

TO: Kapiti Coast District Council:

Either

Deliver to 175 Rimu Road, Paraparaumu 5032 Attention District Planning Team or

You can email this submission to: district.planning@kapiticoast.govt.nz

SUBMISSION ON PROPOSED PLAN CHANGE 2 TO THE OPERATIVE KAPITI COAST DISTRICT PLAN 2021.

Full Name of Submitter: Andrew Giles Hazelton

Contact Person (name and designation if applicable): Andrew Hazelton

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I would like my address for service to be my email **YES** (delete one)

I have selected email as my address for service, and I would also like my postal address withheld from being publicly available **YES** (delete one)

SCOPE OF SUBMISSION

The specific provisions of the proposal that my submission relates to are:

1. The need for an enlargement of the area within the Coastal Qualifying Matter Precinct(s) (RECx3) in general and in the Waikanae Beach area in particular.
2. The need for Beach Residential Qualifying Matter Precincts and/or
3. The zoning of Local Centre Zones and the application of Residential Intensification Precinct B around Local Centre Zones.

SUBMISSION

My submission is:

1. I oppose the plan change insofar as it:
 - a. Unduly restricts the Coastal Qualifying Matter Precinct and uses the Jacobs 2 report as a basis for defining the CQMP.
 - b. Ignores the Coastal Environment notified in the District Plan.
 - c. Removes Beach Residential Precincts.
 - d. Maintains Local Centre Zonings and the application of Residential Intensification Precinct B around those Local Centre Zones where located in areas that should be located in Coastal Qualifying Matter Precinct and/or Beach Residential Precinct.

I seek the following decision from the Kapiti Coast District Council:

1. Delete the current CQMP and replace it with a CQMP based on Section 6(a) being either:

- a. The landward (eastern) boundary of the Coastal Qualifying Matter Precincts for the District (marked PRECx3) should be amended to be the landward boundary of the area shown as Coastal Environment in the District Plan; or
- b. that the landward (eastern) boundary of the Coastal Qualifying Matter Precincts for the District (marked PRECx3) should be amended to be the landward boundary of the areas shown as the Adaptation Zones which the Kapiti Coast District Council recently determined and published on its Takakutai Kapiti Coastal Hazard Susceptibility Assessment maps.
(<https://maps.kapiticoast.govt.nz/portal/apps/storymaps/stories/dbc000c7263f4d63b8978047ed0e826b>)

Pending a plan change promulgated by the Council relating to Coastal Hazards.

2. If the Coastal Hazards CQMP is allowed based on coastal erosion then introduce consistent QMPs to address overland flow paths, flood hazards and ponding.
3. Further, or alternatively, that existing Beach Residential Precincts become Beach Residential Qualifying Matter Precincts under PC2 and that accordingly:
 - a. Residential Intensification Precinct B PRECx2 be removed from all Beach Residential Qualifying Matter Precincts; and
 - b. All existing Beach Residential Precinct plan provisions continue to apply to the Beach Residential Qualifying Matter Precincts.
4. Further, or alternatively, that such larger Beach Residential Qualifying Matter Precinct be adopted based on a full landscape assessment of the coastal environment, particularly as it relates to Waikanae Beach.
5. Further, or alternatively, in relation to Local Centre Zones:
 - a. That the Local Centre Zone at Ngarara be specifically identified on the District Plan Maps and that Residential Intensification Precinct B PRECx2 be applied to a relevant walkable catchment at that Local Centre.
 - b. That the Local Centre Zone at Te Moana be re zoned general residential (but allowing for continued operation of established businesses under existing use and/or existing resource consent as exists with the Waikanae Beach 4 Square and The Long Beach and Front Room cafes) alternatively that Residential Intensification Precinct B be limited to the actual Local Centre Zone or such smaller zone to the East of the Waikanae Beach Residential Precinct, or otherwise as the IHP determines.
 - c. Such other consequential amendments to other Local Centre Zones as are required to give effect to a Beach Residential Qualifying Matter Precinct or enlarged Coastal Qualifying Matter Precinct.
6. Such further or other consequential relief as is required to give effect to the submissions above.

The Reasons for My submissions

I/We consider:

1. **Section 771(a) and (b) of the RMA provides:**

A specified territorial authority may make the MDRS and the relevant building height or density requirements under policy 3 less enabling of development in relation to an area within a relevant residential zone only

to the extent necessary to accommodate 1 or more of the following qualifying matters that are present:

- (a) a matter of national importance that decision makers are required to recognise and provide for under section 6:
 - (b) a matter required in order to give effect to a national policy statement (other than the NPS-UD) or the New Zealand Coastal Policy Statement 2010:
2. Sections 5, 6(a) and (h), 7(c) and (i) supports the submissions made above.
 3. Section 6(h) of the RMA requires councils to recognise and provide for the management of “*significant risks from natural hazards*”. The requirement relates to significant risks from all natural hazards.
 4. The Jacobs’ report relied upon by the Council to identify a Coastal Zone Qualifying Precinct is a technical report from which the Council has “cherry picked” coastal erosion issues, and the report acknowledges that it is not intended to be used as a basis for District Plan hazard lines and is not a “risk assessment”. Other natural hazards encountered in the coastal environment are not addressed.
 5. Policy 24 of the NZCPS provides that Councils must:

