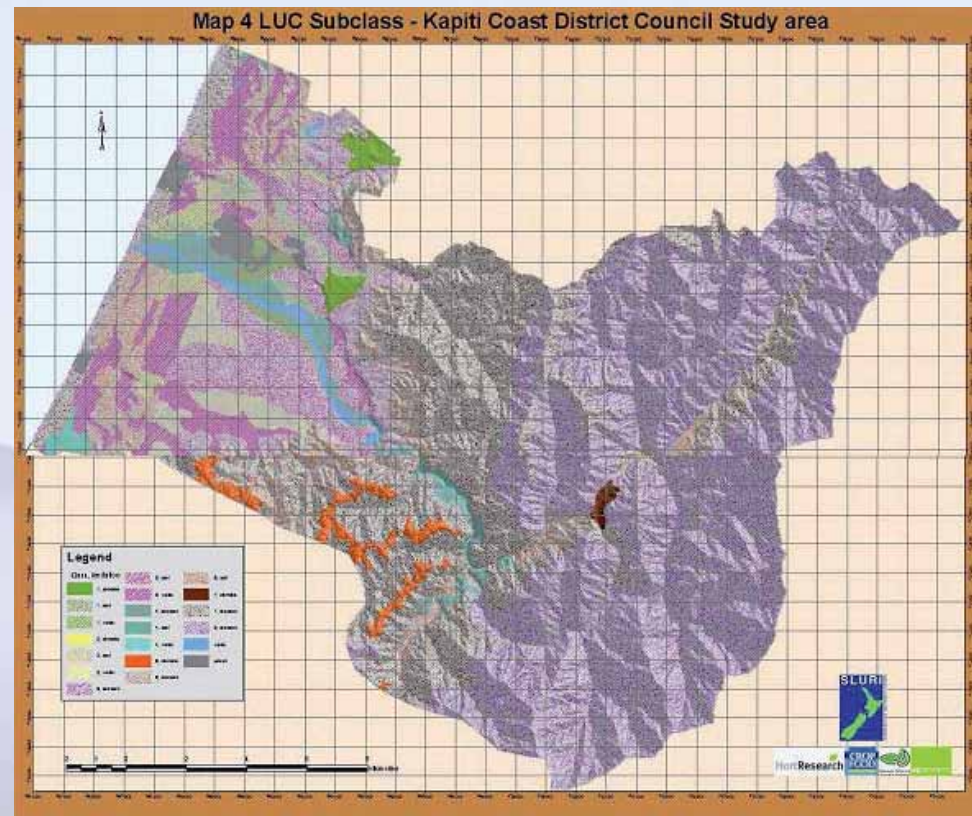
The primary reasons for focusing on productive potential are:

- the rising cost of oil and transport costs and impacts on food production. The proximity of the Ōtaki area to Wellington population is a strength for the future;
- sustaining natural wealth of the area to ensure future choices. The northern rural areas, along with parts of the Wairarapa, are the only two areas in the Wellington region with quality natural resources for food production. These assets will become increasingly important for the District and the regional communities, north and south.

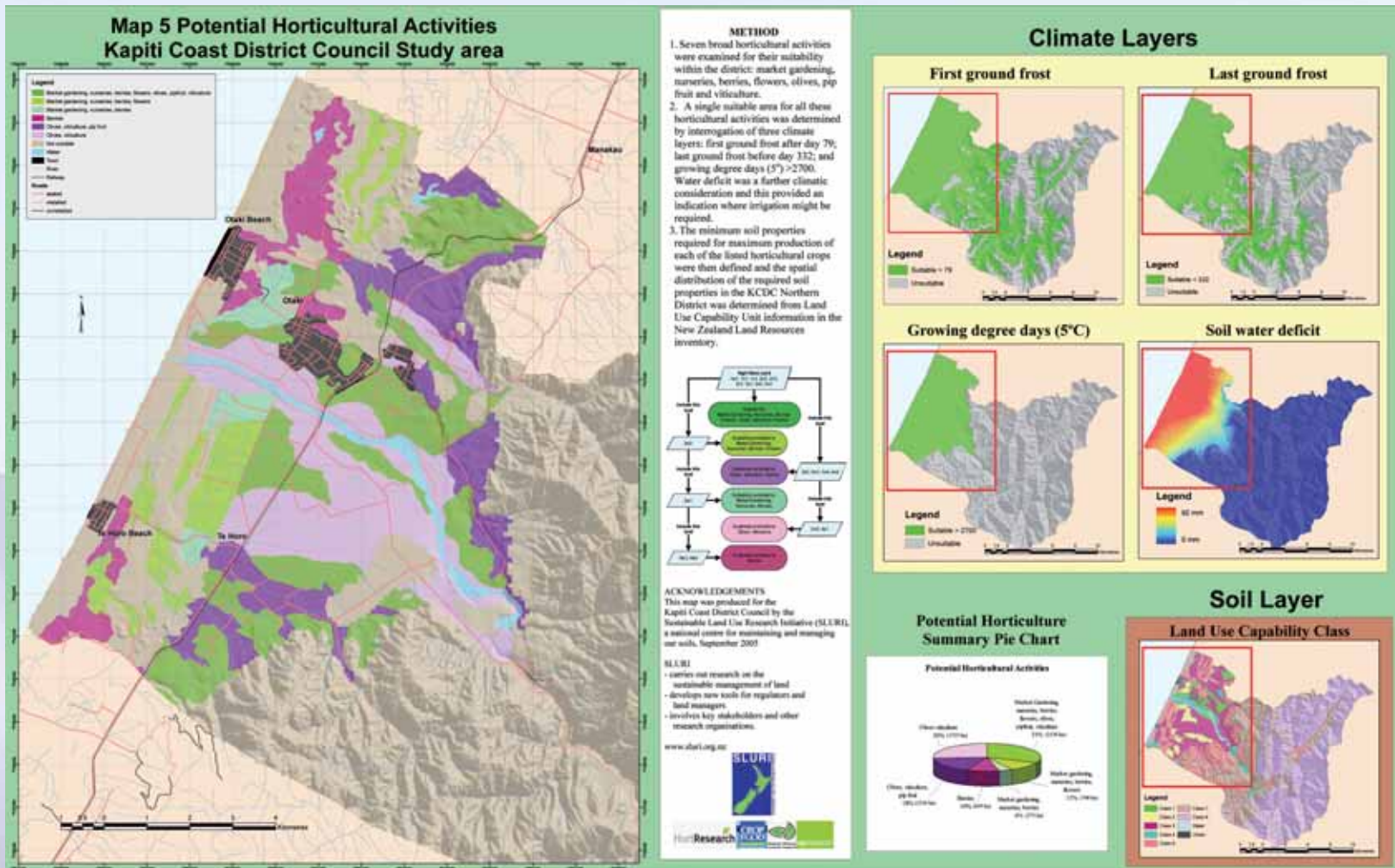
A central principle of sustainable development is the retention of basic natural capacities (such as water and soils) to support life, employment and the local economy. A second principle is that resilience and adaptability of any place or system should be increased. This is especially important in a situation where communities will need to adapt to both rising fuel costs and climate change impacts. These global risks put the question of resilience and adaptability to the forefront.

A question often asked is whether there is a subdivision/ lot size threshold or tipping point that ultimately takes an area with productive potential out of production. This is not just an issue of whether houses are built on land but also the transaction costs of trying to operate across land parcels.

The effect of changing land uses is also important. Reverse sensitivity issues have been a problem in the rural areas for some years. People wish to live in the rural area on rural lifestyle blocks but are not happy with the noise and activity generated by rural activities. They often have a misconception that a rural area is a quiet place.



