

Kāpiti Coast District Council

# Sustainable Transport Strategy

March 2022





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# Executive summary

**Transport plays a key part in providing people with the ability to access goods and services, linking people with each other and improving health and wellbeing.**

This Strategy establishes a framework for delivering good outcomes for our communities and provides details of the key areas of focus for transport in Kāpiti for the next twenty years.

## A sustainable approach

The Sustainable Transport Strategy aims to deliver a transport network that provides equitable access for all, whilst taking account of environmental and economic outcomes in decision making.

## Addressing challenges

Kāpiti strives to be an attractive location for businesses, as well as an appealing area for existing and new residents. There are a number of transport-related challenges to achieving this. There is a need to develop transport infrastructure that supports growth, as well as addressing issues that already exist, so that people and businesses can easily access services and goods. The vision and outcomes contained within this strategy reflect these aspirations.

The strategy recognises that to deliver a fit-for-purpose transport network, there is a need to address key gaps in the network that are limiting connectivity and the ability to encourage mode shift, improve safety for all transport users, build resilience into the network, and provide for environmental and amenity enhancements. The responses to the challenges need to be made within the context of funding availability.

## Outcomes and vision

The outcomes and vision have been developed to address the transport issues being faced such as congestion, pressures on parking, levels of access to public transport, safety,


and the impacts of climate change. The aim is to enhance community connectedness through the creation of a well-planned physical transport system that allows for the reliable, efficient and safe movement of people and goods. Therefore, this strategy has established eight outcomes:

1. Improved access, connectivity and integration
2. Safe communities
3. A resilient transport network
4. Supporting a vibrant and thriving district
5. Addressing climate change
6. The environment
7. Amenity enhancements, and
8. Affordability.

## Focus areas

To achieve these outcomes this strategy identifies eight focus areas. These focus areas do not identify specific schemes, as the spending programme will be in Council's annual and long term plans. Instead, they establish the principles that Council will apply in the development of new infrastructure and enhancement of existing infrastructure, and provide a framework to enable discussions with funding partners.

Council recognises that the outcomes will also be delivered through the actions of individuals and organisations, investment by Council in infrastructure on behalf of the community and regulation through other Council policies and plans such as the District Plan, and bylaws.



**K Gurunathan**  
Mayor



# Mana Whenua

## Te Whakaminenga o Kāpiti and Whakahoatanga Manatu

Council recognises the status of the Mana Whenua under Te Tiriti o Waitangi (Treaty of Waitangi), and works closely with Ngāti Toa Rangatira, Ngā Hapū o Ōtaki and Ātiawa ki Whakarongotai iwi, who hold Mana Whenua (authority over land or territory) within the District.

Te Whakaminenga o Kāpiti, a partnership between our Mana Whenua partners and Kāpiti Coast District Council, is one of the longest running partnerships in local government, and it establishes a commitment of working together to advance matters of mutual interest. The partnership is engaged in Whakahoatanga Manatu (a Memorandum of Partnership) that recognises the “need for active protection of Mana Whenua interests to be considered in its dealings with other parties”.

Through Whakahoatanga Manatu, Council agrees to uphold a number of principles, which are relevant to this Strategy. In particular, the agreement to actively promote the sustainable management of natural and physical resources, to promote partnership with Mana Whenua in policy and plan development, and to recognise and provide for kaitiakitanga (guardianship and protection). In Te Ao Māori (the Māori world), people and the environment are inextricably linked, and Kaitiakitanga recognises the role of humans and tikanga (practices) in sustaining the mauri (life force) of natural and physical resources.

The Mana Whenua have established four principles on which the vision is based:

- Manaakitanga – which is concerned with the wellbeing of families and communities;
- Te Reo – it is fundamental that the language is treasured;
- Kotahitanga – working in partnership to build strength; and

- Tino Rangatiratanga – self-determination, control and decision-making, including a strong role for kaitiakitanga.

Six key kaupapa (values) have also been established in the Kaitiakitanga Plan for Ātiawa ki Whakarongotai that guide their relationship to the taiao (natural world) as well as huanga (objectives) that relate to the kaupapa, and these values will inform this strategy:

- Whakapapa – A unique identity as indigenous mana whenua arises from taiao, and as local land and waterscapes are influenced by people, they also shape who mana whenua are as a people, and so their identities are inextricably linked. It is a fundamental value and is how birth right is inherited as well as the responsibility as kaitiaki (guardians) of all that is living and existing within their rohe (lands);
- Wairua – The wellbeing of the environment and people are intricately connected. This is the aspect of wellbeing that reflects the connection between the human condition, in particular our mental, emotional, psychological and spiritual wellbeing, and that of the wider physical and non-physical environment. Some places have a crucial role in providing for wellbeing, for which access is key, including those that:
  - nourish the wairua of people as a place to visit and interact with;
  - provide cleansing of wairua, particularly certain water sites; and
  - provide for the gathering, preparing of kai (mahinga kai – food gathering places).



- **Mana** – The security and authority that iwi hold as mana whenua and their Tiriti right to tino rangatiratanga of taonga (sovereignty over land and treasured possessions including natural resources). It forms the basis for the practice of kaitiakitanga and the role of decision making for the environment. It involves a Tiriti approach to decision making to ensure equal recognition of, protection of and input from mana whenua and the government in decision making to enable people to live prosperously by managing natural resources for the betterment of the community;
- **Māramatanga** – The enlightenment of being in the world, inherited from the cultural memory of tupuna (ancestors) and created from the interaction with the world around us. It provides the insight into the function and health of the environment and identifies that knowledge is connected to the survival and wellbeing of taonga, and informs understanding of historical and cultural values of land, waterscape and special places. The loss of or damage to land, water, traditional knowledge, stories, waiata (songs) and karakia (incantation) can threaten the ability to care for, protect and enhance taonga;
- **Te Ao Tūroa** – “The enduring world” comprises of living systems. It is the world of natural order, balance and pattern that is fundamental to the world we live in, and dictates that a change in one aspect can have consequential effects that are felt across a wide range of other aspects. As the population increases, this is



particularly important since kaitiakitanga anticipates that these changes will inevitably change and place stresses on other parts of the environment. Kaitiakitanga guides the altering of behaviours and expectations and how the environment can be treated to protect what we have; and

- Mauri – The essential energy required for life and relates to vitality of processes and systems rather than individuals. The fundamental role of kaitiaki is to nurture and protect the vital and life-giving character of ecosystems, particularly relating to mahinga kai, and ensuring that food has integrity and its quality has not been compromised by contaminants.

It is recognised that the transport sector can have a major influence on mauri such as through the discharge of contaminants into water bodies and surrounding environments, therefore, the Sustainable Transport Strategy seeks to implement measures that achieve the following:

- upholding and enhancement of mauri;
- the way of life for mana whenua is maintained to enable traditional practices that connect iwi to the land to be continued;
- mana whenua are connected to the environment, their history, the marae and each other;
- the environment is a place that supports the healthy wairua of the people and is clean, calm, safe and conflict free;
- mana whenua have good self-esteem about the state of the environment;

- mana whenua have a positive working relationship with Tiriti partners;
- the iwi collective are engaged and feel that they can influence decision making in their rohe;
- decision making is informed by iwi knowledge;
- a diverse range of mātauranga Māori (knowledge, wisdom and skills) is created and handed down;
- the natural order and balance of the environment is maintained to support the security of the people who rely upon it;
- people's behaviour, use and interaction with the environment is regulated by the collective respect for Te Ao Tūroa, for all the atua (deity) and/or natural order and balance; land, waterways and mahinga kai are healthy, clean and free of pollutants; and the land and waterways are safe for people to access.

The strategy identifies measures that aim to make the most of existing assets, enable mode shift, protect the environment and work in partnership to deliver transport improvements that support these kaupapa.



# Strategy on a page

Key relationships between the challenges, desired outcomes and focus areas.

**Vision: By 2035 we will have a transport system that is safe, decarbonised, healthy, well connected, and accessible to all.**

Challenges	Outcomes	Focus Areas
 <b>Growth:</b> Adds pressure to the network, makes existing problems worse	1, 2, 3, 4, 5, 6, 7, 8	1, 2, 3, 4, 5, 6, 7, 8
 <b>A network under pressure:</b> Poor connectivity impacts on mode choice, access and congestion	1, 2	1, 4
 <b>Service provision and access:</b> Affects mode choice, and can limit access to essential goods and services	1, 4	1, 2
 <b>Reliance on the private car:</b> Affects mode choice and can limit access to essential goods and services	1	1, 2, 3
 <b>Demographics and demographic change:</b> Impacts on affordability, vulnerable road users increasing	1, 2, 3, 4, 5, 6, 7, 8	1, 2, 3
 <b>Safety:</b> Is an issue, vulnerable road users are at risk	2, 6, 7	3, 4, 6
 <b>Resilience:</b> Need access after a disruptive event, address climate change	3	4
 <b>Climate change:</b> Transport is a significant contributor to greenhouse gasses and there is need to address effects of climate change.	5	5
 <b>The environment:</b> Need to take environmental effects into account in decision making	3, 6	3, 4, 6
 <b>Amenity:</b> Lack of good design can inhibit growth, increase need to travel and impact safety	2, 7	7
 <b>Affordability:</b> Decisions need to be made within the context of limited resources	8	8

## Outcomes

- 1: Improved Access, Connectivity and Integration (transport system offers widest choice and provides access to essential goods/services)
- 2: Safe communities (people feel safe using their mode of choice)
- 3: A resilient transport network
- 4: Supporting a vibrant and thriving district (transport network supports the town centres and businesses)
- 5: Addressing climate change (decisions address and avoids, remedies or mitigates effects of climate change)
- 6: The environment (transport network avoids, remedies and mitigates environmental impacts)
- 7: Amenity enhancements (coherent, safe, high quality and attractive places)
- 8: Affordability (value for money and transport becomes more affordable for all)

## Focus Areas

- 1: Improved connections and mode choice
- 2: Integrating land use and transport
- 3: Safety (improved safety)
- 4: Resilience (limit danger and support a speedy recovery after an event)
- 5: Addressing climate change
- 6: The environment (avoid, remedy or mitigate environmental effects)
- 7: Amenity (establish good quality design principles)
- 8: Affordability (make best use of limited resources)

# 1.0 Introduction

**Kāpiti's position as a gateway to the Wellington Region and improved regional transport links make it attractive to people seeking lifestyle changes and housing choice. Kāpiti has undergone significant growth and is forecast to continue to grow over the next 30 years.**

Transport and urban form play a key role in contributing to the social, economic, environmental and cultural wellbeing of communities and are key influencers of travel behaviour. The ability for people to move around has an immense impact on their lives and how they gain access to other people, employment, goods and services. It is essential to supporting a vibrant and thriving economy. Poor transport links can constrain people from accessing the services, goods and support that they need, and inequality can arise as a result of where people are located, where goods and services are located, and how accessible the transport system is.

Kāpiti faces a number of challenges including a network under pressure, reliance on the private car, safety, resilience, and protecting the environment and affordability. These can be exacerbated by growth, demographic changes and climate change. Travel patterns differ from the past, and investment decisions need to support the users of different modes for existing and future generations by delivering infrastructure to support growth and addressing existing issues on the network.

