

Te tupu pai Growing well

Summary of feedback and decisions on our approach for enabling sustainable growth in Kāpiti

This booklet gives an overview of our completed district growth strategy. It shares the main feedback we received through consultation on the proposed approach and the changes made for the final strategy.

You can read the strategy online at kapiticoast.govt.nz/growth-strategy or in hard copy at one of our libraries or service centres.

You can also see the submissions received at kapiticoast.govt.nz/growth-strategy

You can read the report considered by Council at item 10.2 in the meeting agenda online at tinyurl.com/CouncilAgenda24Feb2022

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Consultation process

Gathering views to help shape our approach to growth

Engaging with our iwi partners and the community about how Kāpiti grows has been a focus for the past few years. The final strategy for growing well reflects aspirations and concerns that have been shared in many forums.

Opportunities for the community to provide input to Council's direction on growth happened through the What matters most campaign in 2020 that asked people to give their views on 'What matters most as we grow'. This was followed by consultation on our Long-term Plan 2021–41, where the community were asked their thoughts on what good growth looked like along with other big issues that affect how we grow.

Community consultation on our proposed approach

Our proposed approach to growing well was prepared taking into account the views shared by our iwi partners and the community through these processes.

The community was invited to give specific feedback on our proposed approach to growing well outlined in a consultation document *Te tupu pai – Growing well: Our proposed approach for enabling sustainable growth in Kāpiti*. This took place in late 2021 (19 October–19 November).

We received 145 submissions. Of these, 46 submitters – our three iwi partners, some groups and individuals – spoke directly to councillors on their submissions at a meeting held on 30 November 2021.

Council received all submissions at its meeting on 7 December 2021 and was appreciative of all the feedback that had been provided.

Decisions on approach and finalising our growth strategy

In February 2022, elected members adopted a final strategy that reflected changes from iwi and community feedback, and those necessary to reflect further changes to the Resource Management Act passed in December 2021.

The rest of this booklet summarises the main features of *Te tupu pai – Growing well: Our strategy for enabling sustainable growth in Kāpiti*, and discusses the main themes raised in feedback and changes made for the final strategy.



Key elements of our finalised approach

This section summarises our approach to enabling sustainable growth, which is detailed in our growth strategy *Te tupu pai – Growing well*.

Our vision

Te tupu pai – Growing well sets out a vision and roadmap for how we will work to achieve sustainable development for the district in the 30 years to 2051. The strategy aims to enable growth that contributes to our overall vision of a thriving environment, vibrant economy and strong communities. The strategy is underpinned by the values of *kaitiakitanga*, *ūkaipōtanga*, *whanaungatanga*, *pūkengatanga* and *manaakitanga* in the *Te Kaupapa Matua* framework adopted by Council in the Long-term Plan 2021–41.

To guide decision making we have developed six growth principles supported by six priorities and aspirations.

Our growth principles

- Supporting *Mana Whenua* aspirations
- Valuing our environment
- Fostering strong communities
- Encouraging low-carbon living
- Embracing the opportunities of growth, and
- Enabling choice.

Our priorities and aspirations

- Keep, protect and enhance
- Improve walkability, neighbourhoods and wellbeing
- Achieve climate neutral living
- Enable affordable and efficient urban form
- Be prosperous and productive, and
- Be respectful, inclusive and diverse.

Main elements of the growth strategy

The approach of the strategy is to grow both up and out emphasising intensification while opening up greenfields progressively over time. Greenfield development will be denser than traditionally developed and better connected into public transport. The emphasis on intensification and public and active modes of transport (such as walking and biking) will also support reducing the district's carbon footprint.

A focus on development will be protecting, enhancing and living sensitively with our environment. Our approach will provide for greater housing choice, including through *papakāinga*, apartments, semi-detached and terraced houses, including more affordable homes.

There will be improved access through public transport and active transport options, with heightened walkability and connectivity within and between neighbourhoods and vibrant centres that will offer a greater range of services to support people's everyday needs.

How we will grow

Focusing on intensification around our existing centres, central *Paraparaumu* will be developed as a city centre for our district, with buildings enabled up to 12 storeys. Areas around railway stations (rapid transit stops) will have density enabled up to six storeys as will town centres. Local centres will be able to be developed to four storeys, and under the



requirements of the Government's medium-density residential standards, all other urban areas will be enabled for growth of up to three dwellings of up to three storeys per site.