Map 11 (a): Land Classes Greater Ōtaki Project – Rural Area



Map 11 (b): Final Productive Capacity Greater Ōtaki Project – Rural Area

Strategic Response

Kapiti Coast District Council has long had a policy of acknowledging the need to protect good quality soils. In the 1992 *Kapiti Coast: A Strategy for the Future* it adopted the approach of requiring rural subdivision to take account of the soils and their sustainable use. In the 1999 District Plan, there was an explicit move away from the idea of subdivision based around concepts of economic units, which had the effect of allowing more intensive rural residential settlement on the areas most suitable for horticulture. This has led to a greater focus on the need to protect productive soils and key landscapes. Minimum lot sizes in rural areas were pulled back.

This has had the effect of allowing rural lifestyle opportunities while maintaining lot sizes at a level that retains a level of flexibility and adaptability for areas to move in and out of rural productive use, without crossing that threshold or tipping point. The regulatory framework for lot sizes appears to work well but there may be adjustments worth exploring. This is work that needs to occur as part of the District Plan review and it is not the place of the District Development Strategy to address this level of detail.

In terms of reverse sensitivity issues, this strategy provides a clear unambiguous statement about the pre-eminent role of the rural area.

The rural area is a place where productive activities associated with the land and its natural resources occur. People can live in and enjoy the resulting amenity and landscapes within

this framework. This does not preclude any type of activity, including residential lifestyle living, and it does not prescribe solutions, including any particular approach to lot sizes or location of activities. This statement makes clear that anyone choosing to live in the rural area does so in the context of the activities and effects generated by production from the land. It sets a strategic framework for development management in the rural area and will help shape responses (including regulatory responses) in situations where there may be conflicting activities and effects of activities.

The detail of settlement form and densities and how effects and reverse sensitivity issues should be managed, will be developed via District Plan review and review of any associated bylaws.



2.6 Major Transport Systems and Access Linkages

Policy 2.6 (a) The Kapiti Coast District's transport and access network will be developed in a way that:

- increases the connectivity of communities;
- reduces use of fossil fuels as an energy source and as a consequent source of greenhouse gases;
- increases the range of transport mode choices;
- provides alternatives to reliance on the State Highway as a means of internal district access;
- recognises and provides, where possible, for improved and safe access for people with disabilities, older people and children;
- improves access to services, the District centres and to recreation areas, provided that the latter is consistent with natural character and wider environmental goals;
- delivers a quality of design and a network that recognises and respects the character and qualities of local areas;
- is integrated across nodes of travel.

This statement sets out the broad approach that will be taken by the Council when addressing transport and access issues in the District. Transport and access decisions will be integrated with the needs and character of surrounding communities and will also pursue solutions that bring a positive shift away from simple reliance on private vehicle use. In the process, the Council hopes to reduce impacts on communities, contribute to reducing household transport costs and to reduce adverse effects on the environment, including the long term effects of climate change.



The nature and quality of the transport and access system have a huge impact on the sustainable development of any community. The Kapiti Coast has a number of features which actively contribute to sustainable development but also has a number of characteristics which need to be overcome if it is to be achieved.

The main advantages are:

- a generally flat topography which encourages walking and cycle use;
- a community that is passionate about the development of walkways, cycleways and bridleways, along with generally willing landowners who are prepared to discuss ideas and solutions;
- access to rail services for the southern communities (see below for problems);
- good suburban street connectivity in older subdivisions (not only vehicle connections).

The main problems are:

- no access for Waikanae and Ōtaki to the suburban passenger rail service;
- no road access between Raumati, Paraparaumu and Waikanae and north or south except by the State Highway;
- safety issues on the State Highway;
- reliability issues for the State Highway along the full western corridor route;
- the location of the main centres on the State Highway making them vulnerable to design and planning decisions.

Fundamental to Kapiti Coast District Council's position is that transport solutions must take a sustainable development approach. Sustainable economic growth is seen as a key factor for the future of the District and the Region, and the Council supports transport investment which enhances such sustainable growth. The Council strongly supports the development of passenger transport nodes as perhaps the most important long term investment that can be made in the corridor for the region. It considers extension of the passenger rail system as the most pressing, with supporting bus, pedestrian and cycling access.



Passenger Transport Services

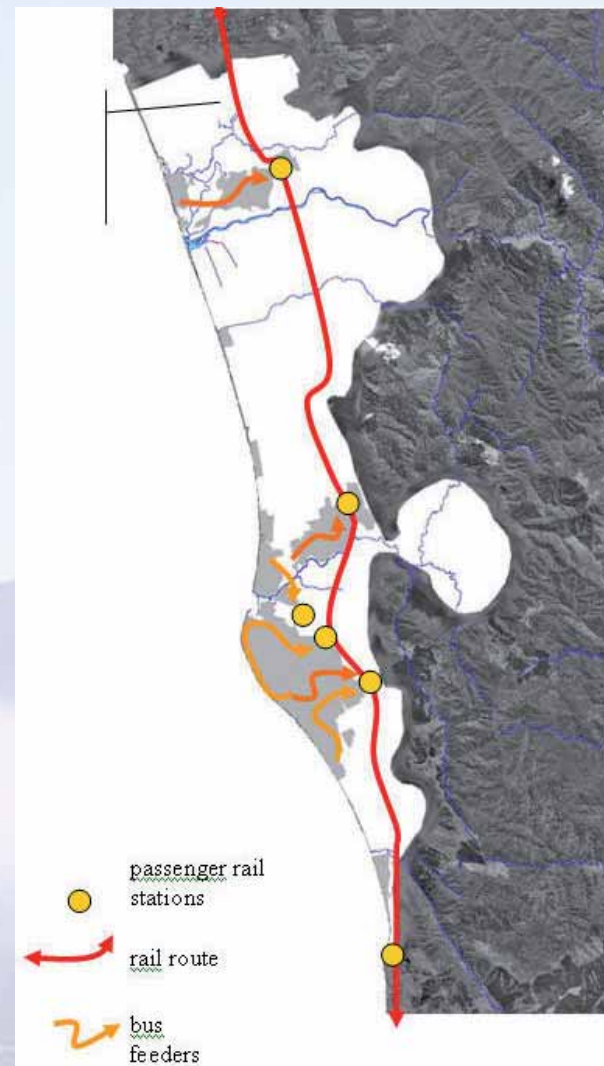
Policy 2.6 (b) All major communities of Paekakariki, Raumati, Paraparaumu, Waikanae and Ōtaki should have access to passenger rail services, supported by feeder bus services and some districtwide services. Rural communities should have access where possible. The Kapiti Coast District Council will continue to advocate for affordable, extensive, regular passenger transport service and plan its main centres in a way that supports an effective passenger train and bus service to all communities.

Access to and extension of the passenger rail service is seen by all Kapiti Coast communities as essential to any vision for a sustainable future. This has three aspects:

- reduction of the current reliance on private vehicle commuting to Wellington, and the associated reduction of adverse environmental effects;
- a view that well designed and organised communities should have access to such services;
- the need to improve accessibility for the northern communities, particularly the access of the Ōtaki community to southern facilities and employment and health services to the north.

A good quality bus service is very important; it is seen as supporting the rail service and providing local access to centres and facilities.

Kapiti Coast District Council has consistently advocated for such a system and will continue to press for the earliest possible extension of the passenger rail service as a priority for regional and national investment.



Map 12: Desired Passenger Transport System

Western Transport Corridor

Policy 2.6 (c) Kapiti Coast District Council will continue to seek the following physical works for the Western Transport Corridor (as currently defined from Ngauranga Gorge to Peka Peka Road):

Rail

- immediate construction of the Raumati rail station and improved park and ride facilities at Paraparaumu;
- improved passenger and freight rail carrying capacity;
- early as possible extension of suburban passenger rail services to Waikanae and Ōtaki;
- construction of the Lindale transport hub in conjunction with timing for the Western Link Road.