## 1.1 What is the Sustainable Transport Strategy and why is it important?

A sustainable transport system is concerned with managing and delivering a transport network that supports growth, encourages alternatives to the private car and reduces carbon emissions. Principles of sustainability in the transport network include equitable access for all, a system that can cope with change, integrating transport and land use, and avoiding, remedying or mitigating impacts on the environment.

This strategy takes a long-term view, up to 2035, in shaping the future of transport and provides a framework for guiding transport investment in Kāpiti, providing a basis for engagement with all transport stakeholders.

The strategy aims to enhance community connectedness via the development of a well-planned transport system that supports the reliable, efficient and safe movement of people and goods.

There is a need to:

- develop and maintain a well-connected transport network that will cater for the impact of population and business growth whilst minimising environmental impacts;
- provide for transport mode choice and support the health benefits of active modes;
- take into account the diverse needs of communities including vulnerable road users, the travel disadvantaged and local businesses;





- develop a transport network that is resilient and can adapt to the effects of climate change and other natural events such as earthquakes and landslides; and
- improve affordability in and decrease the carbon footprint of the district.

## 1.2 Why now?

The Council's original transport strategy was developed in 2008. Since then, there have been significant changes to both the transport network in Kāpiti and to central, regional and local government legislation and policy. Many of the proposals identified in the original strategy have been developed or superseded.

At both a regional and local level, the most significant change to the network has been the Roads of National Significance projects, which have changed travel patterns both within and in and out of Kāpiti.

The road network is growing as a result of new development and new connections – around 28km of Old State Highway 1 will form part of the local roading network once responsibility for it passes from Waka Kotahi NZ Transport Agency to Kāpiti Coast District Council (revocation).

## 2.0 What does the transport network look like now?

**Kāpiti has an extensive transport network that is characterised by State Highway 1 and a railway line running north/south through the district connecting us to the Wellington Region to the south and east, Horowhenua and Horizons Region to the north, and with local roads.**

There is a well-established but limited bus network and a high quality and frequent rail service between Waikanae and Wellington, as well as a developing cycleway, walkway and bridleway network<sup>1</sup>.

- Double tracking to Waikanae - commuter rail links Kāpiti with Wellington to the South. The Capital Connection runs from Palmerston North through Levin and Ōtaki to Wellington, but is currently mostly single track and not electrified.
- Park and Ride facilities at the railway stations;
- Bus services connecting communities and to the railway stations, primarily in Paraparaumu and Waikanae, which supports mode shift and can reduce pressure on commuter parking;
- Development of the Stride and Ride projects. These include shared path improvements between Paekākāriki and Waikanae, enhanced connections to and from the town centres and the Mackays to Peka Peka shared pathway, and links along the Peka Peka to Ōtaki Expressway;
- A network hierarchy;
- Mackays to Peka Peka (M2PP) and Peka Peka to Ōtaki (PP20) Expressways;
- State Highway One, runs through the middle of the district joining key settlements to one another, but also to Wellington to the South and Levin to the North;

- Connecting projects such as Transmission Gully are almost complete or have been approved, and will increase accessibility;
- 13km of unsealed roads and 410km of sealed roads, 245km of sealed roads are in the urban areas;
- Supporting roading infrastructure, including around 400km of footpaths, shared paths and cycleways, 380km of berms, safety assets including pedestrian crossings, street lights and sight rails, kerb and channel, bridges, and streetlights.
- Larger developments connecting into the transport network are under construction at Waikanae North and Ngarara; and
- New development with an average of 235 building consents each year over last 10-year period.

Kāpiti's road network hierarchy includes:

1. Strategic arterial routes (such as State Highway 1);
2. Major community connectors (such as Te Moana Road, Kāpiti Road);
3. Local community connectors such as Otaihanga Road; and
4. Other local roads / neighbourhood access routes.

Hierarchies<sup>1</sup> are based on function and the level of traffic using these routes, and are used for planning and funding purposes. All these roads serve to help support the movement of people and goods.

Whilst we have an extensive transport network, there are still transport issues that need to be addressed. A key challenge will be to develop a transport network that is fit-for-purpose for existing and future residents, businesses and services, and that enables mode choice while minimising environmental impacts and enhancing character.

<sup>1</sup> [www.kapiticoast.govt.nz](http://www.kapiticoast.govt.nz)



## Key features of the transport network



235 building consents per year



13km unsealed roads



400km of footpaths, shared paths and cycleways



410km sealed roads

- Peka Peka to Ōtaki Expressway
- Old State Highway 1
- ⋯ Part of Rail Network not electrified
- ⋯ Double Tracking to Waikanae
- Park and Ride / Rail Stations
- Mackays to Peka Peka Expressway
- Transmission Gully
- ⋯ Waikanae North and Ngarara Developments

Scale  
0 0.5 1 1.5 2km

## 3.0 Policy context

**This strategy sits within a framework of local, regional and national plans, strategies and legislation, and is one of a number of Kāpiti Coast District Council strategies that set out the long-term strategic response to Council's outcomes and goals for the community.**

At the national level, this strategy is directed mainly by three acts, the Local Government Act (LGA) 1974 and LGA 2002, the Resource Management Act 1991 (RMA) and the Land Transport Management Act 2003. (LTMA). Since 2008 there have been changes to legislation that direct transport spending priorities.

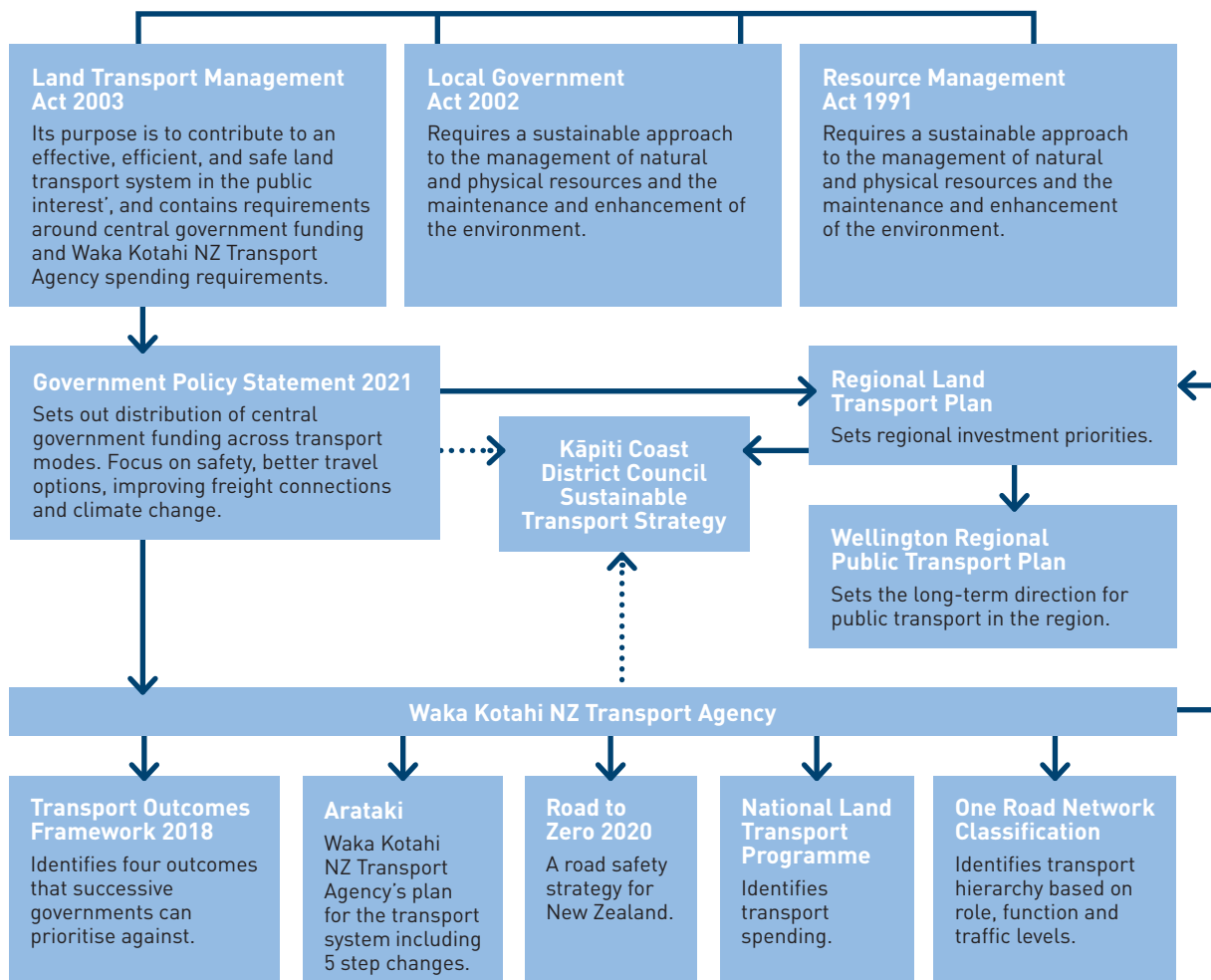
Transport enables access to opportunities to support social, economic and cultural wellbeing. The role that councils play through

the Local Government Act in delivering quality of life and the health of our environment is also acknowledged.

By definition, a network cannot operate in isolation. It is important therefore, that in developing this strategy, cross-border working or broader strategies, plans and activities are taken into account. In addition to the relationship with Waka Kotahi and their policies and plans, the most relevant of these are:

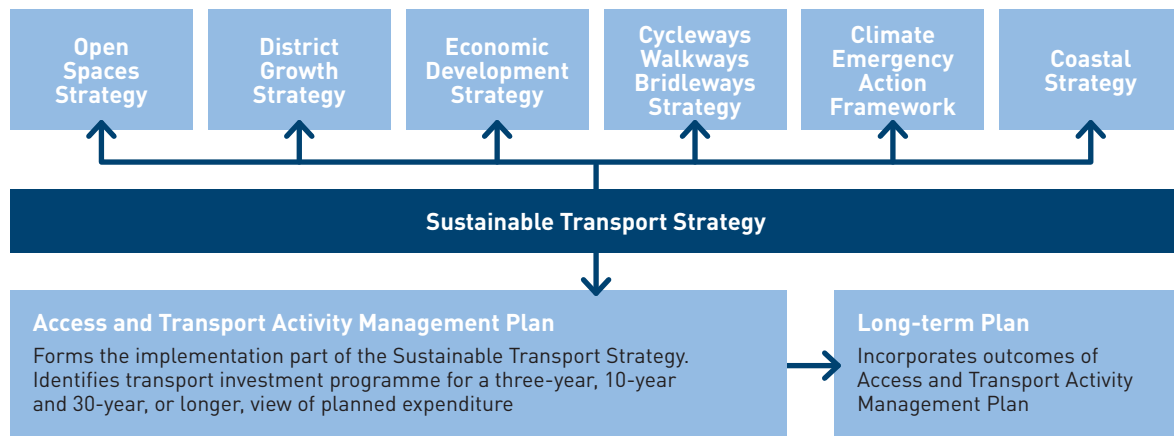
- The Wellington Regional Growth Framework (currently under development);
- The Regional Land Transport Plan, which is led by Greater Wellington Regional Council, but developed in partnership with all local authorities in the Wellington Region and Waka Kotahi;

### Legislative and Strategic Framework





## Council Strategies and Policies



- The Wellington Regional Public Transport Plan, as Greater Wellington are responsible for the provision of public transport services;
- The relationship between Kāpiti and:
  - Porirua City Council;
  - Upper Hutt District Council; and
  - Horowhenua District Council; and
- The Horowhenua Integrated Transport Strategy, where the Ōtaki to North Levin project, improved rail services and improved connectivity for cycleways, walkways and bridleways are of particular importance.