New greenfield areas will be progressively opened up for development in more sustainable ways, including with new centres and key links to public transport. Development will also need to be enabled to the densities outlined above where they meet the requirements.

Business and commercial developments will be designed to support a vibrant and diverse business community, with mixed-use precincts (services, retail and apartments) in Paraparaumu centre and other town and local centres.

In rural areas, our approach protects productive land and provides for lifestyle choice and maintaining rural character.

Delivering our strategy

A major element of the new strategy is a delivery section that outlines the key work we will do to achieve our approach. The strategy will be implemented progressively with delivery achieved through several mechanisms, including the district plan and ongoing infrastructure planning and investment. Delivering our vision for growing well is also strongly linked to other Council strategies and working with others, particularly Greater Wellington Regional Council, Waka Kotahi NZ Transport Agency and KiwiRail. As we implement our growth strategy, there will be more opportunities for community input such as through our future long-term plans and the district plan changes implementing new legislation.

Overview of feedback

The proposed approach for consultation invited people to give their views in four key areas.

- Have we reflected all the significant challenges and opportunities?
- Do our growth principles and priorities and aspirations give us the right focus?
- Our proposed approach
 - Will our proposed approach help us achieve good growth?
 - Will the proposed levels of intensification around existing centres help us grow well?
 - Are the locations and scale of proposed greenfield areas suitable for supporting good growth?
 - Does our proposed approach give us a good mix between intensification and greenfield development?
- Are there important things to add to our implementation approach?

These topics are linked and many of the comments received were relevant to more than one question and reflected key themes.

Most of these themes were consistent with input that had been gathered in earlier engagement such as concern for encouraging well-connected spaces for all parts of our community to enjoy, increasing housing options – including more affordable homes – preserving our environment and creating more local employment. Council looked at where we could reinforce and strengthen our approach to reflect these aspirations prominently in our final strategy.

Some submitters strongly opposed aspects, considering that increasing density would not be compatible with the character of existing areas or that any greenfield development would compromise environmental protection. For some questions, responses were

contrasting with some strongly in favour, such as for intensifying to create compact walkable areas, but others concerned about how this could be managed well.

Submissions included suggestions of additional things Council could consider, including other possible areas for greenfield development.

Our objective in developing the strategy was to achieve a balance and set a direction that would enable us to manage future growth proactively and support our community's wellbeing – social, cultural, environmental and economic – over the next 30 years.

Our partnership with iwi

All three iwi partners – Te Āti Awa ki Whakarongotai, Ngāti Raukawa ki te Tonga and Ngāti Toa Rangatira – provided in-depth submissions (two in writing and one orally) to the consultation document. Through their submissions they re-iterated their concerns, aspirations and strong desire to partner with Council through the implementation of the growth strategy.

A key issue raised was their interest in seeing a wider range of housing in the district, including

papakāinga, enabling more people to live and work closer to their ancestral whenua to avoid growth displacing whānau. They also expressed some concern that, if not managed well, growth could put too much pressure on the environment. Preference was expressed that growth be focused away from natural hazards and areas at particular risk from climate change impacts. They saw opportunity in using development to enhance the natural and built environment.

Our iwi partners also expressed a wish to contribute their unique knowledge of the environment to achieve sensitive and appropriate development across our district. They voiced a desire that the cultural identity of each iwi be respected and given effect to in the planning for and development of their rohe, enabling the wellbeing of their people to be advanced.

The finalised strategy reflects these values and concerns, firstly through the Te Kaupapa Matua framework that underpins the approach, and through the partnership with iwi to implement the growth strategy and monitor progress in achieving its objectives to grow well using our kaupapa framework.

Main themes of feedback

As noted, many of the views shared in feedback were relevant to different parts of our proposed approach and comments were considered in their totality in finalising the growth strategy.

We have grouped the main views expressed through feedback into themes. Some specific responses are noted alongside the themes and others in the closing section.

Growing well

'Growing well' is the central theme of the strategy. Opportunities raised in submissions on growing well included considering future

generations, greater density combined with equity of provision, inclusion of the needs of the elderly, growth being sustainable and balanced, and development that is compatible with existing character.