Roading

- increased State Highway 1 resilience and reliability by (in priority order):
 - the earliest possible construction of the Western Link Road;
 - investment in road safety works:
 - Centennial Highway barrier;
 - Otaihanga grade separation (Stage 1);
 - Waikanae grade separation;
 - construction of the southern east/ west corridor as a priority;
 - investment in the alternative Transmission Gully route, provided that funding issues can be resolved;

- in the long term (20+ years) four laning of the State Highway from Peka Peka to Poplar Avenue, provided that the design speeds and solutions support local centres, including their employment role and role as passenger transport hubs and does not pass on unreasonable costs to the local network.

Bus services and travel demand management initiatives

- continued investment in local bus services and initiatives to encourage reduced reliance on private vehicles and north/ south commuting.



Kapiti Coast District Council considers extension of the passenger rail system as the most pressing issue for the Western Corridor, with supporting bus, pedestrian and cycling access. In the Wellington context, the pre-eminent principles that should be applied to the State Highway and linked roading investment are (in ranked order):

1. provision for an alternative connecting route through the southern part of the District;
2. improved safety;
3. achieving network reliability – where failure or perceived risk to the system undermines sustainable regional/ local economic growth and/or access to essential social infrastructure (such as health or education).

Investment in relief of congestion should occur only where such congestion significantly undermines national or regional economic wellbeing, impedes access to key social infrastructure and passenger transport investment cannot on its own, without very significant cost, relieve congestion. An example of this is congestion at Ngauranga Gorge.

While Kapiti Coast District Council accepts an eventual four lane State Highway will be built, it does not support a four lane expressway concept based on design speeds of 80-100km as is the current practice, through Kapiti Coast's centres. It opposes that expressway model for the following reasons:

- the design requirements for an 80-100km expressway could impose major severance impacts on the local communities if not well designed. This is particularly important for Waikanae. State Highway 1 design has major social and economic ramifications;

- a very limited number of intersections envisaged with an expressway would affect the local road network, particularly in the absence of the WLR. Pressure will occur on local roads feeding the expressway access points, which will have significant community and financial impacts for the Kapiti Coast community.

The Kapiti Coast District Council has embarked on extensive, collaborative community design processes for its centres and associated transport networks but continually encounters difficulties because of uncertainties about passenger rail service and State Highway 1 planning, and because of a lack of involvement of key corridor agencies in the processes. It will continue to plan and work with local communities on the basis that the passenger transport services and roading solutions will be provided in a way that is integrated with centres development. Kapiti Coast District Council will also continue to advocate its wider position for the Western Transport Corridor in any regional transportation processes.



Paraparaumu Airport

Policy 2.6 (d) The retention and economic viability of Paraparaumu Airport as a transport and aviation related activities centre is a strategic priority for Kapiti Coast.

Development management decisions will be made in a way that:

- supports the retention and operational viability of this strategic asset;
- ensures consistency and integration with the Paraparaumu Town and Beach Centres.
- activities (including retail activities) not related to the functioning of the airport or aviation related activities will not be supported;
- ensures the staging of development to properly managed traffic impacts in conjunction with the timing of the Western Link Road construction.

The Kapiti Coast is in the fortunate position of having an airport located within the District. It is privately owned but to date the long term development plan for air services and associated aviation business has been unclear. The retention of the airport land and the maintenance of the airport as a viable and functioning economic activity was identified as very important to the community in the *Kapiti Coast: Choosing Futures* process.

Kapiti Coast District Council does not have an ownership or investment role in the airport but has a role in ensuring that any development and regulatory decisions maintain the viability of the aviation function. This intent is clearly signalled in this strategic statement.

The centres based component is discussed in detail in the next part of the strategy. The airport occupies an important area between the two centres and has the potential to undermine the wider strategic focus of supporting centres and transport nodes.



Western Link Road

Policy 2.6 (e) Kapiti Coast District Council will continue to work to establish a Western Link Road route from Raumati in the south to join the highway at Peka Peka Road in the north, including the Waikanae River crossing.

This route is designed to be compatible with and enhance surrounding communities as it passes through the District but will provide an alternative route for State Highway 1 traffic should the highway fail.

Development management decisions relating to the airport will be made in the context of this wider strategy.

Waikanae, Raumati and Paraparaumu residents are dependent on using the State Highway if they wish to move between communities. This is particularly stressful for the many older residents but it also means a significant load of local traffic on what is the main national roading route. The concept of an internal Link Road which provides an alternative to the State Highway in an emergency has existed for many years. Since the *Kapiti Coast: Choosing Futures* process in 2003/04, the design parameters have been reviewed as a result of community support for the linkage but with concerns about the design parameters. Those parameters have now been set.

The map opposite shows the formal designated route. Further work is underway to finalise the details on the southern and northern ends. A key consideration will be managing the inter-connections between the Link Road and the State Highway.



Map 13: Western Link Road Designation

Cycleways, Walkways and Bridleways Strategy - Indicative Network

Policy 2.6 (f) Subdivision development, including design of roads, will be managed in a way that maximises implementation of the Cycleways, Walkways and Bridleways Indicative Network.

Kapiti Coast District Council in conjunction with interested community groups, individuals and landowners has developed an indicative cycleway, walkway and bridleway network. It reflects the strong community interest in such a system and the Council's commitment to significant implementation over the next ten years. This network will be used as an input into subdivision and resource consent processes, (including designations, plan changes and structure plans) and in the design and development of the roading network, parks and reserves. The first fifteen priority routes are:

- Wharemauku Stream from the Town Centre to Paraparaumu and Raumati;
- Western Link Road system;
- Millenium walkway/ cycleway;
- Lindale-Nikau-Greendale-Waterstone;
- Mazengarb Stream to Western Link Road;
- Rahui Road- Railway Station and Shops;
- Waikanae River – North Bank options;
- Waikanae River – South Bank options;



Map 14: Example of Part of the Indicative Cycleways, Walkways and Bridleways Network

- Kapiti Road – on road commuter;
- Coastlands access to underpass south and west;
- Tasman Road commuter route;
- State Highway 1- Hinemoa St;
- Waitohu Valley Road – Railway SH1;
- Ōtaki River – North Bank;
- Queen Elizabeth Park – Whareroa Farm.

Transport Network Hierarchy

Policy 2.6 (g) The roading network will be managed in a way that:

- supports and encourages development of pedestrian, cycling and bridleway routes;
- provides for a vehicle movement hierarchy that controls vehicle volumes and road speeds in a way that recognises and protects local urban and rural character where possible.

The roading hierarchy is a tool used to indicate the relative importance of certain streets and roads in terms of handling traffic flows and volumes. It provides a level of certainty around which decisions about development and design to manage effects can be made by both Council and private landowners.

The network hierarchy has been under review for some time. The majority of the system has been identified but further work remains to be done on the following:

- finalising the hierarchy in areas adjacent to the southern and northern alignment of entrances to the Western Link Road once decisions on the latter have been made;
- finalising an approach to the rural network hierarchy which takes account of impacts of increased connectivity on local character;
- finalising the national road network to ensure local connections (connectivity).

This work has been included in the Transport Strategy in 2007.



2.7 Public Open Space System

Policy 2.7 (a) Development will be managed in a way that it supports, extends and is integrated with the system or network of public open space within the District.