At a local level, the Sustainable Transport Strategy is one of a number of Kāpiti Coast District Council strategies that set out the long-term response to key challenges. The District Growth Strategy, Open Space Strategy, Coastal Strategy and Climate Emergency Action Framework are particularly relevant to directing transport investment.

These are currently being reviewed, and so names may change, but the relationship of these strategies and the Sustainable Transport Strategy will remain relevant. The District Growth Strategy identifies the growth framework, and the transport system must respond to this as well as the outcomes of the Coastal Strategy and Climate Change Strategy. In this respect, transport is an enabler rather than a key driver. These responses include directing the location and construction of infrastructure, and supporting measures such as mode shift and transport technologies, to provide for resilience and reduction of transport-based emissions.

The Open Space Strategy sets the direction for the provision and management of Kāpiti Coast's open spaces network for the next 30 years. It is relevant as the recreational trails associated with the Cycleway, Walkway and Bridleway (CWB) network form part of the Open Space Strategy but it also straddles the Sustainable Transport Strategy.

The Access and Transport Activity Management Plan (AMP), which is submitted to Waka Kotahi for approval identifies:

- the national, regional and local strategic drivers for services;
- how the Council will assess and manage transport demand;
- the critical assets and how these are accounted for in the proposed plan;
- what levels of service the investment provides;
- the planned balance between maintenance, renewals and capital investment proposed for the maintenance of existing assets and for any future needs; and
- how these costs will be met.

Our approach to strategy and related implementation plan development will provide flexibility for amending investment priorities and take account of changes to national, regional and local policies, strategies, programmes without having to make large scale changes to this strategy.

# 4.0 Challenges

**As a regional gateway with strong links to the north and south, Kāpiti is well positioned to create a vibrant and thriving district that residents are proud to call home. However, fundamental to achieving this will be addressing the transport challenges we face.**

## 4.1 Population growth and economic development

Kāpiti has seen significant growth in the last 30 years (with an increase in population of 7,476 between 2006 and 2018), and projections show that this will continue. Growth in the District is expected to increase by around 32,000 people over the next 30 years. Projections show a change in household composition over time with increases in the older population and smaller (i.e., fewer people) households. Between 2018 and 2048, the number of residents over 65 will grow and represent around 30% of the total population of the district.

As population growth is an influencer in the future demand for business land, Kāpiti also currently requires around 61,600sqm<sup>2</sup> of floor space in the next 25 years. Similarly, as a coastal destination with many attractive attributes including Kāpiti Island, Kāpiti is also a draw for tourism activities, which will place further pressure on the transport network. Tourism has increased since the opening of the Mackays to Peka Peka (M2PP) Expressway, particularly at Paraparaumu Beach.

With growth in population and economic and tourism development, there is strong potential for an increase in both personal and commercial vehicles on roads. Without a strategy to direct funding to where it is needed, all of the challenges highlighted in this strategy are likely to be exacerbated further. There is a need to deliver infrastructure that supports

this growth in a timely manner, as well as better and more active travel options to align with areas of growth within the district and wider Wellington Region. An increase in housing and commercial activity, without a corresponding increase in multi-modal transport means most people are forced to make more car trips on local roads and highways.

## 4.2 A network under pressure

Poor connectivity combined with lack of mode choice and reliance on the private car, population growth, and economic development is placing pressure on infrastructure. This is resulting in:

- level of service issues such as congestion, particularly on east-west arterial routes;
- impacts on access to goods, services and recreational facilities; and
- parking issues.

### 4.2.1 Congestion

Traffic modelling<sup>3</sup> tells us that, without intervention and greater mode choice, traffic levels and congestion will only worsen over time. As an example, greater accessibility to central Paraparaumu has contributed to congestion on Kāpiti Road. Without intervention it is likely to decrease the level of service on this road from C (reaching capacity) to F (where there is more demand than capacity), with A being optimum and F being the worst, leading to increased queueing and journey times.

Similarly, the traffic in Waikanae will increase, particularly as a result of the two large development sites at Waikanae North and Ngarara.

The Wellington Northern Corridor improvements, including the Roads of National Significance (RONS) Expressway projects have changed, and will continue to change, travel patterns and alleviate

<sup>2</sup> [www.kapiticoast.govt.nz](http://www.kapiticoast.govt.nz)

<sup>3</sup> KTM4 Model Build and Forecasting Report



## State Highway 1 Traffic Volumes

Old SH1 Section	2016 (Pre-M2PP)	2017 (Pre-M2PP)	2018 (Post-M2PP)
Paraparaumu South of Coastlands	25,527	26,050	12,172
Waikane North of Elizabeth Street	22,090	23,051	11,870

some congestion issues, for example, in Ōtaki. These include:

- [MacKay's to Peka Peka (M2PP): Completed in February 2017
- Transmission Gully (TG): due for completion 2022
- Peka Peka to Ōtaki (PP20): due for completion in 2022
- Ōtaki to North of Levin (Ō2NL): which is in the planning stages and will potentially be completed by 2029.

Changes to traffic volumes on Old State Highway 1 have been significant pre and post the M2PP Expressway.



Kāpiti Road is one of the most congested routes on the network with over 26,000 vehicles per day using this road. This is a major community connector that links beach communities and town centres with the wider regional network, but traffic has increased to the point where there is no noticeable peak<sup>4</sup>. Traffic increases from 8am and remains high until at least 6pm. Based on current conditions, plans for anticipated growth and intensification around the Paraparaumu District Centre, along with business development around Te Roto Drive and the Kapiti Coast Airport, would see congestion along Kāpiti Road and Rimu Road worsen.

However, the speed of progress of the Ō2NL projects may determine impacts on the local road networks such as bottlenecks in the North of the district and the potential to enable better cycleway, walkway and bridleway networks with Horowhenua. New roads also have the potential to generate new traffic on local roads that would not have otherwise been there as a result of changing travel patterns.

Connectivity and better travel options are key, and users want to be able to move around the network easily. Whilst the RONS projects have improved north-south connectivity through the district, there still exists the need to invest in east-west connections, to enable the local road network to interact efficiently and effectively with the new expressways. Without these connections, and better travel choices, the town centres will become vulnerable and congestion will continue to increase on the local road network.

### 4.2.2 Parking

In Waikanae and Paraparaumu town centres parking pressures are being experienced, particularly with demand from train commuters as a result of limited rail services to the north. The Greater Wellington Regional Council has increased Park and Ride provision along the Kāpiti Line, which has helped relieve the parking pressures around the Paraparaumu and Waikanae train stations, but has not completely resolved parking issues in these areas.

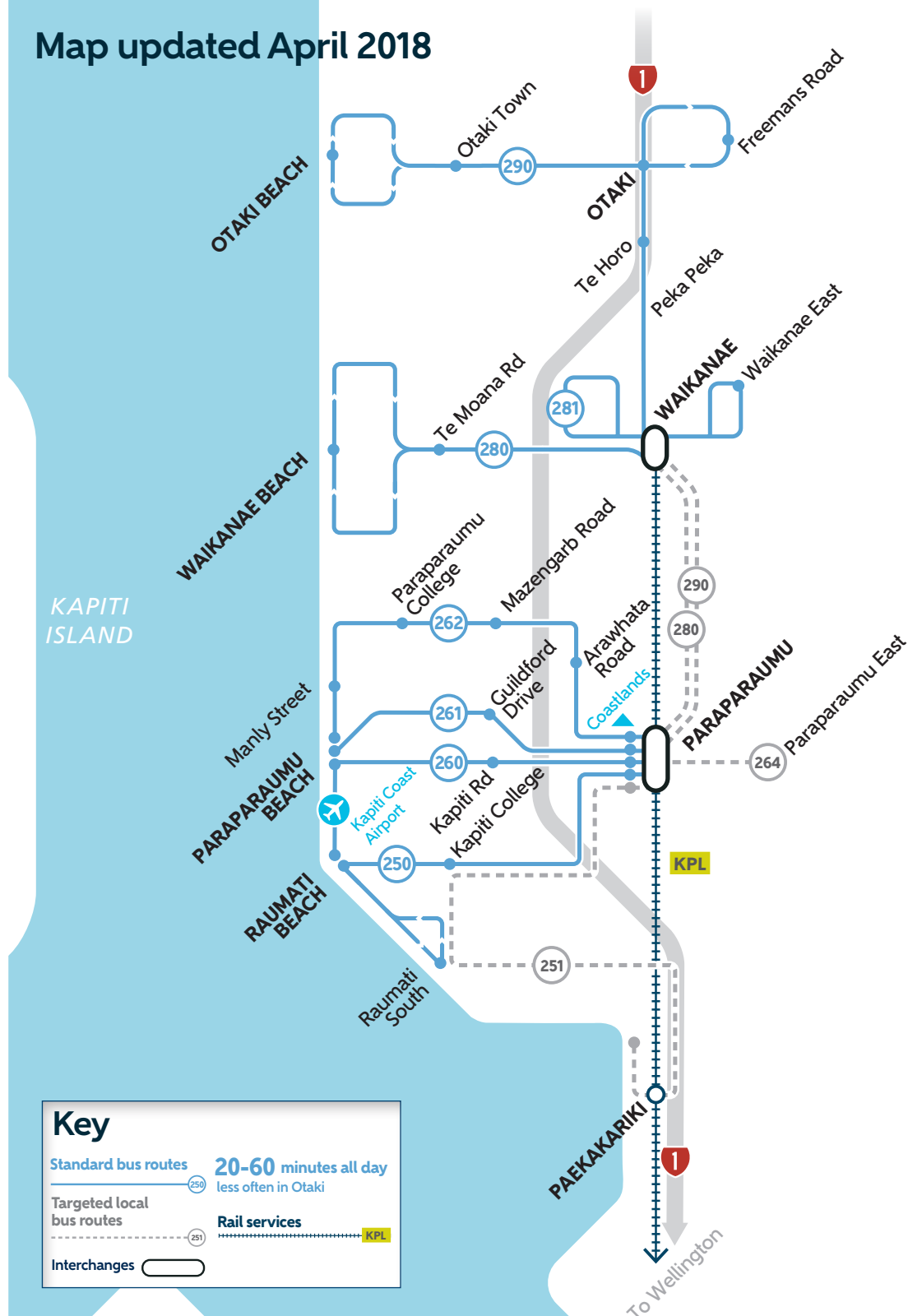
A recent survey<sup>5</sup> showed commuter parking in the streets and car parks around Waikanae town centre, as well as in the Park and Ride car parks, and this is impacting on businesses as parking is being taken up by commuters rather than being available for town centre visitors.

