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**To:** Kate Pascall, Consultant Planner

**From:** Hamish McGillivray, Manager Urban Planning and Research

**Date:** 20 July 2026

**Subject:** Growth and HBA context for Private Plan Change 5

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## Introduction

1. My name is Hamish John McGillivray. I am employed as the Urban Planning and Research manager at Kāpiti Coast District Council.
2. I have prepared this statement of evidence on behalf of the Kāpiti Coast District Council (Council) in respect of technical related matters arising from the plan change request and the submissions and further submissions on the Private Plan Change 5 (PPC5) to the Kāpiti Coast District Plan (District Plan).
3. Specifically, this statement of evidence provides context relating to Te Tupu Pai Growth Strategy, the 2023 Housing Business Assessment and population forecasts relating to Proposed Plan Change 5.
4. I am authorised to provide this evidence on behalf of the Council.

## Qualifications and experience

5. I hold the qualifications of Bachelor of Resource and Environmental Planning (with Hons) from Massey University.
6. I have 25 years' experience as a policy planner working on the development, implementation and monitoring of district and spatial planning processes across local, regional and central government in New Zealand and the United Kingdom. This includes preparing and providing advice on Council's Housing and Business Assessments and Te Tupu Pai Growing Well growth strategy.

## Code of conduct

7. I have read the Code of Conduct for Expert Witnesses set out in the Environment Court's Practice Note 2023<sup>1</sup>. I have complied with the Code of Conduct in preparing my evidence and will continue to comply with it while giving oral evidence before the Environment Court. My qualifications as an expert are set out above. Except where I state I rely on the evidence of another person, I confirm that the issues addressed in this statement of evidence are within my area of expertise, and I have not omitted to consider material facts known to me that might alter or detract from my expressed opinions.

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<sup>1</sup> <https://environmentcourt.govt.nz/assets/Practice-Note-2023-.pdf>

## **Te Tupu Pai Growing Well - Growth Strategy (2022)**

8. The Kāpiti Coast District Council's Te Tupu Pai Growth Strategy (2022) outlines the approach to enabling sustainable growth across the Kapiti Coast District over the 30-year period to 2051.
9. The Strategy seeks to achieve good growth by 'growing up' and 'growing out' through a hierarchy of intensification around current and future urban centres, and a range of greenfield areas identified as high, medium and long-term priority areas for development.
10. The Strategy recognises that growth would progressively occur over time, through the intensification of existing urban areas alongside new greenfield areas being added progressively.
11. The Strategy identifies a flexible approach for how it is implemented, allowing it to adapt its speed to be responsive to growth drivers. This includes the pace of population growth against projections; how the market responds to develop and realise housing; and response to central government changes and reforms.
12. The Strategy identifies greenfield sites following a preliminary assessment of these areas, including their proximity to existing centres, access to transport and infrastructure, natural hazards, potential effects on the environment, effects on highly productive land and impact on climate change.
13. This includes high-priority and medium-priority greenfield growth areas and longer-term / future urban study areas. However, the Strategy recognises the need for further, more detailed examination of constraints and infrastructure requirements to assess these areas for their appropriateness for development. The Strategy notes that more detailed planning may mean the indicative priorities of these areas could change. While some developments may be able to happen sooner, others could be rescheduled for later or deferred.
14. The Strategy identifies this being achieved through a progressive approach, alongside changes to the district plan and infrastructure planning processes, ensuring development is appropriately staged and that infrastructure is provided at the right time avoiding a piecemeal approach.
15. It also recognises that where appropriate, greenfield sites will have structure planning undertaken to ensure well- functioning urban environments, and this will be undertaken progressively alongside district plan changes. This includes both council-initiated plan changes and/or private plan changes to ensure sufficient development capacity is enabled in suitable areas to realise good growth outcomes anticipated by the Strategy.
16. The Strategy also identifies the importance of the Long-term Plan in supporting implementation of the approach to growth, in particular the identification and sequencing of planning and infrastructure investment required to support good growth over a 30-year period.
17. The PPC5 site is not included for future development as part of the Strategy. However, the site was identified and considered alongside several others, as part of the preliminary assessment of future development areas but was not included given the nature of constraints and need for further work on hazard assessment for some of the areas put forward, particularly with respect to flooding. Advice supporting the adoption of the strategy indicated that based on this further work these areas may be brought into the urban area in future plan changes<sup>2</sup>.
18. The site was also subsequently raised through consultation on Council's Plan Change 2: Intensification process. The Council Officers' Planning Evidence identified that while the site was considered as part of the preparation of PC2, it had a range of constraints and was sufficiently

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<sup>2</sup> [Council report for the adoption of the District Growth Strategy Te Tupu Pai: Growing Well 24 Feb 2022](#)

complex enough to require further work and a comprehensive planning approach to manage on-site constraints and therefore recommended as inappropriate to rezone as part of PC2<sup>3</sup>.

### **Future Development Strategy**

19. The Future Development Strategy (FDS) was adopted in March 2024 and was informed by a broad evidence base and Council strategic planning documents from across the Wellington Region, including the Te Tupu Pai: Growing Well and the Plan Change 2 Intensification changes to the 2021 Kapiti Coast Operative District Plan.
20. The FDS provisions and approach to future growth aligns closely with Te Tupu Pai: Growing Well, by prioritising intensification in existing urban areas and rapid transport connections (82% of the region's housing development), while also providing for carefully managed greenfield growth (18%), where development can be well connected, serviced by infrastructure, and would maximise climate and natural hazard resilience outcomes.
21. While the FDS recognises the role of appropriate greenfield development, it sits lowest in the priority for development due to the significant capacity for growth within existing urban areas across the region's towns and cities, including within the Kāpiti Coast District.
22. HBA 2023 also informed the FDS and identified enough plan-enabled residential capacity in the Kāpiti and Horowhenua area to meet expected demand over the next 30 years, and that that capacity is expected to come from a mix of infill/intensification and greenfield development.