Kapiti Coast District Council will:

- advocate for a regional park in the northern end of the District which is linked to the coast and the Ōtaki River corridor;
- continue to support enhancement of Queen Elizabeth Park;
- support the appropriate restoration and enhancement of Whareroa Farm by the Department of Conservation and Greater Wellington Regional Council;
- be guided by its reserves acquisition policy in relation to coastal, ecological, suburban park and neighbourhood reserve land;
- advocate with private landowners and where appropriate acquire land for the cycleways, walkways and bridleways network within the framework of the Indicative Network;
- pursue the following level of service:
 - provision of suburban parks within 2km radius or 10 minute bike ride for residential populations, unless a larger regional or local park is available;

- local neighbourhood parks or playgrounds within 5 minutes walk for residential populations;
- support the development and maintenance of areas of civic space or town squares within the District's main centres;
- manage the District's roads so that they contribute to the sense of quality public open space, while maintaining their primary function.



Public open space, where people have access to and a right to use areas of land, is an essential part of the ‘macro-form’ of the District. It is a very significant part of the community’s cultural values and continued development of the network is a major desire of the community.

Kapiti Coast: Choosing Futures – Community Plan sets out a programme for acquisition and development. As land is acquired there is a cost associated with maintaining it and this needs to be taken into account. However, the primary focus is on:

- ensuring that there is a good quality provision of reserves in any new development;
- that opportunities for acquiring land where there are valued natural features or rectifying any under provision in existing residential areas, are taken up when they come available;
- extending the cycleways, walkways and bridleways network.

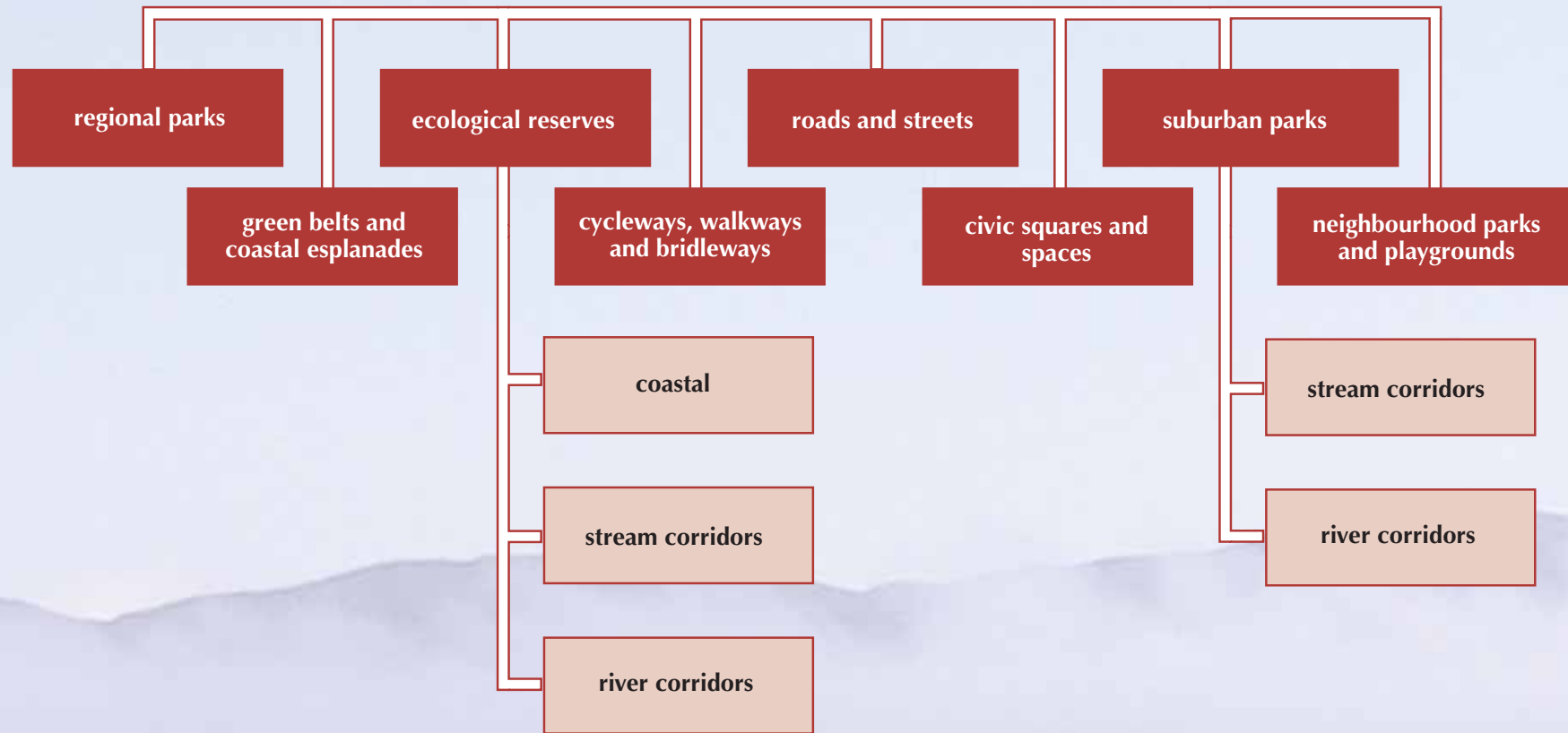
The Council will also pursue opportunities for partnership agreements for public and private space in new developments. This is an approach where a development may have large areas of green space associated with housing which are beyond the formal requirements to provide space, but public open space is integrated into the area. This can help with maintenance costs and standards.

Acquisition of land for large greenbelts between urban areas is not part of the Council’s land acquisition programme. Instead it will continue to use land zoning techniques to maintain lower rural residential settlement densities in certain areas to provide a buffer and protect valued landforms and resources. The focus will be on acquiring land for the cycleways, walkways and bridleways network through these and other areas.

The *Kapiti Coast: Choosing Futures – Community Outcomes* process identified community interest in the establishment of a northern regional park within the coastal plain area. This part of the District will come under increasing population pressure and the Council will advocate for the provision of a park, possibly in conjunction with the Ōtaki River corridor.



Public Open Space



2.8 Infrastructure Capacity and Management

Policy 2.8(a) Development thresholds and the timing of development will be guided by:

- current infrastructure capacities for water, wastewater, roading, stormwater and community facilities;
- future impacts of climate change on capacity;
- the timing and extent of any community programme of investment in infrastructure capacity, extent and quality as set out in the *Long Term Council Community Plan*;
- consideration of national and regional infrastructure needs.

The nature, geographic extent, capacity and quality of infrastructure is a fundamental shaper of the form and quality of settlement within the District. The Kapiti Coast District has recently faced or faces a number of significant infrastructure investment issues. Most notable are:

- understanding the nature and extent of climate change impacts and implications for stormwater management;
- existing under capacity in the existing stormwater system, particularly in Ōtaki;
- lack of roading connections between the southern communities and the potential investment costs of the Western Link Road.

The Kapiti Coast community has a large number of people on fixed and low incomes indicating significant affordability issues over the next ten years or so. The rate of investment to address these issues is set out in *Kapiti Coast: Choosing Futures – Community Plan* (the *Long Term Council Community Plan* as required under the Local Government Act 2002).

While this will be regularly reviewed, it clearly sets out the rate at which problems will be addressed.

This means that where there may be existing problems and there are pressures for development, the development rate and extent will be dictated by the capacity of a development proposal to deal with the extra impacts created by the proposal on-site. There may be options for developer investment in off-site infrastructure (over and above developer contributions), if they wish to bring forward the rate of community infrastructure investment. This option would be considered against all other issues, including whether there is a community desire to see earlier investment.



Stormwater

Policy 2.8 (b) The Council will continue to invest in works to manage the effects of stormwater deriving from existing settlement and climate change, where the system capacity is identified as inadequate according to the prioritisation list, at a rate set by investment levels outlined in the *Long Term Council Community Plan*.