<sup>4</sup> Kāpiti Coast District Council Traffic Monitoring Counts

<sup>5</sup> Kāpiti Coast District Council Waikanae Parking Survey 2018

# Kapiti Public Transport Network

Map updated April 2018





### 4.3 Service provision and access

Access to people and places is key to supporting the wellbeing of our communities, and for Mana Whenua to continue the traditional practices that connect them to the environment. This includes people being able to access:

- medical services;
- hospitals;
- employment;
- parks;
- beaches;
- marae;
- urupā (burial ground);
- mahina kai; and
- water bodies (such as the Waikanae River).

For some, access can be difficult for reasons including isolation (both in terms of location and severance by or from the transport network), a lack of alternative modes of travel to the car, and financial difficulties.

Without provision for a range of existing and future transport options, such as public transport and a full range of safe, accessible infrastructure that supports private transport modes (walking, motor vehicles, mechanical scooters and motorbikes, skateboards, scooters, e-scooters, bicycles, segways etc), it can be difficult to easily move around the district e.g. from Raumati South and between residential, employment, and retail areas.

Whilst rail services from Waikanae to Wellington are frequent and high quality, rail services in the north of the district are poor and connections across the region by public transport e.g. to the Hutt Valley have to be made via Wellington. Electrification only extends as far as Waikanae, and in Ōtaki the only rail service is the Capital Connection that runs to and from Wellington once a day. This can limit access to opportunities for

communities as services often do not arrive or leave Wellington at a time they are needed.

Similarly, the lack of investment in the rail network can have implications on the ability to increase freight movement on the rail network. The new expressway projects and Transmission Gully support freight movements through Kāpiti, however, improvements in rail are also needed.

As an example, if a rail freight hub is developed at Palmerston North, it will use the Kāpiti Line for access into Wellington/ the Wellington Region. This needs to be supported by appropriate infrastructure improvements with a high level of integration with land use, if rail freight is to provide a viable means of reducing road based freight and encouraging rail freight instead.

Passenger rail boardings increased by almost 1 million in the five-year period between 2014 and 2019 (up 7.8% year on year<sup>7</sup>), but capacity issues on the trains and tracks, and a lack of connectivity at either end of the rail journey could inhibit future growth. Over 4,000 commuter trips are made from Kāpiti into the Wellington central business district each day and of those 60% are by public transport, and this will increase given the level of growth projected for Kāpiti.

Access to Kapiti Coast airport is also important if we are to support air-based domestic and freight travel, and Kāpiti is to provide a competitive alternative to Wellington Airport for long distance travellers and freight movements to and from Kāpiti.

Bus transport is limited, particularly in the north of the District. This is concerning from the point of view of being able to encourage mode shift and provide transport options. Barriers to bus use can include:

- the need for improved infrastructure
- slower journey times compared to using cars or the Park and Ride;

7 [www.metlink.org.nz](http://www.metlink.org.nz)

- the need for infrastructure to support bus usage, such as bus shelters;
- affordability;
- lack of integration between modes;
- lack of connectivity to the public transport network and hubs by active modes of travel e.g. no footpaths to bus stops and cycle paths/lanes and footpaths not easily connecting to train stations; and
- poor facilities such as bus stops and toilets.

Without improved connectivity, integration and service improvement, public transport usage may also decline over time. Buses require a level of patronage to maintain viability, and services could be scaled back or lost over time if they are not used.

#### 4.4 Reliance on the private car

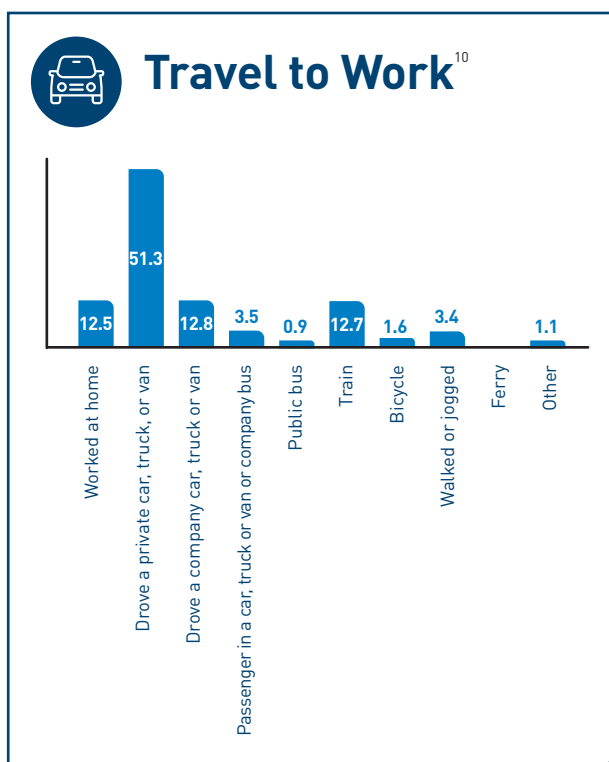
Many journeys for employment and education purposes are either made in their entirety by private car or include a transfer from the private car to another mode. This shows that we have some way to go in encouraging and supporting mode choice.

Whilst some decisions around travel patterns are personal for reasons such as safety, physical problems, weather, and perceived or actual convenience, these travel patterns are also driven by the level of investment in the transport network. Some areas such as Paekākāriki, Otaihangā, Ōtaki, and Te Horo are more likely to see the use of personal vehicles as limited options for public transport and timetables route choice, affordability, connectivity, and reliability can affect choice.

The lack of integration and connectivity within and between modes is also a barrier to their use and is impacting the take-up of alternatives to the private car. As an example, limited integration between bus services and passenger rail services is encouraging Park and Ride usage and travel by car, rather than using a bus and train.

Similarly, whilst significant investment in active modes has been seen in the development of cycleways, walkways and brideways through the Stride and Ride<sup>8</sup> programme, key links are still missing. Monitoring has only shown small increases in the usage of cycleway/walkway/bridleway trails between 2018 and 2019<sup>9</sup>, this is partly as a result of limited connectivity between the cycleway/walkway/bridleway network and urban areas, town centres, and public transport interchanges. This forces the user to think “now what?” and either risk safety issues or abandon cycling as a viable mode. There is also a lack of secure bike parking near businesses, bike parking should be well placed and accommodate all lock types, and more dedicated bike parking is necessary as well as facilities such as showers at destinations.

Car-dependent low density urban form is increasingly unsustainable and difficult to service. Travel by private vehicle has historically been the major emphasis for the transport investment. As the total space available on the network has reached a limit,



<sup>8</sup> Our cycleways, walkways and brideways – Kāpiti Coast District Council (kapiti-coast.govt.nz) see 'Stride and ride'  
<sup>9</sup> Kāpiti Coast District Council Cycle / Walk Counts March 2018 and March 2019

the response has generally been to increase road corridor capacity to reduce constraints on vehicle use. This, and the pattern of land use, has influenced the form of transport networks and the level of investment in other modes.

There is also a regional form where some key social and education services are located outside the district. Coupled with limited transport options, this has meant a heavy reliance on private vehicle transport to reach economic, social, cultural and environmental opportunities, and more people travel to work outside the District than travel in.

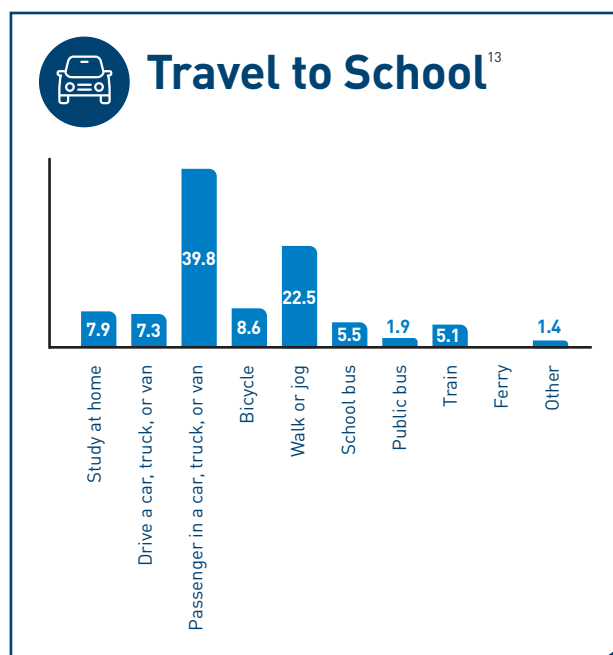
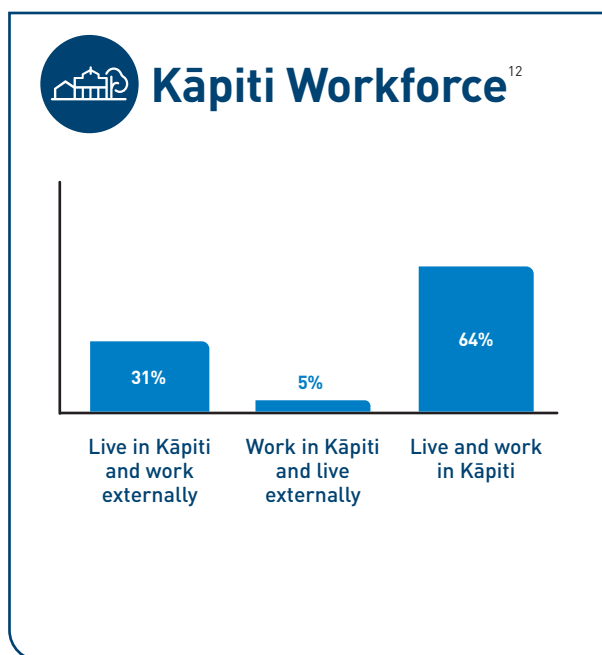
Nearly a third, 31%,<sup>11</sup> of the working population commute outside of the district, and the nearest hospitals are located in Porirua and Wellington. More people also travel out of Kāpiti than into Kāpiti for work and private vehicles also represent the most heavily used mode for travel to work, with buses being the lowest.

Many of Kāpiti's schools were not designed or located with the level of car use currently being experienced in mind. The main means of travel to education is by car, although travel

by school bus or on a public bus is higher than for people travelling by bus for work. As well as causing congestion, which impacts across the road network, car trips to school can cause problems for the schools themselves. Traffic and parking, local air pollution, the safety risks to child pedestrians and cyclists, and a decline in children's health and fitness result from high vehicle use.<sup>13</sup>

The quality of infrastructure and limited off-road facilities is also a barrier, particularly for vulnerable transport users. The network still requires investment in maintenance and new infrastructure to improve user experience. Mode choice has been impacted by the design of new developments, with some new large-scale developments being incapable of accommodating conventional buses. Concern over personal safety, as a result of poor design, can also impact on a person's choice to seek alternatives to the private car.

As a region, there is a commitment to seek to increase the active and public transport mode share by 40% by 2030, and improved infrastructure will be required to support this.