### **Future urban plan changes and review of the Te Tupu Pai**

23. Council's Policy Work programme (PWP) 2025-2028<sup>4</sup> was recently updated and agreed by the Strategy and Policy Committee in May 2026. The PWP includes the District Plan Change Programme and reflects changes and updates following Government changes as part of finalising and introducing the Resource Management (Consenting and other System Changes) Amendment Act (the Act) in August 2025.
24. A key change during the later stage of introducing the Act included the removal of the ability to ratify MDRS changes from the District Plan, alter it, or remove it a year after coming into effect; and the introduction of the 'plan stop', while substantive new resource management reforms are introduced.
25. While there are some exemptions to the 'plan stop', including private plan changes and plan changes addressing hazards, other plan changes underway or planned have been stopped and removed from the latest PWP. This includes provision for a future urban plan change that was reflected in previous versions of the District Plan Change Programme which was based on the previous ratification of MDRS changes in PC2.
26. The latest PWP includes ongoing work as part of Vision Kāpiti to explore and identify how the district achieves outcomes for growing well. This work includes the development of a supporting blueprint and will also support the review of the Council's Growth Strategy *Te Tupu Pai: Growing Well*, which is currently planned for 2028.
27. Reflecting this, the potential scope, nature and timing of any Council-initiated future urban plan change process will be subject to outcomes from current reforms and further advice for Council to agree. At this time, there is currently no committed Council-led future urban rezoning plan

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<sup>3</sup> [Plan Change 2 Council Officers' Planning Evidence \(Reference S209.01\) 22 February 2022](#)

<sup>4</sup> [Adoption of the Policy Work Programme 2025-28 14 May 2026](#)

changes in development.

### **Growth projections and assessment of development capacity**

28. At the time Te Tupu Pai was developed in 2021, the district was projected to grow by an additional 32,000 people by 2051.
29. The 2023 Housing and Business Assessment (HBA) assessed the development capacity enabled by the provisions of the draft notified version of the Proposed Plan Change 2 (intensification) published in August 2022 (which reflected Te Tupu Pai).
30. The 2023 HBA was based on an updated population forecast from 2022 that forecast an additional 25,100 people in Kāpiti over the 2024 – 2054 period, which was revised down from earlier forecasts reflecting the impacts from Covid-19 and border restrictions.
31. The 2023 HBA identified a realisable development capacity for 32,673 dwellings against demand for 13,888 dwellings across the next 30-years. The findings identified sufficient plan enabled capacity was available to meet future housing demand (including additional demand for competitiveness margin), with a surplus of 18,785 realisable plan-enabled dwellings.
32. Future demand forecast for the Waikanae area reflected 28% of the district's total projected housing growth across the 30-year period. This included demand for 3,869 dwellings with 54% of those expected to be standalone and 46% joined housing (terraces, town houses and low-rise apartments). A realisable development capacity of 10,794 was identified across the Waikanae area providing sufficient capacity to meet future needs.
33. Population forecasts were further updated in 2023, where growth levels were revised down further, with 22,180 additional people forecast in the district for the 2024 – 2054 period (at the 50% percentile scenario).
34. The most recent population forecasts have been published by the Wellington Regional Leadership Forum for 2025. The forecasts reflect Census 2023 results, but also recent economic factors resulting in slower levels of growth across the Wellington region than previously anticipated. These factors are projected to persist across the short to medium term affecting all levels of forecast growth across the region.
35. This includes the Kāpiti Coast District, which now forecasts between 16,400 – 22,900 additional people in the district over the 2024 – 2054 period (50% - 75% percentile scenarios).
36. Work on HBA 2026 is currently underway and expected to be completed over the next few months. While detailed analysis is not yet completed, modelling of residential capacity has indicated a moderate increase of realisable development capacity, which likely reflects final outcomes of PC2 including new residential areas, increased heights in some centres and the extended coverage of high-density residential areas.

Based on current evidence there remains a surplus of plan-enabled and realisable residential capacity to meet future projected growth.

### **Housing need**

37. Over the next 30 years, the district's population is expected to grow across all household types. However, growth is expected to be strongest among people aged 65 and over, leading to a much faster increase in one-person and couple-only households than in other household types.
38. Te Tupu Pai recognises enabling different types of housing to meet the needs of changing demographics and lifestyles – such as more single person households.

39. The HBA 2023 identifies a continued market preference for larger standalone houses across the district, which creates a mismatch with the high number of smaller (single and couple) households in the district. However, increasing demand and house prices has seen an increase in smaller houses and medium density developments emerging on the market.
40. The HBA 2023 also identified that current rate of housing provision was not keeping pace with current projected growth in demand and need, but this was expected to balance with future developments emerging over the longer-term period of the assessment. However, the ongoing supply of housing, and type of housing being supplied, remains a factor limiting housing choice and a contributing factor to housing affordability for the Kāpiti Coast District.
41. In summary:
- (a) Recent population forecast updates indicate significantly lower growth than the projections used to develop Te Tupu Pai Growth Strategy.
  - (b) The 2023 HBA identified a surplus of realisable plan-enabled housing capacity compared to anticipated growth and demand projections. The 2026 HBA is currently underway, but modelling has identified a similar and slightly higher level of realisable capacity across the district.
  - (c) The Strategy anticipates that an assessment of constraints and infrastructure requirements for rezoning of future areas would be carried out comprehensively rather than via piecemeal rezoning.