Settlement decisions will be made within this investment framework and will not be predicated on additional community investment in physical works to mitigate or reduce risk. A precautionary approach to development will be taken.

The stormwater management framework is under review. The key issues being investigated are:

- full quantification of the costs of addressing current system capacity issues by catchment. The main options here are:
 - increasing storage areas – this may not be possible in some areas either currently or if the requirements to accommodate climate change are factored in;
 - potential headworks at the top of a catchment to slow impacts downstream;
 - increased system capacity through the catchment to ensure flows to the sea;
 - a combination of the above.

Each of these options needs to be assessed in terms of environmental impacts and also in terms of long term viability with the impacts of climate change.

- assessment of whether there are ‘no development’ areas either in the short or long term because of the risk levels.



The Council has already reviewed the 'hydraulic neutrality concept' and the issue of replacement of peat with sand in terms of permeability. This and other work is fully reported in the 2007 Storm Water Strategy for consideration. The current strategy may change as a result of the review. There are known problems with system capacity and lengthy periods of groundwater ponding in some areas. There is a programme to rectify known problems within ten years and an on-going investigative programme to assess whether there are any further problems with the current system. This is complicated by the impacts of climate change.

Water Supply

Policy 2.8(c) The Council will design and provide in its water supply investment programme for a supply standard of 400 litres per person per day.

In-catchment water supply systems will be pursued as a first principle.

Any new developments outside the current residential zoned land will be required to provide for on-site supply. Any new development on rezoned residential land must provide for water saving devices for new dwellings and buildings.

It is essential that water supply planners, community and developers, know what is considered to be an essential level of service for a reticulated system. The Council will not invest in a simple demand lead system but will invest in a level of supply for reasonable water use. At this stage, this is set at 400 litres per person per day (150 litres for essential use and 250 litres for non-essential). This is a very generous amount and will more than adequately provide for people's needs.⁵



⁵ See 'Water Matters - Sustainable Water Use Strategy 2003.'

Community Infrastructure

Policy 2.8 (d) The Council will:

- continue to provide and maintain a public hall or facility for each main community
- provide swimming pool facilities for all main communities, provided that the Raumati and Paraparaumu communities will use an expanded facility at Paraparaumu Town Centre, which is also available on a districtwide basis;
- support (on a case by case basis) one off improvements for other community halls provided that they are funded from ward rates;
- work with community groups, marae committees and iwi to ensure other community buildings and marae buildings are supported and integrated in any surrounding centres design and development;
- continue to advocate for improved provision and distribution of primary and secondary school facilities, particularly within the Waikanae area;
- continue to advocate for improved provision of health services facilities, and access to them, with particular focus on ensuring access of the Ōtaki community to services.

The availability of public halls, schools and health services is an essential aspect of community wellbeing. For tāngata whenua, marae are at the core of iwi, hapū and whanau wellbeing. Local churches and clubs also are focal points for the community.

All major communities have access to a range of public halls although some smaller communities, such as Te Horo have community (privately) owned halls. Whereas the main public halls and facilities are funded districtwide as a general community benefit, these community halls will be supported (in terms of necessary upgrades and not operating costs) on a case by case basis from ward rates.

There are particular problems for the Waikanae community in terms of access for secondary school pupils to a local college, and for primary school pupils, and the clustering of schools to the eastern part of Waikanae creates access problems. For Ōtaki, there are significant problems with access to health services. In both cases, the Council will continue to advocate strongly for resolution of the problems.



2.9 Wāhi Tapu, Ecological, Heritage and Cultural Sites

Policy 2.9 (a) Wāhi tapu, ecological and cultural and heritage sites form a significant part of the broad District form and will continue to shape development decisions. This will be done through:

- on-going work with iwi and hapū to identify and record (where relevant) sites of significance to them;
- on-going work with residents interested in local history and ecology to record sites of significance;
- identification of significant sites for formal protection via the District Plan;
- collaborative pre-consent processes focused on finding positive ways to protect and manage sites.

Landscapes, landforms, urban and rural areas, natural features such as streams, rivers, areas of native vegetation, and the coast, all have a cultural, spiritual, heritage and ecological significance for groups and whole communities. These concerns are part of the mix of considerations which shape broad decisions about location of development (for example, the coastal hills) discussed in previous sections.

However, lying across this broad fabric are specific sites of particular importance, either because of their cultural resonance or because of the vulnerability or rarity of vegetation or natural features such as Whareroa Farm and the complex of church buildings along Te Rauparaha Street in Ōtaki. There is a long tradition of protection of such sites on the Kapiti Coast and it will continue to be important into the future. This section acknowledges such sites, not as additional considerations after broad development decisions and strategic direction has been set, but as a fundamental shaper of such decisions and direction.



Part 3: Urban Structure

This section sets out the strategic approach to urban structure – the more detailed form of the urban parts of the District.

- **the settlements - uniqueness and cohesion**
- **centres - role and the location of major activities**
- **management of urban densities**
- **industrial areas**



3.1 Uniqueness and Cohesion

Policy 3.1 (a) The Kapiti Coast urban area consists of a series of unique communities along the coast, each with their own character but linked by a common lifestyle focused on the beaches, natural areas and enjoyment of low-key living. This distinctiveness and commonality is acknowledged as a framework guiding development management within the urban areas.

The distinctive urban areas within Kapiti Coast are:

Ōtaki

- the northern entrance or gateway into Kapiti Coast;
- unique for its tāngata whenua presence, evident in buildings, marae, churches, the Ōtaki Māori Racing Club and Te Wānanga-o-Raukawa;
- unique for its post-European history, for example, the Chinese community and the way market gardening has shaped town layout;
- traditional role as a rural service town.

Ōtaki has a number of distinct areas, consisting of Ōtaki Beach, the main town, the Railway area, the Waitohu Plateau and the industrial lands. The Ōtaki River and the various streams flowing through the town are important to its shape and form. The overlying residential character is low density with wide streets.

The challenge for Ōtaki is accommodating any future growth on existing zoned residential land while maintaining the overall character of the town and its local areas. Of particular concern to the local community is retaining the low key feel of the Ōtaki Beach area.



Paekakariki

- the southern entrance or gateway to Kapiti Coast;
- a low density, beach settlement or village with a unique rail settlement history;
- the dramatic coastal escarpment, the background of the Tararua Ranges and beach edge shape the village, with Queen Elizabeth Park to the north;
- the ‘confinement’ dictated by these features is seen as strength by the community.

Paekakariki has a unique character. It will never expand significantly from its current footprint but is vulnerable to a change in character, should redevelopment of residential sites occur.

The challenge for Paekakariki is finding a way to maintain the scale and character of the domestic buildings while encouraging a more viable and stable ‘main street’ commercial area.



Raumati

- one of the older beach settlements where the old dune landforms have largely been retained;
- low density, generally low rise beach village feel;
- strong connections to beach area and to the south, Queen Elizabeth Park.

The overall area has a number of distinctive sub-communities: Raumati South and Raumati South neighbourhood centre; Raumati Beach, with Marine Gardens and the larger commercial area, the area to the west between the Western Link Road designation and the State Highway, for example.

The major challenges for these areas is first to maintain the scale and style of domestic buildings in an area where there will be development pressure on the coast. The second is to support the local centres, the third to ensure the Western Link Road is developed in a way sympathetic to local character where possible.