10 [www.stats.govt.nz](http://www.stats.govt.nz)  
 11 [www.stats.govt.nz](http://www.stats.govt.nz)  
 12 [www.stats.govt.nz](http://www.stats.govt.nz)  
 13 [www.stats.govt.nz](http://www.stats.govt.nz) see 'Transport'



## 4.5 Demographics and demographic change

Demographics can influence travel patterns, and the ability to move around easily can be impacted by health, age and affordability. We have an increasing population over the age of 65, 59% of whom have some form of sight, hearing or physical disability<sup>14</sup>. Projections show a change in household composition over time with increases in the older population and younger age groups, and smaller households.

Therefore, as our population grows, so too will the number of vulnerable road users and transport disadvantaged. Vulnerable Road Users are defined as pedestrians (including persons on skateboards, roller-skates, foot scooters and using mobility aids such as powered wheelchairs), cyclists and motorcyclists (including mopeds). Examples of issues include:

- older people can have particular mobility issues requiring a number of different responses ranging from planning for mobility aids in developing the pedestrian network to aiding access to key services;
- safety will be important in protecting vulnerable road users and planning for the network; and
- transport poverty – where different socio-economic groups have differing levels of access to transport options and those on lower incomes, particularly those living in rural areas, have limited access to public transport are isolated and unable to access social and economic opportunities.

Younger and older people make up a significant proportion of pedestrian and cyclists, and the transport network needs to better suit the needs of these age groups.

The lack of cheap and reliable access to regional health and social services that are

located outside the district is a pressing issue and is especially problematic for the large elderly population, the mobility impaired and the Māori population. A report published by the Ministry of Health identified that whilst the gap between Māori and non-Māori with regards to health is narrowing. There have also been areas where improvements have been more marked for non-Māori than for Māori, such as “hospitalisation and mortality for adults aged 35 years and over in all types of cardiovascular disease<sup>15</sup>”. This identifies the importance of being able to access key healthcare services.

Similarly, affordability can impact on the ability to reach key educational and employment opportunities. In 2018, the unemployment rate was 6%<sup>16</sup>, which is higher than the national average. In 2013, Māori population also had a higher level of unemployment than non-Māori both nationally and in the district, which reflects the importance of reducing transport disadvantage and providing access to economic and cultural activities. In Ōtaki, vehicle ownership rates are lower than other areas, and there is a higher proportion of



There is an accident and medical service available in Paraparaumu, and an urgent care unit in Waikanae, but these are not 24-hour facilities and families and carers still have to travel to Wellington, Kenepuru and Palmerston North hospitals. Health shuttle services provide transport direct to Kenepuru, Palmerston North or Wellington hospitals on a donation basis, but limited public transport can pose a barrier for patients and visitors.

<sup>14</sup> Regional Public Health Board

<sup>15</sup> [www.health.govt.nz](http://www.health.govt.nz)

<sup>16</sup> [www.stats.govt.nz](http://www.stats.govt.nz) see ‘Ethnicity culture and identity’

people in transport poverty, meaning that access to key services and goods can be more difficult. Transport poverty is created, in part, by limited public transport services to the north of the district.

Ōtaki also has higher rates of people speaking Te Reo Māori than in other parts of the district. In the 2018 census, 14.7% of the population in Kāpiti identified as Māori or Māori descent (compared to 12.3% in 2006), and 4.3% spoke Māori compared to 4% in the whole of New Zealand. As Te Reo Māori forms a central part of Māori identity and adds value to the economy, access to community infrastructure, employment, and educational opportunities where the use of Te Reo Māori is promoted and taught should be actively encouraged.

A 2013 study<sup>17</sup> also found that the cost of obtaining a driver's license and maintaining a warranted and registered car was prohibitive and can impact on the ability to access employment opportunities as well as leading to unsafe vehicles and illegal driving. Transport, therefore, can be integral to addressing inequality and supporting the mental and physical wellbeing of residents.

## 4.6 Safety

Our roads are getting busier, current road safety indicators are worsening, and vulnerable users need to be kept safer. Some of the network has been identified as high-risk, with the top seven road safety issues including:

- pedestrian safety;
- cyclist safety;
- motorcyclists;
- young drivers;
- intersections (62% of accidents occur at intersections in Kāpiti);
- excessive speed; and
- older road users.

In 2017, Kāpiti Coast ratings<sup>18</sup> for cyclists and pedestrians were amongst the worst in New Zealand, and addressing safety issues remains a priority especially if we are to encourage a greater proportion of walking and cycling.

Our data tells us that over the last ten years accidents are worsening on most types of roads including strategic routes such as the state highway, primary collectors such as Kāpiti Road, access roads, and low volume roads.

Accidents are spread across the network and range from minor injuries to fatal accidents, however, most serious and fatal crashes are on our rural roads. Waka Kotahi identifies personal and collective risk to road users<sup>19</sup>. The collective risk identifies corridors with a high number of fatal or serious crashes, whilst the personal risk identifies serious risk to road users of fatal or serious crashes on corridors.

Accidents can be attributed to both human error and the physical transport network. At a human level, accidents occur for a number of reasons such as loss of control, loss of concentration, speed, overtaking, conflict between road users during turning manoeuvres, and collisions during merging. Older and younger people are particularly vulnerable. This can be as a result of health issues and a lower level of concentration or awareness of road safety principles, but a lack of mode separation can also present physical and emotional barriers to active modes.

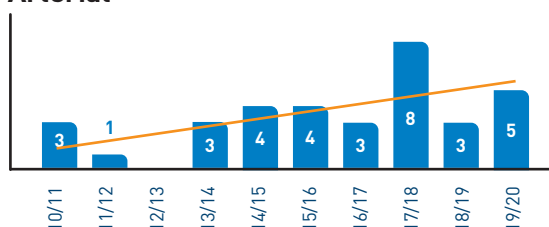
These safety issues are of concern, especially given the increase in young and old age groups in the district, and without action serious harm on the roads will continue. The Communities at Risk Register<sup>20</sup> compares the Kāpiti district with all local authorities in New Zealand in terms of priority issues, and where the crash rate is disproportionately high.

<sup>17</sup> Raerino et al.,  
<sup>18</sup> Kāpiti Coast District Council  
<sup>19</sup> roadsafetyrisk.co.nz  
<sup>20</sup> www.nzta.govt.nz

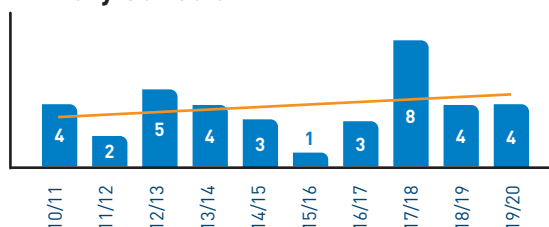


## The total number of reported serious injuries and fatalities (DSI) each year on the network

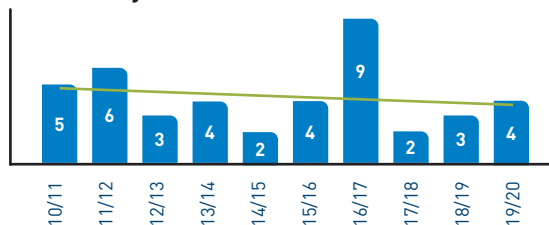
### Arterial



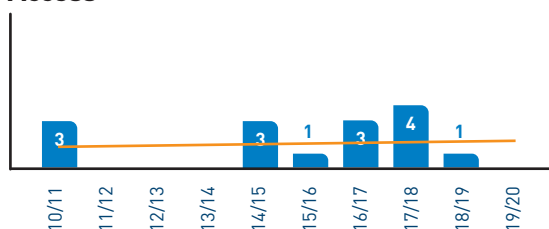
### Primary Collector



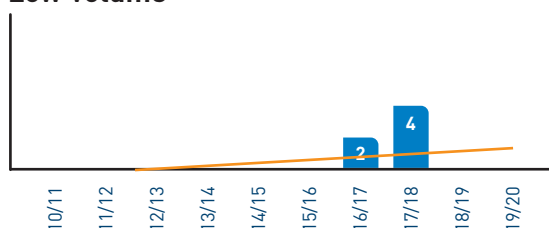
### Secondary Collector



### Access



### Low Volume



## Crash rate in the district and groups affected compared to the rest of New Zealand

**Considerably higher than others** No categories

**Higher than others** Young drivers

**Slightly higher than others** Older road users

Urban and rural roads are of equal concern but the quality of some of the rural roads can present particular challenges. Kāpiti has around 13km of unsealed roads and rural roads which are narrow and have sight visibility issues that can impact on road safety. Of particular note are Paekākāriki Hill Road and Akatarawa Road, which cross administrative boundaries and will require joint working with Waka Kotahi and the adjoining territorial authorities to address safety issues. The quality of the urban network can also create road safety problems as a result of the need for increased maintenance and the presence of hazards.

There is a need to take account of the needs of all communities in the decision-making processes to support a safe network as the network and population grows. Nationally and regionally, there is a target to reduce deaths and serious injuries on our roads by 40% by 2030, and all authorities in the Wellington Region are committed to working towards achieving this target.

Similarly, there are gaps in the pedestrian and cycle network that can have a negative impact on safety. The expressway paths, for example, can provide a utility and recreational function, and their off-road nature appeals to vulnerable and less confident road users, however, they need to connect effectively and safely into key destinations. There are also limited segregated and off-road facilities in other areas, particularly in the north of the district, and this needs to be addressed if safety is to be improved.



## 4.7 Resilience

Increasing occurrence of severe weather-related events and coastal erosion is affecting some structures and challenging network resilience. The vulnerability of the transport network to unplanned events (whether caused by natural events or network incidents such as crashes) has a major impact on access and mobility. Limited route choices and transport networks operating at or near capacity means that relatively small scale events (e.g. minor slips, vehicle crashes) can cause significant travel delays for people and freight, together with wider economic and social impacts. This is also impacting network maintenance costs, and increasing the need to invest in the protection and relocation of transport infrastructure including sea walls, retaining walls and culverts.

Resilience in the transport network means the ability to continue to function at an acceptable level and enable access to essential services after a disruptive or major event. At a more personal level, resilience in the community means the ability to gain and maintain access to key services and places that are centred around supporting wellbeing including Marae and civil defence centres.

There is a need to develop a transport system that can accommodate future growth and changes to land use patterns, as well as having the ability to deal with higher levels of demand as a result of unexpected problems.

Addressing these issues requires network improvements to deliver resilience, and integrate transport and land use planning to reduce risk exposure.

Being a coastal district, Kāpiti is vulnerable to the impacts of, and needs to be resilient to, climate change and sea-level rise, as well as other major events such as earthquakes and land slides. More extreme weather conditions can also cause damage due to slips and washouts, as well as localised flooding, which place pressure on limited resources. Kāpiti has five known faults<sup>21</sup> capable of producing large earthquakes and, as it is coastal and seismically active, the district is at risk from tsunamis. This risk is greater since the 2016 Kaikōura earthquake. There are also varying levels of flood risk in the district and our natural hazard maps<sup>22</sup> show that a great deal of the District is in flood zones.

With the level of population and economic growth anticipated in Kāpiti and the wider Wellington Region, this will become an increasing problem unless Kāpiti develops a more sustainable transport network and integrates climate change planning into future decision making. Therefore, the transport network must respond to the outcomes of the Council's Climate Emergency Action Framework and the Coastal Strategy.