General points were raised with respect to infrastructure and transport and the need to ensure these were able to adequately support growth. This included higher-density development near transport hubs and

networks, the provision of accessible modes of transport, and infrastructure to support active transport such as shared paths.

General opposition was expressed by some, believing that the evidence bases for growth, and associated decision making as presented in the proposal, would not lead to good growth.

A number of those who disagreed that the proposed growth approach would provide for growing well, opposed intensification in support of greenfield development. Others opposed any greenfield development in favour of intensification.

Our finalised approach

The approach to growth places emphasis on a compact urban form, that, supported by good design, will protect and enhance Kāpiti's natural and built environments, and helps us to reduce carbon emissions. Well-designed and focused development around denser town and local centres will attract a wider range of services, employment and businesses, providing the ability to more readily 'live, work and play' within the local community. This will reduce the need to travel, which in turn supports reducing our carbon footprint, proactively responding to climate change. Strong town and local centres will further enhance our sense of community and identity, while a wider mix of housing choice will provide more affordable options and foster diversity as our community grows.

Growth approach – growing up and growing out

Views about desirable density and greenfield expansion for the district were contrasting. While there was general support for the need for different housing options, there was concern by some with the level of intensification proposed, and that it could impact negatively on the character and lifestyle of the district. There was a range of views as to the level of intensification, with suggestions that it could be greater around Paraparaumu central and railway stations, with lower levels

around town and local centres. Some specific points raised were that more flexibility for development was required and there was some concern with allowing high-rise in Paekākāriki. Some submitters emphasised including other forms of housing (such as co-housing) and developing southern Ōtaki. Some concern was also raised that intensification, if not done well, could lead to slums.

In particular, there was strong representation from Nga Hapu o Ōtaki and others from the Ōtaki community that density in the Ōtaki urban area should not exceed two storeys. There was also very strong representation from the Waikanae Beach Residents Society against intensification of the Waikanae Beach local centre at Te Moana Avenue and Ono Street.

With respect to greenfield development, again there were contrasting views. Although the need to provide for greenfield expansion was questioned by some submitters, overall, there was support for the location and scale of greenfield development opportunities proposed, confirming that alongside the emphasis on intensification, our growth approach was about right, although flexibility needed to be provided with the timing of greenfield land release.

Our finalised approach

The growth strategy focuses on managing growth through intensification of existing urban areas, supported by progressive release of greenfield sites. This approach reflects recent changes to the Government's National Policy Statement on Urban Development (NPS-UD) that requires councils to be more enabling of growth around existing town and local centres, and the introduction of the medium-density residential standards that require councils to now provide for up to three dwellings of up to three storeys on any urban site. The strategy highlights the upcoming district plan changes that will implement the strategy and these legislative requirements.

Overall, the approach to managing growth in the finalised growth strategy is designed to

deliver resilient, accessible and connected communities in a way that protects and enhances our environment and our sense of place and identity. The approach has the flexibility to bring development forward should our population increase more rapidly or to push it back if population growth and housing demand do not match projections.

Expanding supply and range of housing

The need to increase housing supply, including affordable housing, was a strong theme, with the ability to increase housing and enable choice identified as both a challenge and an opportunity. As an opportunity, it was generally agreed that the growing up and growing out approach would potentially ease housing supply and demand issues and deliver an efficient urban form. However, some other submitters considered that it did not enable housing choice or affordability and did not deliver an efficient urban form.

Points of opportunity raised with respect to housing included support for developing Ōtaki, ensuring mixed land use opportunities to deliver vibrant communities, facilitating the amalgamation of land for larger size lots to encourage higher-density development, developing unproductive rural land within urban areas and greater support for development in areas that already have infrastructure.

Submissions indicated priority to enable housing and lifestyle choice within an efficient urban form that provides for high-quality affordable housing, social housing models that alleviate overcrowding and emergency housing to address homelessness. This could be achieved through partnerships to deliver on housing particularly with Kainga Ora – Homes and Communities and with Mana Whenua.