Paraparaumu

- a large area of relatively low density housing tied together by the two centres of Paraparaumu Beach and Paraparaumu Town Centre;
- the Waikanae Estuary as an important natural feature to the north, while the coastal hills and Paraparaumu escarpment have a strong influence on the communities to the east of the railway line;
- the area is bisected by the State Highway with Kapiti Road as a major east/west route. The community would like to see the latter improved in appearance;
- major presence of the Paraparaumu Airport;
- significant retirement village presence with difficult access problems for some older residents;
- groundwater ponding and flood storage issues;
- current terminus for passenger rail service.

There are distinctive areas within this broad suburb: Paraparaumu Beach, Paraparaumu North, Kaitawa, Paraparaumu Town Centre and adjacent rail area. The challenges for each area are quite different. For the beach it is the desire to make the centre more vibrant and viable while avoiding a change in scale along the coastal edge. For Kaitawa there are issues of access, the need to focus on supporting the rail function and development of reserves. For Paraparaumu North, the issues are mainly improved road safety and restoration and support for the estuary and river. All areas are hugely affected by the lack of north/south connection and east/west connections other than Kapiti Road. The future of the whole area is hugely affected by the timing of development of the Western Link Road, the rail corridor and decisions about the State Highway.

Otaihanga

- a quiet low-density suburban enclave set apart from the main urban area;
- strongly linked to the river which is important in terms of amenity but also has significant flood management issues;
- possible future bridge connection to Waikanae Beach.

The challenge for this area is in the longer term and will be to maintain character while providing for improved cross-river access.



Waikanae

- a major urban area, mainly low density settlements;
- a town centre on the main highway which is significantly affected by decisions about the highway and rail services;
- limited north/south access and reliance on Te Moana Road at present for the main east/west connection;
- Western Link Road route to the north.

Waikanae has a number of distinctive areas. Waikanae Beach still retains a 'bach' character in some areas and a desire for a less 'urban' streetscape. It also has the large lagoons and the estuary mouth for the river and Waimanu Stream. The Waikanae Garden precinct has large lots and distinctive extensive gardens. Waikanae East has the remnants of the old commercial centre and many of the local civic facilities. Waikanae North is undeveloped and retains many of the dune and bush features lost from other parts of the District.

The main challenges for Waikanae are retention of character, coastal management, town centre development (wider issues of cross-highway access, rail services and impacts of the highway on the town centre). The design and construction of the Western Link Road will have a significant effect. The gradual development of the Waikanae North area based on a framework of sustainable development principles, and the concept of an urban limit, is a significant challenge and opportunity.



Coastal Villages – Te Horo Beach and Peka Peka

- low density, relatively low scale settlements that have grown out of weekend bach use;
- these areas will be under increasing pressure to expand and are likely to change over time in terms of buildings and the number of permanent residents;
- they represent historic decisions about expansion of beach settlement. Their further expansion is not supported;
- Peka Peka is connected to the sewerage and water supply systems (the latter on restricted supply) while Te Horo Beach uses on-site systems.

The challenge for these areas will be to maintain their character in the face of continued pressure on coastal properties.

3.2 The Centres

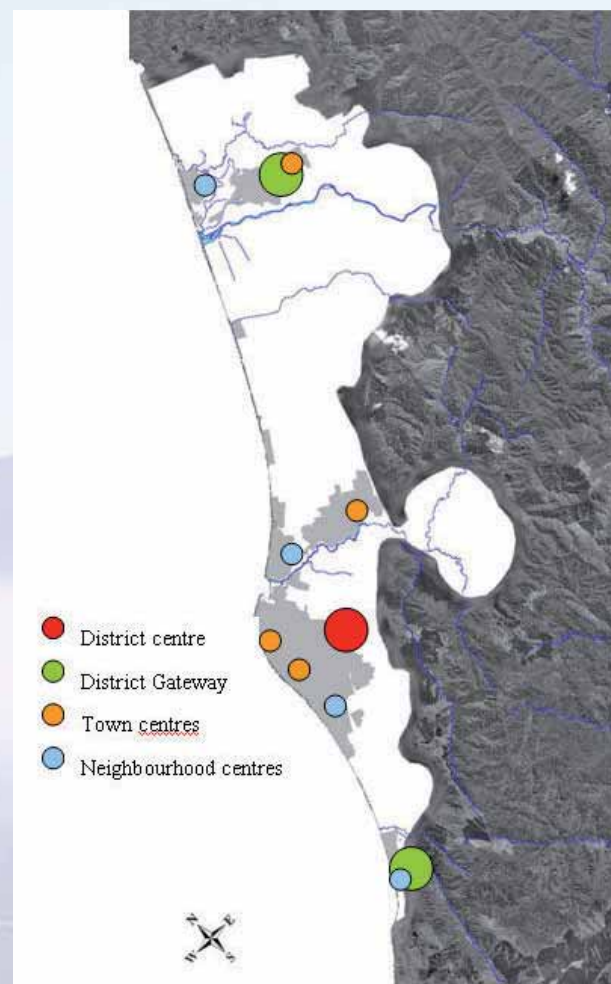
Kapiti Coast District has a number of centres of varying scale, ranging from those with a districtwide influence to those with a neighbourhood function. They are places where businesses collocate, where civic buildings are built and where many people work. Entertainment and recreation services are often 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 Kapiti 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 local and neighbourhood centres tend to be a cluster of shops or a local neighbourhood dairy. These function reasonably well and provide an important local service which reduces the need for people to travel by car for convenience shopping.

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



Map 15: The District’s Main Centres

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:

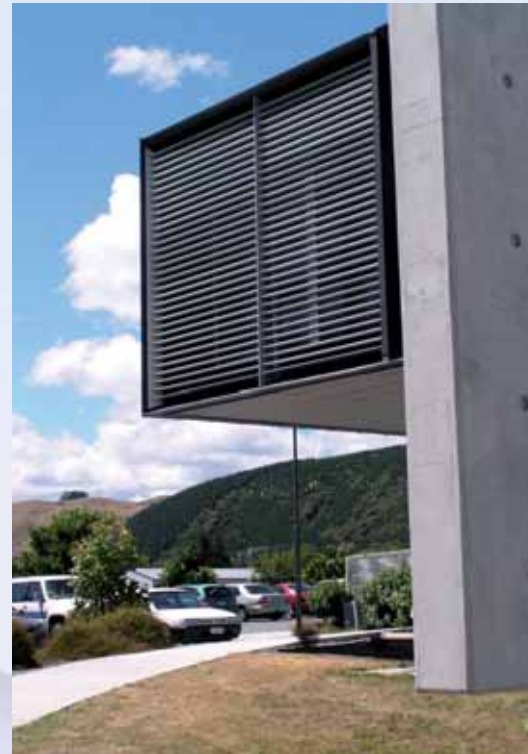
- **a sense of belonging**

This is very important to any community, particularly one where there is a significant loss of working age population through out-migration. Although the Kapiti 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 Kapiti Coast District, with both Paraparaumu Town Centre and Ōtaki 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 Kapiti 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.



- **increased housing choice**

The larger town and local centres have the capacity to provide for a wider range of housing choice. Kapiti Coast District has a relatively limited range of housing available, with many older people finding it difficult to ‘downsize’ their housing, remain independent of retirement home living and stay in the local communities. The local centres can accommodate medium density one and two room dwellings and to a lesser degree apartment living, without undermining the character of local areas. This housing must be of a good quality and well managed in terms of design and location (see the later section on managing urban densities).

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.

This ‘change’ focus is on selected main centres that have a presence beyond a local retail catchment. The neighbourhood centres provide more of a local retail focus with perhaps an evolving café culture. The focus for them will be to support local character, safety and access. This can be achieved through public investment and encouraging developers and property owners to also support the vision.