Energy and other resource costs may also have impacts on community resilience, including:

- impacts on the community's ability to access goods and services; and
- potential shortages of fuel on a temporary or longer-term basis.

<sup>21</sup> [www.kapiticoast.govt.nz](http://www.kapiticoast.govt.nz)

<sup>22</sup> [www.kapiticoast.govt.nz](http://www.kapiticoast.govt.nz) see hazard maps

## 4.8 Climate change

The transport sector remains a significant contributor to greenhouse gas and noxious emissions, and light vehicle emissions are the fastest growing of these. Not only can this have health implications, but climate change is exacerbating existing problems on the network including damage to the network as a result of:

- increased flooding and ground water;
- greater storm intensity;
- sea level rise and coastal erosion; and
- warmer temperatures.
- New Zealand has official targets:
- needing to reduce greenhouse gas emissions to 30% below 2005 levels by 2030;
- needing to reduce our emissions to 5% below 1990 levels by 2020; and
- net zero emissions of all greenhouse gases other than biogenic methane by 2050.

Regionally, there is a target of a 35 percent reduction in transport-generated carbon emissions by 2030.

As a party to the Paris Agreement, New Zealand has committed to reducing greenhouse gas emissions to limit global temperature rise to below 2°C, and to pursue efforts to limit temperature rise to 1.5°C, but commitments must become increasingly ambitious to achieve this.<sup>23</sup>

Transport is currently responsible for about 57% of carbon dioxide emissions in Kāpiti. Most of these emissions are from petrol and diesel use within the district (74% of the sector's emissions and 42% of total gross emissions). The private car is the most significant contributor to land-based travel emissions, but the use of diesel powered freight and commuter trains travelling through the district on the North Island Main Trunk Line and buses running on fossil fuel

also play a part. The rest of the transport emissions are produced by the district's share of the emissions associated with air, rail, LPG, and bus electricity and port activities totalling 26% of the sector's total emissions and 15% of the district's total gross emissions.

The Climate Change Response (Zero Carbon) Act 2019<sup>24</sup> requires the government to develop and implement policies for climate change adaptation and Kāpiti will need to respond to these. Kāpiti Coast has also declared a climate change emergency which recognises the significant costs associated with coastal erosion and climate change such as inland flooding in the District. Kāpiti Coast District Council is committed to striving for carbon neutrality and adopted a Climate Emergency Action Framework in July 2021.

## 4.9 The environment

Travel and transport systems can impose significant harm to the environment and, without action, will mean that the principle of Tino Rangatiratanga (particularly Kaitiakitanga) and Wairua is not achieved through adequate environmental protection. It is important that the range of effects on key resources such as biodiversity and ecology, air, water, soil, noise and land are identified, and informed choices are made about addressing adverse effects to the environment. The implications of uncoordinated development on those parts of the environment that are less able to cope with change should be considered and addressed.

Waka Kotahi<sup>25</sup> has identified that impacts on the environment can include:

- altering the physical environment, this can be through direct ways such as habitat loss through construction or more gradual effects such as alteration of soil density, light, surface water flow and patterns of run-off;

<sup>23</sup> Productivity Commissions 2018 Low Emissions economy, 2018

<sup>24</sup> [www.mfe.govt.nz](http://www.mfe.govt.nz)

<sup>25</sup> [www.nzta.govt.nz](http://www.nzta.govt.nz)

- altering the chemical environment, through chemical spills or run-off containing pollutants that enter the ground or water;
- modifying animal behaviour, such as fragmenting and isolating populations and communities, interrupting gene flow, and making species more susceptible to collision mortality and predation;
- spreading exotic pest species; and
- wildlife mortality during construction and operation.

Unless it is planned appropriately and effects are avoided, remedied, or mitigated, transport infrastructure can cause effects at both the construction and operation stages. Impacts on the water and soil can arise from the increased potential for erosion as a consequence of earthworks, contamination in run-off, air pollution, and the emission of greenhouse gases. Impacts on flora and fauna can also be caused by destruction of natural habitats, and noise.

Decisions on land use and the relative priorities between modes can also impact on the environment. As an example, building a road rather than looking at improved infrastructure to support alternatives to the private car, and not requiring connectivity of new developments that supports mode choice can impact on the quality of the environment. Conversely, making the most of the existing network and encouraging alternative modes to the car can have a positive impact on the environment.

In order to achieve sustainability, development should be managed in a way that protects natural and physical resources and enables people to provide for their social, cultural and economic wellbeing, without compromising the ability of future generations to meet their needs. This means avoiding, remedying or mitigating effects and safeguarding the capacity of air, water and soil. There is a need to act as stewards, protect the biodiversity of

our environment, and take this into account when making infrastructure decisions.

## 4.10 Amenity

Decisions on land use and transport can affect the amenity, liveability, attractiveness and safety of a place, as well as the health of communities. In Kāpiti, there is a desire to maintain character, amenity and environmental quality. In providing a quality environment that is pleasant, safe and well designed, the barriers that prevent people from getting about should be removed.

Amenity can be defined as being “those natural or physical qualities and characteristics of an area that contribute to people’s appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes<sup>26</sup>”. The physical and visual attributes of the transport network can have positive or negative impacts on the experience of a place. A high-quality network is important to the community, and the allocation of space within the road corridor can have an effect on local economies and the viability of town centres.

The town centres are vulnerable to change and the new travel patterns resulting from the Roads of National Significance (RONS) projects removes passer-by traffic, which can impact on economic viability. The lack of quality town centre design is resulting in a lost opportunity to catalyse growth, and the lack of ‘main streets’ is resulting in economic and retail activity occurring outside the region or district. The challenge will be to lock in the benefits of the RONS projects and enhance the town centres.

Town centre design is important to provide communities with an attractive retail and economic hub, and town centres need to be inviting, cohesive, imaginative, and accessible. It enhances the community by providing opportunities to gather, shop locally, access social and economic needs, and reduces the need and desire to travel elsewhere.



Traffic volume, speed, and a lack of quality experiences and connectivity for pedestrians, cyclists and public transport are contributing to health issues and town centres that are not as successful as they could be. In 2018<sup>27</sup> local residents spent 40% of their money outside the district, suggesting needs are not being met within the district.

### 4.11 Affordability

Affordability can affect the ability of people to access transport and support their social, cultural, economic and physical wellbeing. As identified in the demographics section, the cost of obtaining a license can impact mobility, but so too can the cost of public transport or the ability to purchase a bike. Whilst walking is free providing infrastructure can also affect affordability and funding decisions.

Access and transport activities are funded by a combination of:

- rates funding;
- subsidies from Waka Kotahi for maintenance;
- school travel plans renewals and capital works;
- Greater Wellington Regional Council for public transport; and
- new development.

Any decisions on transport investment and programme development will need to be made within the context of funding constraints. Council's focus is on achieving a balance between delivering affordable rates, minimising borrowings and optimising capital expenditure whilst still delivering against what the community needs and what is required to operate a safe and efficient transport network.

As well as developing infrastructure to support growth, Council needs to address shortfalls with the existing infrastructure, including required maintenance and renewals, that create barriers to transport opportunities.

Many transport projects, including new infrastructure and maintenance, attract funding assistance rates from Waka Kotahi, but councils have to fund their share, usually around 50%. There is capacity to support growth if the transport network supports sustainable approaches but growth brings with it higher costs for infrastructure delivery, operation and maintenance.

## Summary of key challenges

Challenge	Why this is an issue	Effect of no action
<b>Growth</b>	<ul style="list-style-type: none"> <li>• Growth is exacerbating existing transport challenges.</li> </ul>	<ul style="list-style-type: none"> <li>• Existing transport issues and challenges will continue to worsen over time.</li> </ul>
<b>A network under pressure</b>	<ul style="list-style-type: none"> <li>• Poor connectivity is impacting on:               <ul style="list-style-type: none"> <li>– level of service such as congestion and reliability, particularly on east-west arterial routes;</li> <li>– access to goods, services and recreational facilities;</li> <li>– mode choice; and</li> <li>– economic viability and amenity due to parking problems.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• These conditions worsen over time and infrastructure will deteriorate.</li> </ul>
<b>Service provision/lack of access</b>	<ul style="list-style-type: none"> <li>• Affects mode choice; and</li> <li>• Limits access to essential social, economic and service facilities.</li> </ul>	<ul style="list-style-type: none"> <li>• Services become increasingly vulnerable over time; and</li> <li>• Increasing pressure on the roading network.</li> </ul>
<b>Reliance on the private car</b>	<ul style="list-style-type: none"> <li>• Affects mode choice; and</li> <li>• Limits access to essential social, economic and service facilities.</li> </ul>	<ul style="list-style-type: none"> <li>• Increasing pressure on the roading network;</li> <li>• Travel patterns will not change; and</li> <li>• Land use patterns can be affected.</li> </ul>
<b>Demographic change</b>	<ul style="list-style-type: none"> <li>• Affects mode choice;</li> <li>• Limits access to essential social, economic and service facilities;</li> <li>• Affects affordability and transport poverty; and</li> <li>• The number of vulnerable road users are increasing.</li> </ul>	<ul style="list-style-type: none"> <li>• Number of people with limited access will increase;</li> <li>• Travel patterns will remain unchanged; and</li> <li>• Safety statistics will worsen over time.</li> </ul>
<b>Safety</b>	<ul style="list-style-type: none"> <li>• Safety statistics are worsening; and</li> <li>• Vulnerable road users are at risk.</li> </ul>	<ul style="list-style-type: none"> <li>• Serious harm will continue.</li> </ul>

Challenge	Why this is an issue	Effect of no action
<b>Need to improve resilience</b>	<ul style="list-style-type: none"> <li>• Important to enable access to essential services after a disruptive or major event;</li> <li>• Kāpiti's transport network is vulnerable to climate change, sea-level rise and natural events such as land slides and earthquakes;</li> </ul>	<ul style="list-style-type: none"> <li>• Damage will occur;</li> <li>• The transport network will not be able to respond quickly to unplanned events; and</li> <li>• Communities will be at risk or lose access to key services.</li> </ul>
<b>Climate change</b>	<ul style="list-style-type: none"> <li>• Transport is a significant contributor to greenhouse gases;</li> <li>• Climate change is exacerbating existing problems which affect the transport network including: <ul style="list-style-type: none"> <li>– increased flooding and ground water;</li> <li>– greater storm intensity;</li> <li>– sea-level rise and coastal erosion; and</li> <li>– warmer temperatures.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Impacts of climate change will worsen over time.</li> </ul>
<b>Environmental impacts</b>	<ul style="list-style-type: none"> <li>• Decisions that do not take account of the effects of transport infrastructure impact on biodiversity, air and water quality, soil, and ecology.</li> </ul>	<ul style="list-style-type: none"> <li>• Environment degrades over time.</li> </ul>
<b>Amenity</b>	<ul style="list-style-type: none"> <li>• Lack of quality town centre design is resulting in a lost opportunity to catalyse growth and encourage mode shift, and</li> <li>• Lack of 'main streets' is resulting in economic and retail activity occurring outside the region or district, and increasing the need to travel.</li> </ul>	<ul style="list-style-type: none"> <li>• Amenity and viability in town centres will worsen, and economic development may decline.</li> </ul>
<b>Affordability</b>	<ul style="list-style-type: none"> <li>• Decisions on transport investment and programme development will need to be made within the context of funding constraints; and</li> <li>• Funding assistance rates from Waka Kotahi usually cover only 51% of the cost, and Council must find its share.</li> </ul>	<ul style="list-style-type: none"> <li>• Impact on balance between delivering affordable rates, minimising borrowings and optimising capital expenditure.</li> </ul>