Our finalised approach

The overall thrust of the growth strategy is to support housing choice by enabling a full range of housing, with different types

such as terraced housing and apartments enabled through intensification. Greenfield developments will also be higher-density with similar mixes of housing types. The final strategy has been strengthened through statements on housing affordability and supply, with these more explicitly connected through to the growth principles regarding choice and linked to our priority to deliver affordable housing within an efficient urban form with the focus on intensification and a wider range of housing options. Our growth strategy will link closely to our housing strategy being developed now. As part of our delivery, we will also monitor population growth and housing needs closely so we can develop responsively. We will continue to advocate to central government for more social housing for the district.

Fostering strong communities

While addressing housing issues was seen as a critical aspect of fostering strong communities, additional challenges to growing well expressed in submissions included the social impacts of growth and consideration of existing populations. Using growth to address social discrimination and inequity, particularly for Mana Whenua and the elderly was raised as an important factor in managing growth, with concern that existing inequities did not become entrenched. This was also expressed as a concern that intensification did not lead to slums through poor urban design.

With respect to good urban design, some submissions sought for new development to be adaptable and future proofed and consider people's overall wellbeing needs. This included matters of social and economic wellbeing, noting that reducing inequality through providing opportunities for our young people and those disadvantaged needed to be an integral part of the district's growth response. This included enhanced opportunities for work and access to housing, together ensuring the ability for people to stay within their communities throughout their lives.

Our finalised approach

The strategy is based around strong, well-connected communities located within and around centres and neighbourhoods that provide the services needed for everyday activity and a sense of belonging and community identity. This will help provide for a strong and mixed population and opportunity for people to live out their lives within their community.

We will engage with the community to prepare town centres plans to ensure we have holistic frameworks for shaping our towns' development and enhancing local characteristics.

Improving access, connectivity and walkability

A particular aspect raised with respect to good urban design and in fostering strong communities was improved connectivity within and between centres through walkable neighbourhoods and the associated collective and individual wellbeing that can bring.

The need for better transport options, including public and active (such as walking and biking), was raised and was linked by some to the overall environment, both built (through urban design and amenity) and natural (through protecting and enhancing the district's natural environment and recreational facilities).

Our finalised approach

The final strategy supports access, connectivity and walkability, through its focus on centres and neighbourhoods developed around catchments of walkability, and provision of services within these catchments, in turn linked by public transport. Supporting this is a focus on attractive and well-designed urban environments and preserving and enhancing the natural environment and our parks and green spaces. Improving access to services and walkability within urban areas is a key part of supporting low-carbon living. We will actively promote our district's needs for improved rail

and bus services to Greater Wellington Regional Council and central government.

These elements are reflected strongly in the priorities and aspirations set out in the strategy.

Valuing our environment

Both the growth principles and priorities most strongly supported in submissions were the ones that spoke to valuing, protecting and enhancing the district's natural environments and recreational spaces, including waterways. Concern was raised generally that urban development increased the impact on the natural environment. There was, therefore, a strong focus in submissions on environmental sustainability – of preserving and enhancing that which makes Kāpiti special.

Points raised under this theme included that development should retain, manage and integrate natural features, focus on environmental sustainability and support resilient communities. Suggested improvements to the approach included incorporating regenerative development and, particularly, protecting our wetlands.

It was noted that development would have a negative impact on the Waikanae River and protecting the district's freshwater systems more generally was raised, along with the point that development in Ōtaki would need to be carefully done to limit environmental harm.

Another area of environmental (and economic) concern was protecting highly productive land (including through more refined analysis of where that is and is not), protecting valuable wetlands, cleaning waterways, protecting biodiversity and reducing light pollution in Ōtaki.

While environmental considerations associated with growing out were raised, greenfield developments were seen as good if they were close to transport routes.

Our finalised approach

Toitū te whenua, toitū te wai, toitū te tangata is the overarching vision of our growth strategy: in looking after our land and water, we look

after our people. Growing well in Kāpiti means protecting and enhancing our environments, designing our built spaces well, enhancing and growing our recreational open space, and protecting and enhancing the health of our natural environment. This is reflected in the strategy's growth principles and priorities and aspirations and is carried through by the emphasis on intensification, walkable neighbourhoods, careful opening up of new greenfield spaces and limiting encroachment onto the district's productive rural land. Our growth strategy links to our open space strategy, which includes requirement for new types of green spaces to be included in urban developments.