Each of the main centres discussed below have particular characteristics which need to be recognised:

- **Paraparaumu Town Centre**

- a districtwide civic function;
- a districtwide retail function;
- significant links with airport;
- location of major recreational facilities that are dependent on a districtwide catchment;
- significant potential for extending the range of activities and improving the quality of the built environment;
- a subregional centre (within the Wellington Regional Strategy framework);
- a transport node.

- **Waikanae Town Centre**

- location of some civic facilities serving the local area, particularly the library;
- retail activities which serve the local population with some passing trade but the latter vulnerable to State Highway 1 design and function;
- the important relationship between the town centre and State Highway 1;
- significant presence of Whakarongotai Marae;
- attractive as an employment node based around office/commercial space, with associated medium density housing;
- potential in the longer term to be a major passenger transport node;
- a current physical layout which does not necessarily fit well with adapting to pressures and new opportunities.



- **Ōtaki**

- a unique dual centre (Main Street and Railway) which complement and need to be developed to support each other;
- Main Street – civic heart (marae and civic centre), key services, local retail and historic/tourist attraction;
- Railway – subregional retail function with specialist shops, transport node. Significantly affected by State Highway 1 decisions.
- significant presence of Raukawa and Tainui Marae within the urban area;
- together they form a major Gateway centre from the north into the District;
- Rangiatea and Pukekaraka church complexes.

- **Paekakariki**

- a village scale centre which is mainly retail but also with studio space and service businesses;
- some capacity to expand range of activities;
- capacity to become a Gateway from the south.



- **Paraparaumu Beach Centre**

- Beach location and proximity to Kapiti Island make it attractive to visitors;
- mainly retail but also service activities and some entertainment;
- strongly linked to Kapiti Road and Paraparaumu Town Centre, and potential links to the airport;
- capacity for a wider range of activities and more local employment;
- needs to develop in a way that fits local area.

- **Raumati Beach Centre**

- unique in that it has an important link to Marine Gardens and the beach and a number of speciality shops as well as shops catering for day to day needs;
- attracts people from beyond the surrounding suburbs;
- is primarily a retail area and some professional services;
- unlikely to expand beyond that into other activities but is very significant in terms of character, urban quality, potential as a recreation destination and as a community focal point.



The other centres more likely to continue to fulfil a local role as key ‘focal points’, with shops, cafes and possibly some limited services are:

- Raumati South,
- Waikanae Beach
- Kena Kena shops
- Ōtaki Beach
- Te Horo
- Raumati Beach

Managing Effects

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/Kapiti 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.



3.3 Managing Urban Densities

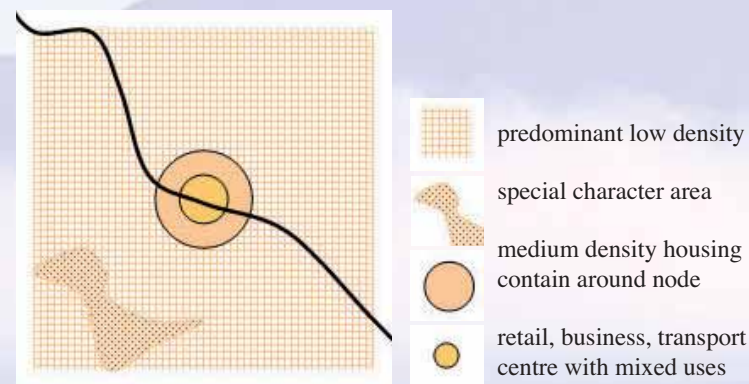
Policy 3.4 (a) The low density urban areas of Kapiti Coast will be maintained as a first principle. Management within these areas will focus on reflecting and maintaining particular character, where that has been identified by the community as being of value.

Some intensification (to the level of medium density housing/ apartments) in targeted areas will be provided for, where there is clear benefit to the following:

- support for passenger transport through location around selected transport nodes;
- enhancement of selected town and local centres.

The Kapiti Coast District's urban environments generally have a low density character, typified by low building heights, larger lots and a high proportion of public and private open space. The layout and features of the residential environments still retain qualities that are reminiscent of small communities and where noise levels, within the environments, are generally low.

While the rate of in-migration and new households is expected to slow over the next few decades, there will continue to be significant growth pressures. It is important that this growth is managed to reduce adverse impacts on urban environments and to contribute to developing sustainable urban form. Targeted intensification around key centres and transport nodes is central to this.



To this end the Kapiti Coast District Council has adopted the following approach to managing the densities of residential activities within the District:

- a) Specified areas identified for medium density housing or apartments;
- Paraparaumu Town Centre;
 - Paraparaumu Beach Town Centre;
 - areas that may be developed later once transport - investment issues, especially those associated with rail stations, are resolved;
 - Waikanae Town Centre;
 - Raumati South within walkable (400m radius) distance of the rail station;
 - Raumati Beach Town centre;
 - Lindale – within walkable distance of the rail station;
 - other nodes and centres, where there is community agreement via the *Local Outcomes* process for such an approach.

The encouragement of intensification of residential activities around centres and public transport nodes is a key aspect of managing urban growth and creating vibrant centres.

Note: These provisions apply to selected centres and do not apply generally across suburbs or residential areas.

- b) Some increase in densities through infill development in the vicinity of the Paraparaumu Town Centre. The opportunities for this type of intensification are limited reflecting the community's desire to protect existing character and amenity within the District.



- c) Further restriction of infill housing in existing low density environments.
- d) Specific precincts identified by the community as having special character and requiring a particular response, particularly lot sizes.

3.4 Industrial Land

Policy 3.5 (a) The existing configuration of industrial land will be retained across the District as a first principle. The approach to each area will be as follows:

- Matai Street, Paraparaumu – manage reverse sensitivity issues and improve appearance;
- Ihakara, SH1, Railway Area, Paraparaumu – maintain current pattern at Ihakara St. and railway area but review where relevant in terms of State Highway 1 and rail station provisions;
- Te Roto Drive/Kapiti Road, Paraparaumu – manage reverse sensitivity issues, encourage improvement to amenity and encourage increase in quality local employment opportunities including aviation related jobs at Paraparaumu Airport;
- Waikanae – explore the potential for an extended area of industrial land with the community, to support the centre and local employment;
- Ōtaki –continue to explore with the community, the potential for :
 - increased manufacturing businesses;
 - a business park concept, provided that there is available land for more traditional ‘dirty’ businesses and service;
 - some extension of the industrial land area, provided that there is a high level of amenity and access for the community to the river.



Sixty-five percent of Kapiti Coast residents in employment (2001 census) work within the District. The remainder commute to different parts of the region as follows:

	No. of workers	Percentage of total workforce
Kapiti Coast	11,190	65.0%
Horowhenua	396	2.2%
Palmerston North	105	0.06%
Porirua	892	5.0%
Upper Hutt	199	1.1%
Hutt City	836	4.8%
Wellington City	3,817	21.9%


Somewhat surprisingly, given the ‘edge nature’ of the Kapiti Coast urban areas, there are a relatively large number of people working locally on the Kapiti Coast. However, many of these jobs are in the relatively low paid sectors of retail and food services, and health and community services, or in the construction industry which is dependent on population growth. As population growth pressures decline in the very long term, this sector is likely to decline also. The manufacturing sector is relatively small but growing.

The distribution of currently zoned industrial land is as follows:



Location	Developed	Un-developed		Total
Ōtaki	20.0 hectares	24.0 hectares	55%	44.0 hectares
Waikanae	4.2 hectares	0.8 hectares	16%	5.0 hectares
Paraparaumu	47.6 hectares	17.2 hectares	27%	64.8 hectares
Airport (aviation related only)		8.3 hectares	100%	8.3 hectares
Total	71.8 hectares	50.3 hectares	44%	122.1 hectares





In addition, there is some potential for light industrial uses on part of the Otaihanga landfill site, linked to any waste recovery/ recycling centre: this remains to be explored.