## Summary of key challenges in different areas

Regional	East West Connectivity between Kāpiti and Porirua, and Kāpiti and Upper Hutt as both Akatarawa Road and Paekākāriki Hill Road are narrow and have poor sight lines/poor safety records.		Ability of the commuting workforce to travel to the Hutt Valley influenced by investment decisions on the Petone to Ngauranga Gorge scheme and State Highway 58.		
Interregional	Lack of connectivity to Levin and Palmerston North, which many Ōtaki residents look to for essential health services and employment.				
Districtwide	Lack of integration between modes.	Lack of integration between on-road and off-road cycle and pedestrian activity.	Revocation of Old State Highway 1 and the need to lock in the benefits this provides in the town centres.	Capacity on train services.	Parking issues.
Ōtaki	Poor rail connectivity north and south.	Limited bus services to main town centres.	Poor east-west connectivity.	Need for improved cycleway, walkway, and bridleway infrastructure.	
Te Horo	Poor rail connectivity north and south.	Limited bus services to main town centres.			
Paraparaumu	Congestion.	Poor connections to the train station for pedestrians and cyclists.			
Waikanae	Problems across the railway line and congestion around Elizabeth Street.	North/south connectivity to Waikanae as a result of the lack of full interchanges on the M2PP and PP2Ō expressways.	Poor connections to the train station for pedestrians and cyclists.		
Paekākāriki	Relationship between TG and Old State Highway 1 interchanges.	Bus services limited to one per week to Paraparaumu and Kapiti Health Centre.			







# 5.0 Outcomes and vision

## 5.1 Outcomes

We aim to enhance community connectedness through the creation of a well-planned physical transport system that allows for the reliable, efficient and safe movement of people and goods. There is a need to prioritise infrastructure spending and new developments should contribute towards solutions rather than add to existing pressures. The following outcomes reflect what we desire in Kāpiti and emphasise the need to support a complete and integrated transport network which serves all communities. In achieving these outcomes, it is important that this includes working with Mana Whenua partners to support a positive relationship and true involvement in decision making.

### **Outcome 1: Improved access, connectivity and integration for all**

In Kāpiti communities, will benefit from a transport network and travel service that offers travel choice, giving access to essential civic and economic centres, sites of significance, sites that enable traditional practices, social infrastructure and recreational opportunities. Transport and land use will be better integrated, and the design of new development will support good transport connections internally and to the wider transport network.

Delivery programmes will not start on the premise that road building will be the most efficient way of enabling people and businesses to access the goods and services that matter to them, but on providing sustainable transport infrastructure. Space will be allocated on the network to support the needs of all user groups and encourage mode shift so people can easily get around the district, and have an enjoyable journey.

### **Outcome 2: Safe communities**

By establishing good design principles and adopting a vision zero<sup>28</sup> and safe systems<sup>29</sup> approach people feel safe using a mode of their choice. At the same time, the health and wellbeing of communities is improved as a result of increased activity, improved access to key social infrastructure and the ability to appropriately manage the effects of, and respond to transport-based emissions.

### **Outcome 3: A resilient transport network**

Kāpiti will be able to respond quickly and restore essential transport connections after a disruptive event including natural disasters, accidents and major entertainment events. Resilience will be built into the network including alternative routes and effective and reliable options for mode choice, as well as applying construction standards and putting emergency measures in place to limit damage as far as possible and support a swift recovery.

### **Outcome 4: Supporting a vibrant and thriving district**

The town centres and local businesses are supported by the transport network, parking management strategies and projects, and people and goods can easily and reliably move around. Community wellbeing will be enhanced, and inequities reduced as more people have access to social, cultural, and economic opportunities.

### **Outcome 5: Addressing climate change**

The transport network and our investment decision making will actively address and seek to avoid, remedy or mitigate the causes and effects of climate change.

<sup>28</sup> [www.nzta.govt.nz](http://www.nzta.govt.nz)  
<sup>29</sup> [www.transport.govt.nz](http://www.transport.govt.nz)



### **Outcome 6: The environment**

There will be a transport system that establishes kaitiakitanga as a guiding principle to avoid, remedy or mitigate effects on the environment and supports the ongoing protection of significant sites and sites that enable traditional practices.

### **Outcome 7: Amenity enhancements**

The design of the transport network will reflect its form and function, and proposals will support our town centres and create high quality, connected and attractive places.

### **Outcome 8: Affordability**

Travel will become more affordable for all users, and investment decisions will provide value for money. Transport infrastructure developments, renewals and upgrades will be undertaken efficiently and effectively to achieve maximum external funding, optimise rates funding, and sustain economic activity.

## **5.2 Vision**

**By 2035 we will have a transport system that is safe, decarbonised, healthy, well connected, and accessible to all.**

Whilst all outcomes are linked to key challenges some will be more relevant than others, most relevant connections are shown on the strategy on a page. Improving connectivity and integration for example will reduce the need to travel by the private car and encourage mode shift. In turn this addresses the challenges that arise as a result of growth and demographics, as well as improving the environment and amenity.

## 6.0 Focus areas

**The challenges identified in section 4 of this strategy and the Long-term Plan (LTP) performance measures identify there are some areas where we continue to need to prioritise infrastructure spending. New developments should contribute towards solutions rather than add to existing pressures.**

Balancing the ability for Council to maintain the current roading network and fund renewals, while meeting future growth needs, is an ongoing challenge given the size and scale of the assets and limited funding sources. Other key areas of performance such as resilience, amenity, accessibility and safety need to be addressed. The focus areas identify what is needed in order to accomplish the vision and outcomes contained within this strategy.

For all these focus areas, Council will take into account the views, values and guiding principles of Mana Whenua by:

- working in partnership with mana whenua, including engaging with Mana Whenua at the outset of new projects that result from the strategy;
- incorporating Te Reo Māori and Mana Whenua narratives into new transport projects wherever possible;
- providing the ability for iwi to engage with new projects in Te Reo Māori;
- identifying and addressing the cultural and historical values of Mana Whenua in the development of new projects;
- reviewing and incorporating the principles in documents such as Ātiawa ki Whakarongotai's Kaitiakitanga Plan and its kaupapa (values), huanga (objectives) and tikanga; and

- monitoring the effects of transport projects on the environment and stormwater systems. This will include working with partners (such as Mana Whenua and Waka Kotahi) and using methods such as katiaki monitoring measures.

In some cases, these will be supported or regulated by processes outside of this strategy, for example, the resource consent process and the requirement in the Resource Management Act (RMA) to avoid, remedy or mitigate the adverse effects of development.

The physical form of the transport network will have major impacts on transport choice. The transport network will need to develop in a way that:

- increases the connectivity of communities;
- supports the health and wellbeing of our communities;
- integrates transport modes and transport and land use;
- improves access to the district centres, town centres, recreation areas, school, services and employment opportunities;
- increases mode choice;
- improves safety, particularly for vulnerable road;
- supports resilience; and
- delivers high quality design that respects the environment and amenity.

## 6.1 Focus area 1: Improved connections and mode choice

Council aims to enhance community connectedness through the creation of a well-planned physical transport system that allows for the reliable, efficient, and safe movement of people and goods. Decisions on allocation of space within the road corridor can assist with mode shift, relieve congestion, and improve access to services and economic opportunities, as well as supporting the health of our communities.

### 6.1.1 Better connectivity

The Roads of National Significance (RONS) projects provide additional capacity within the Kāpiti Coast roading network. To support further growth and prevent the benefits of the RONS projects from being eroded, there is a need to capitalise on the opportunities that the RONS projects have provided, and avoid, remedy or mitigate the negative impacts on the local road network. To reduce congestion and support economic and housing growth within the town centre, and around the airport, the establishment of east-west connectivity projects in Kāpiti's main towns will be prioritised.

The revocation process to vest current SH1 in Council has enabled Council to think more innovatively about how the town centres of Paraparaumu, Waikanae and Ōtaki should look, feel and operate in the future.

Key to reducing reliance on the private car will also be providing good quality alternatives. There exists an ability to make the most of the advantages that Kāpiti has including a generally flat topography that encourages walking and cycling, a community that is passionate about transport, and high quality frequent rail services to Wellington.

Council will:

- develop a programme of works that identifies measures for improving connectivity in the town centres including:
  - improved access to the train station in Paraparaumu for public transport, pedestrians and cyclists;
  - accommodating the impact of projected passenger transport and growth, vehicle, pedestrian and cycle movements, and enhancing the Waikanae Town Centre; and
  - town centre improvements in Ōtaki.
- develop the transport network such that:
  - gaps in the cycleway, walkways, bridleways network are closed;
  - infrastructure supports new developments integrates well and builds on the existing network
- advocate and work with work with partners to deliver integration between:
  - the local and state highways projects;
  - modes e.g. between bikes and trains through better bike facilities/parking at stations and between buses and rail through improved integrated ticketing;
- support the development of east-west connections;
- provide better access to the state highway network for communities;
- build on the benefits of the shared paths along the expressways by developing local infrastructure to connect with them; and
- support healthy travel choices and wellbeing through the development of a well-connected network for active modes.



### 6.1.2 Delivering mode choice

In considering new development and investment priorities, Council will support mode choice by:

- continuing to develop the cycleway, walkway, bridleway network<sup>30</sup> and address gaps by seeking opportunities through growth, the National Land Transport Programme, working with neighbouring districts, and the exploration of funding sources;
- delivering a parking regime that supports the economy and communities;
- supporting partners in developing mode shift plans;
- advocating and working with partners to:
  - improve level of service and infrastructure improvements on public transport;
  - support Kapiti Coast Airport and access to it by all modes;
  - encourage the use of rail and provide infrastructure to support freight movements and alternatives to road-based freight;
  - develop demand responsive public transport options;
  - improve connectivity between transport modes and to transport interchanges;
- identifying where bus priority is appropriate and work with partners to implement this;
- supporting a high level of maintenance on the cycleway, walkway and bridleway network;
- strongly supporting the development of public transport interchanges including through the development of station access plans;

- seeking funding opportunities from programmes such as Accessible Streets and delivering Accessible Streets concepts that increase safety and accessibility of footpaths, cycleways, cycle lanes and shared footpaths; and
- locking in the benefits of the RONS expressway projects by implementing schemes to maintain lower levels of vehicular traffic and improve access by other modes.

The relationship with the Open Space Strategy will be important in establishing good connectivity between the recreational cycleway, walkway, bridleway linkages and key services, transport interchanges, employment opportunities, educational facilities and places of cultural significance.