Acting on climate change and supporting low-carbon living

A range of submissions raised the issue that the approach to growth must ensure that developments appropriately account for climate change and that this be approached within the global context. Submitters suggested that responses to climate change should be within the context of environment protection and enhancement opportunities that support climate change mitigation and adaptation and a centralised and coordinated approach to natural hazards management, including those associated with climate change.

Other points made were that sustainable development should include prioritising reducing carbon emissions through providing active and public transport choices, encouraging sustainable choices in buildings (such as solar panels) and the need to consider managed retreat in the longer term. In this respect, the provision of long-term greenfield development capacity inland was considered appropriate.

Our finalised approach

Our finalised growth strategy reduces potential reliance on private motor vehicles, supporting carbon emissions reduction. Higher-density living, with walkable catchments in centres

that provide for people's everyday needs, enables us to lower our carbon footprint, while protecting our natural environment, productive land, biodiversity and freshwater quality, through a smaller urban area.

Boosting economic development

A number of submissions supported the proposed approach's focus on enhancing opportunities for growth to drive a prosperous and productive Kāpiti. Opportunities identified for the economy arising from the growth approach were seen in siting mixed-use developments close to transport hubs and more intensively populated centres, leveraging off technology that should be captured in growth and development thinking and using the airport to develop a prosperous district. Opportunity was also seen in considering Kāpiti's business demographics – building on our district's strong network of small businesses and enabling and attracting a wider range of type and size of business to the district. There was a suggestion that we should look to alternative economies such as 'circular' or 'donut'.

Challenges identified were economic development placing pressure on infrastructure, inequalities resulting from the digital divide, Kāpiti not having many bigger businesses and limited commercial or industrial land restricting jobs. The need for assessment of business land capacity was also raised.

Our finalised approach

Higher-density centres will be more accessible, vibrant and inviting to businesses to locate to and for customers to use. Protecting our productive land will support agriculture and food production.

The strategy has strong links to the annual assessments we make of housing and business land availability, and our economic development strategy.

Ensuring sufficient infrastructure and services

A number of submissions noted that good growth was conditional upon infrastructure provision being delivered to support it. Points raised were that Council should develop a framework for infrastructure delivery and funding, including partnering with other public and private providers to deliver on infrastructure requirements to reduce cost to ratepayers. Several specific points raised were building water storage facilities, supporting the development of medical services or a hospital and improving street lighting. Growth and development in the district were seen as an opportunity to develop shared path networks, retain the airport and implement a sustainable development strategy, including further railway stations (Te Horo and Raumati South were mentioned).

These points were made in the context of challenges to having the rail services extended to Ōtaki and through to Palmerston North, better public transport generally (and for Ōtaki in particular) and options for active transport. Concerns were raised also about increased congestion on the district's roads – currently and with future growth.

Other points raised were access to the expressway at Peka Peka, the need for more efficient alternatives to wastewater treatment and the provision of wastewater infrastructure to Paekākāriki. Better health and education infrastructure was also identified as a necessary requirement to support the growth proposed.

Overall, a collaborative approach to infrastructure planning and development was seen as required, with robust planning and provision of infrastructure, including transport being an important factor to enable the types and locations of growth proposed.

Our finalised approach

The final strategy has a strengthened focus on promoting our district's need for transport infrastructure, including public transport, by

not just promoting it, but clearly articulating that better transport infrastructure is critical to the strategy's success and our expectation that regional and central government actively support it in their investment planning. The strategy also highlights the need for increased health and educational services over time.

Delivering our growth strategy

Many of the submissions received focused on the success of our approach to growth being dependent on the delivery of the strategy. This concern ranged from ensuring the necessary infrastructure was provided when and where needed, the design and execution of higher density being of high quality, people friendly and of a high aesthetic, with well-connected and attractive public spaces. For many it also included a heightened consideration of protecting and enhancing our natural environment. Ensuring the ample supply of housing, including affordable housing, was also a key deliverable the strategy must achieve.

A small number of submissions noted that as part of delivery, robust monitoring, reporting and updating of the growth strategy would be required to ensure housing and infrastructure capacity was delivered within the timeframes required.