There is still considerable industrial land capacity at Ōtaki but in contrast, the small area at Waikanae is at capacity. This is an issue if there are to be opportunities for employment around the main centres. However exploration of opportunities must take account of the surrounding civic facilities and the character of the surrounding residential area.

As the cost of travel increases, there will be more demand for local employment opportunities. It is strategically important that existing industrial land is retained. This includes ensuring that uses within an industrial area (such as residential) do not compromise the function of the area (reverse sensitivity issues). It is also important that the small scale businesses such as car repairs etc, which provide a service rather than manufacturing or distribution function, are accommodated. Increased quality local employment opportunities, including aviation related employment at Paraparaumu Airport will be encouraged.

Part 4: Design and Processes



4.1 Design

Policy 4.1 (a) Kapiti Coast District Council is committed to following best practice in the area of urban design and development, including:

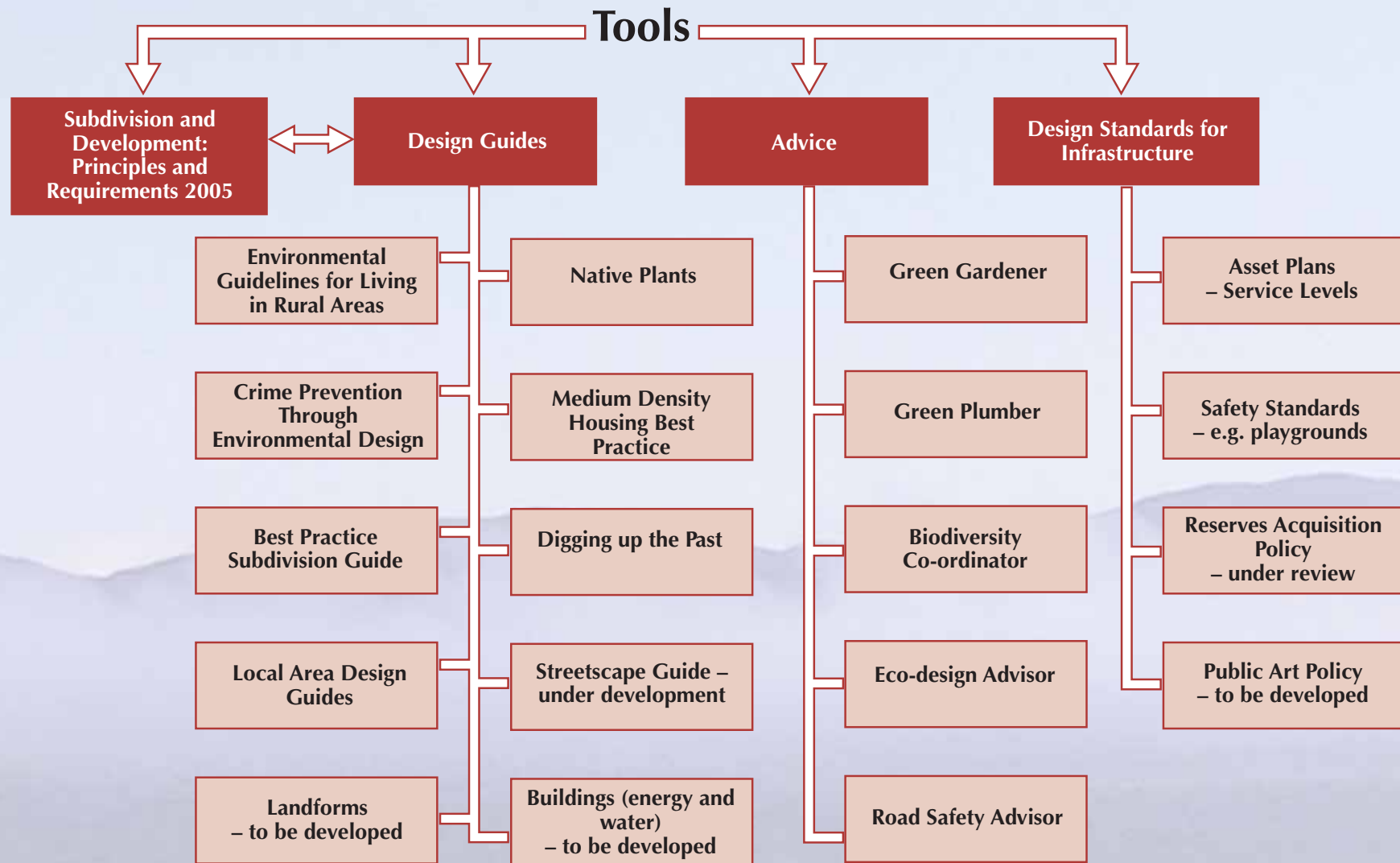
- energy efficiency;
- water conservation;
- a high quality of architectural form and integration with surrounding areas and landscapes;
- provision of and promotion of public art associated with buildings and infrastructure;
- promoting reference to local heritage and culture in building design;
- safety 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.

Over the last three years or so, Kapiti Coast District Council has adopted a clear commitment to improved design outcomes for the District. This was sought by the community before and during the *Kapiti Coast: Choosing Futures* process and is clearly provided for in the Community Plan. This strategy reaffirms that approach and outlines the major tools that will be used to advance good quality urban design within the District. The concept of good design goes beyond issues of aesthetics and appearances to cover such matters as design in landscapes, planting, and energy, water conservation and safety. The latter involves better design of public places and parks so that people feel safe. This is called Crime Prevention Through Environmental Design (CPTED). Improved practice will contribute to social, cultural, economic and environmental wellbeing.





4.2 Processes

Kapiti Coast District Council will continue to use collaborative, integrated design and planning processes as the basis for addressing development management issues.

This includes:

- community design workshops for developing the general vision for key parts of the District;
- extended and open informal consultation processes for strategic and policy decisions prior to hearings and submission processes;
- encouragement of pre-resource consent discussion processes for significant proposals, with the purpose of achieving best practice. These discussions will occur in the context of:
 - districtwide and *Local Outcomes* developed by the community;
 - urban design best practice guidelines;
- continued development of integrated catchment based planning, particularly for stormwater and infrastructure systems;
- advocacy for significant District form and urban structure outcomes as outlined in the strategy, in a way that maintains the integrity of formal regulatory processes;
- ensuring appropriate tāngata whenua involvement in processes.

A corollary to an increased focus on improved quality of the urban environment is the processes followed to achieve these shifts, and to include people in achieving the wider outcomes and direction of the strategy.

This has two aspects:

- providing the community with opportunities to shape the long term vision and concepts for local areas in an inclusive and collegial way. The Council has shown its commitment to this process via community design workshops, feedback sessions, report backs in the media and consultation rounds on key policy and regulatory decisions, prior to formal hearings.
- providing mechanisms which encourage those proposing change to work with new ideas and the strategic outcomes sought.

This requires a more engaged and ‘proactive’ approach on the part of Council that is less reliant on just the formal regulatory process of achieving the quality of outcomes sought. While the integrity of that process must be maintained, there are opportunities for engagement with the community and those proposing changes to encourage best practice. This approach is fundamental to the overall strategy.







The Development Management Strategy and Coastal Strategy have been produced after lengthy consultation with the community. They provide high level guidance on the future shape and form of the District and the ways in which the community wants to see the District managed for the future.

They should be read in conjunction with other planning and guidance documents including the District Plan and Best Practice Subdivision Guidelines. They also take cognisance of work on coastal hazards as this is finalised during 2008 and reflect Council's Sustainable Water Use Management Strategy.