Funding decisions will be made within the context of making provision for a high level of connectivity between Activity Management Plans (AMPs) in this regard.

Council will continue to advocate for improvements to the public transport services as a priority for regional and national investment. Of particular importance are bus services both in terms of numbers and frequency, and more frequent and improved rail services, particularly in the north of the District.

Council will also encourage and promote mode shift through a programme of education, communication and incentives such as celebrating car-free day and bike-to-work day.

30 [www.kapiticoast.govt.nz/media/32961/stride-and-ride-trails.pdf](http://www.kapiticoast.govt.nz/media/32961/stride-and-ride-trails.pdf)

## 6.2 Focus area 2: Integrating land use and transport

When considering the need to travel and travel patterns, the relationship between land use and transport is a fundamental one. Land use can affect travel patterns, particularly if alternatives to the private car are unviable, and the ability to travel somewhere easily and access goods and services can impact on decisions to locate new development.

There is a need to deliver the right infrastructure in the right place at the right time, and work together to reduce the need to travel. In identifying priorities for infrastructure development, Council will work collaboratively with partners to take account of future growth and:

- Deliver and plan infrastructure to support the growth identified in the District Plan and Growth Strategy through:
  - close alignment of the Sustainable Transport Strategy, Growth Strategy and Economic Development Strategy;
  - requiring that specific infrastructure to serve specific developments is provided through the resource consent process;
  - reflecting the outcomes of the Sustainable Transport Strategy and District Growth Strategy in the AMP and LTP;
  - effective input into District Plan Change and review and structure plan development processes;
  - making sure that new development plans for all modes, connect effectively into the existing transport network, and identifies measures to avoid, remedy or mitigate the environmental impacts; and
  - climate change being at the heart of new development.

- Planning new developments in a way that either reduces the need to travel or encourages alternatives to the private car, and that they support the development of identified infrastructure projects; and
- The establishment of initiatives such as the 20 minute city (living locally and providing what people need within a 20 minute walk, cycle or public transport trip).

Whilst some larger developments are known and are masterplanned, a number of smaller sites come forward in unexpected locations, and infrastructure will be provided on an as needed basis. District Plan zoning provides an indication of where new development should take place, and we collect districtwide development contributions to fund infrastructure that is not related to anticipated development sites.

Development contributions are set through the LTP at a rate that provides a fair and equitable contribution to support the delivery of necessary infrastructure, and currently transport contributions are uniform across the district. These will be used in association with other funding streams, such as the funding assistance rate, for infrastructure that also serves a wider community benefit.

Stronger links will be established between transport requirements and the consenting/development contributions policies and processes. This will be supported by traffic models that have, and will continue to provide us with, the ability to scenario test and identify parts of the roading network that will require investment to operate a good level of service.

More detail on the infrastructure delivery plan can be found in the AMP and LTP.

### 6.3 Focus area 3: Safety

Safety is a key priority under the Government Policy Statement on Land Transport 2021 (GPS 2021), and vision zero identifies the Government's approach to this.

Vision Zero<sup>31</sup> has a vision where no one is killed or seriously injured on our roads.

The Safe System approach recognises that everyone makes mistakes but the road system should be able to protect people from death and serious injury if mistakes occur.

The transport system will cater for the safety of all users. In setting priorities, Council will adopt a Road to Zero<sup>32</sup> and Safer Systems<sup>33</sup> approach and take the following matters into consideration:

- the location of marae, rest homes, schools and areas where there is socioeconomic deprivation to support the development of a transport system that provides for and protects vulnerable people e.g. kaumātua (elders) and tamariki (children) and rangatahi (youth);
- understanding who and where our vulnerable people are;
- designing new transport projects which are well designed;
- supporting safe driving projects and incentives to improve driving skills and maintenance of vehicles;
- developing of good quality footpaths which are safe and attractive for people to use, particularly older people;
- addressing the design of new developments through the District Plan and resource consent process;
- developing cycle and pedestrian facilities that are clearly signed and well connected into existing infrastructure;
- delivery of off-road cycleway, walkway and bridleway infrastructure and making on road cycle facilities safer;

- the provision of safe crossings and seating;
- setting appropriate speed limits;
- provision of night time bus services to main residential areas;
- amenity and lighting improvements that improve personal safety;
- vehicle safety including appropriate speed limits, intersection improvements, and a high level of maintenance on Council's fleet vehicles; and
- opportunities to deliver educational programmes to the community and local businesses e.g. at schools and mobility scooter training.

The LTP identifies a programme of localised road safety schemes such as new roundabouts on major community connectors and pedestrian crossings.

### 6.4 Focus area 4: Resilience

In addition to supporting better access and connectivity, which improves general and personal resilience, Council will prioritise projects and standards that will limit damage as far as possible and/or enable the quick recovery of transport connections after an event through:

- continuing to adopt a high level of construction standards for its own projects and for new development by following national guidelines and standards, and the Kāpiti Coast District Council Subdivision and Development Principles and Requirements document;
- developing emergency management procedures that continue to be fit-for-purpose and allow key connections to be established as quickly as possible;
- prioritising projects that enhance community connectivity;

31 [www.nzta.govt.nz](http://www.nzta.govt.nz)

32 [www.transport.govt.nz](http://www.transport.govt.nz)

33 [www.nzta.govt.nz](http://www.nzta.govt.nz)

- working with agencies such as the Wellington Region Emergency Management Office to support community access to services after an event;
- providing information on transport and the recovery of transport connections through Council's Emergency Operations Centre when it is activated;
- providing out-of-hours support for events on the network such as landslides and accidents; and
- managing the effects of temporary events.

Council will work with key funding partners to undertake emergency works after an event under the RMA. The outcomes of, and response to, the Coastal Strategy and Climate Emergency Action Framework will also be reflected in the AMP. This is because the impacts of climate change may necessitate a different response to that previously undertaken.

## 6.5 Focus area 5: Addressing climate change

As transport is a major contributor to greenhouse gasses and noxious emissions, providing opportunities to achieve mode shift to low-emission options and reduce the need to travel by changing land use patterns will help to improve air quality.

Changing technology, including micromobility (such as e-scooters, e-bikes), provides the opportunity to change travel patterns and encourage alternatives to the private car. In particular, improved ultra-fast broadband connectivity in Kāpiti creates more and better opportunities to work from home, and integrated ticketing and timetable linkages between bus and rail will improve connectivity and travel times for bus and rail users.

Similarly, the quality and type of energy source can improve environmental quality and health outcomes. It is possible to make decisions about the kinds of vehicles and efficiency levels of vehicles, which will directly reduce emissions. Council has recognised

this and has introduced a policy for transport fleet that:

- provides bikes for shorter journeys;
- promotes train use for travel where possible;
- reviews the fuel type of Council vehicles;
- has introduced electric vehicles;
- maintains a high level of servicing;
- requires a centralised booking system for vehicles to maximise trip planning; and
- monitors and evaluates vehicle performance.

Council will support and promote various agencies that provide advice on emission-reducing vehicles to communities as part of any education projects we undertake.

With regards to flooding and water quality standards, the Proposed District Plan and the Subdivision and Development Principles and Requirements seeks to control development in flood-prone areas and identify standards to address impacts on the stormwater network from transport infrastructure. Council will, therefore:

- implement measures to encourage mode shift such as new infrastructure and safety improvements;
- avoid, wherever possible, transport routes that increase the risk of exposure to extreme weather events;
- support measures that provide for managed retreat where appropriate and possible;
- seek to avoid, remedy or mitigate the adverse effects of infrastructure development;
- give effect to environmental standards in government, regional and local standards, strategies, policies and plans;



- advocate to central government so that the right signals, initiatives, and legislative framework are in place (from the top) to enable emissions targets to be met;
- seek to make the most of initiatives such as the Healthy Streets and Innovating Streets programmes;
- take enforcement action where requirements are not being met;
- advocate with partners to support better transport services, more public transport vehicles, real time information and more shelters;
- support the transition to electric vehicles such as the development of electric vehicle charging points e.g. slow charging points at train stations;
- adapt our construction and maintenance projects to address impacts of climate change;
- continue to consider the efficiency of its own vehicle fleet including opportunities to convert to electric vehicles, as well as how staff travel in and to work;
- advocate for the use of more efficient fleets and environmentally friendly fuel types in other organisations;
- support the development of bike parking at key destinations; and
- provide information and advice to the community on how they can reduce vehicle emissions.

Council will also take account of the outcomes of the Climate Strategy that relate to transport in determining spending programmes.

## 6.6 Focus area 6: The environment

As identified in section 4.9, there is a need to identify and address the environmental impacts of transport infrastructure. In identifying priorities for transport investment, Council will:

- apply the principles of avoiding, remedying or mitigating adverse effects in accordance with the Resource Management Act (RMA);
- consider all modes when assessing new transport schemes and not work on the premise that road building is the preferred solution;
- ensure environmental quality and that all modes are considered in new development;
- support measures that remedy the existing impacts of transport development, including on sites of significance;
- share and protect knowledge and use this to inform decision making;
- require construction management plans for new development including transport infrastructure;
- give effect to environmental standards in government, regional and local standards, strategies, policies and plans;
- advocate to central government so that the right signals, initiatives, and legislative framework are in place (from the top) to enable targets to be met; and
- take enforcement action where requirements are not being met.

## 6.7 Focus area 7: Amenity

As identified in section 4.8, there are a number of issues affecting amenity in the district including the condition of the transport network, parking, and a lack of attractive alternatives to the private car for access to social infrastructure.

When developing spending priorities, consideration will be given to the following:

- developing transport schemes that are consistent with New Zealand and Council standards contained within documents such as those relating to roading design and the Proposed District Plan;
- taking account of amenity in scheme design;
- seeking for all new developments to be well designed and planned, and integrate well with existing destinations and public transport facilities;
- taking opportunities to improve amenity and supporting partners in this;
- developing a parking strategy that recognises the need for and identifies an approach for addressing the various parking issues;
- developing bylaws that enable enforcement where required;
- implementing good transport scheme design through the resource consent process; and
- implementing the maintenance and renewals programme.

In addition to projects that further develop connectivity, the town centres project will also impact positively on amenity. The goal is to create vibrant, diverse and thriving town centres that are easily accessible, reflect the unique flavour of each town's centre, attract visitors and investment, and have more people working locally in higher paid jobs.

## 6.8 Focus area 8: Affordability

The Activity Management Plans and Long-term Plan identify the delivery programme within the context of the limits of Council's financial strategy.

In setting transport priorities, Council will:

- make the best use of the existing network;
- seek funding opportunities from external sources for capital, maintenance, renewal and emergency works including:
  - Waka Kotahi;
  - Greater Wellington Regional Council;
  - the National Land Transport Fund;
  - approved organisations' local share;
  - Crown funds and loans;
  - partnerships; and
  - development contributions.
- direct development to provide an appropriate level of infrastructure to serve its needs without impacting on the existing network;
- work with partners to make public transport services more affordable for all; and
- look for opportunities to align programme development and funding with other infrastructure providers, including the adjoining districts and regions.

By establishing the principle of kotahitanga (building strength in relationships) there will be the ability to deliver infrastructure through partnerships and support the Council's financial strategy.