Our finalised approach

The growth strategy has a section on delivering our strategy, which outlines the main things we'll be working on to deliver our approach to growth. It includes how we will work with our iwi partners, central government agencies, developers and our community to achieve our objective of growing well. This includes actions taken through the District Plan, Council's long-term plans, the Infrastructure Strategy and other strategies such as the Open Space Strategy, Sustainable Transport Strategy and Economic Development Strategy and Implementation Plan as well as through work Council is involved in with the Wellington Regional Growth Framework.

Summary of our finalised approach

This section summarises our approach to enabling sustainable growth including changes arising from the main themes of feedback.

What growing well will look like for our community

Our approach emphasises a compact urban form that, supported by good design, will protect and enhance Kāpiti's natural and built environments, and encourage low-carbon living. The approach is designed to deliver resilient, accessible and connected communities that enhance our sense of place and identity.

Some submitters expressed concerns about potential negative aspects of growth and the importance of ensuring we got the best outcomes from how we grow. The strategy places emphasis on being proactive in how we manage growth and for that growth to be high quality and sustainable. We want to look after what our community values and carefully use the opportunities growth gives us to enhance how we live.

As people stated in their feedback, we need good design and choice, to recognise climate change impacts and find ways to reduce our carbon footprint in all our development; and we need to keep the wellbeing of our community at the centre.

At the heart of the approach are our growth principles (see page 3). The principles were developed to ensure we had a strong foundation that could carry us through the 30-year time-span of the strategy. With the priorities and aspirations, they draw on the aspirations identified from working with our iwi partners and the views expressed by the community.

How the approach will be applied

The strategy details how the approach will apply in different parts of the district. Below is an outline.

- **Central Paraparaumu** – developing as a city centre for our district
 - enabling up to 12 storeys
- **Areas around railway stations** – maximising development where people can access transport
 - enabling up to six storeys
- **Town centres** – boosting the vitality of our towns
 - enabling up to six storeys within town centre and four storeys within a 400m walkable area
- **Ōtaki** – developing Ōtaki as the district's northern centre, respecting its cultural identity
 - enabling up to six storeys within town centre and four storeys within a 400m walkable area
- **Local centres** – emphasising walkable neighbourhoods and easy access to services
 - enabling up to four storeys in local centre and four storeys within a 200m walkable area
- **Suburban areas** – allowing for better use of land to increase housing
 - enabling up to three storeys of infill and development

- **New greenfield areas** – progressively opening up sites for development in more sustainable ways
 - enabling up to three storeys and six storeys around any future railway stations
- **Business and commercial** – supporting a vibrant and diverse business community
- **Rural** – protecting productive land and providing for lifestyle choice.

Key areas of activity

Our strategy outlines our four big areas of work to deliver our approach.

- **Setting our framework** – all our district plan and regulatory work

The district plan will provide a lot of the specificity that some submitters were concerned about.
- **Ensuring sufficient infrastructure** – planning and implementing the infrastructure and facilities development we will need as we grow

Need for good infrastructure was one of the main themes of feedback.
- **Linking to other key strategies** – as described, many aspects of growing well are delivered through other Council policies and strategies.

Some aspects of submissions will be addressed more directly by other strategies such as supporting affordable housing and social housing needs through our housing strategy and support for job creation through our economic development strategy.

- **Monitoring, gathering evidence and reporting** – coordinating across all the activities, gathering evidence and tracking progress to make sure we are achieving the strategy's objectives

This will ensure we have regular information about key areas such as housing supply.

Advocacy and response

Throughout the course of the strategy, we will advocate to central government to increase their investment in Kāpiti to support growth (this reflects submissions concerned about inequity in the community and social impacts of growth) and work with our regional partners through the Wellington Regional Growth Framework, including to improve public transport services.

Ongoing engagement through delivery of strategy

Our strategy spans the next 30 years and as we work through the stages in implementing our programme, there will be more opportunities to contribute. We know this is important to people as a number of submissions were concerned about the application of the approach and the need for more detail and opportunity for input. Progress on delivering the growth strategy will be shared through our annual monitoring and reporting to meet central government requirements under the National Policy Statement on Urban Development (NPS-UD) and more broadly through Council's annual reports.

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