Identify areas in the coastal environment that are potentially affected by coastal hazards (including tsunami), giving priority to the identification of areas at high risk of being affected. Hazard risks, over at least 100 years, are assessed having regard to:

- (a) *physical drivers and processes that cause coastal change including sea level rise;*
- (b) *short-term and long-term natural dynamic fluctuations of erosion and accretion;*
- (c) *geomorphological character;*
- (d) *the potential for inundation of the coastal environment, taking into account potential sources, inundation pathways and overland extent;*
- (e) *cumulative effects of sea level rise, storm surge and wave height under storm conditions;*
- (f) *influences that humans have had or are having on the coast;*
- (g) *the extent and permanence of built development; and*
- (h) *the effects of climate change on:*
 - (i) *matters (a) to (g) above;*
 - (ii) *storm frequency, intensity and surges; and*
 - (iii) *coastal sediment dynamics;*

taking into account national guidance and the best available information on the likely effects of climate change on the region or district

6. The identification process is intended to be implemented via the provision of hazard zones in District and Regional Plans. KCDC has not yet consulted on a draft plan change or notified a proposed plan change which identifies such areas though it has publicised that it intends to do so. Therefore the status quo should remain pending this plan change.
7. Review and refinement of the delineation of the “*area potentially affected by coastal hazards over at least the next hundred years*” has been the subject of litigation and controversy regarding conformity to the provisions of Policy 24. The failure of the Council to complete the identification required by Policy 24 implies that under Policy 3 - the “Precautionary approach” the appropriate approach is to treat the Coastal Environment designation in the District Plan as determining the area to which the Coastal Qualifying Matter applies.
8. Policy 25 of the NZCPS requires councils.

In areas potentially affected by coastal hazards over at least the next 100 years:

- (a) *avoid increasing the risk of social, environmental and economic harm from coastal hazards;*
 - (b) *avoid redevelopment, or change in land use, that would increase the risk of adverse effects from coastal hazards;*
 - (c) *encourage redevelopment, or change in land use, where that would reduce the risk of adverse effects from coastal hazards, including managed retreat by relocation or removal of existing structures or their abandonment in extreme circumstances, and designing for relocatability or recoverability from hazard events;*
 - (d) *encourage the location of infrastructure away from areas of hazard risk where practicable;*
 - (e) *discourage hard protection structures and promote the use of alternatives to them, including natural defences; and*
 - (f) *consider the potential effects of tsunami and how to avoid or mitigate them.*
9. It is inappropriate to use the Jacobs report as a means to circumvent the required plan change that the Council has to promote on the Coastal Environment. It is an incomplete assessment and one that has not been subject to appropriate scrutiny.
 10. The Council’s provision for stormwater control and restrictions in the light of overland flows, flooding, and ponding is not reflected in an adequate CMQP. The Council has not recognised and provided for management of *significant risks from natural hazards*.
 11. None of this is consistent with Objective 8 of NPS-UD itself (and repeated in Policy 1(f)) and which states New Zealand’s urban environments should be:

Resilient to the current and future effects of climate change.

12. And Policy 6(e) which requires when making planning decisions that affect urban environments, decision makers should have regard to:

the likely current and future effects of climate change

13. PC 2 is contrary to Policy 25, since it permits redevelopment in the form of intensification by way of the MDRS (3 dwelling/3 storeys) zoning in the area of Kapiti District exposed to coastal hazards, specifically the hazards of inundation, which will be exacerbated by sea level rise. Since the application of MDRS zoning in these areas would violate Policy 25 of the NZCPS 2010 that constitutes a “coastal qualifying matter” which is the basis for MDRS not to be applied to that area.

14. The Council’s position is that habitable floors of dwellings must be above the AEP 1% level and other related provisions ensure PC2 MDRS intensification is not contrary to Policy 25. This approach is problematic:

- a. Intensification including the increase in impermeable site coverage from would materially increase the assets exposed to loss;
- b. Cumulative effects, and whether sites will be able to accommodate internalised disposal of stormwater is moot.
- c. ignores the increase in the risk of economic harm from coastal hazards in areas subject to flooding influenced by sea levels which is not eliminated just because habitable floor levels are required to be above the AEP 1% level.
- d. Intensification would materially increase exposure to economic loss.

15. PC2 includes a “Coastal Qualifying Matter Precinct” but that is confined to a narrow strip of coast and solely related to erosion risk. The relief sought is that the Coastal Qualifying Matter Precinct landward boundary should be much further East so the precinct includes the entire area subject to the coastal hazard of inundation.

16. At present the District Plan includes an area designated as the “Coastal Environment” area. That is the best currently available delineation in the District Plan of the “area potentially affected by coastal hazards over at least the next hundred years” where Policy 25 requires that zoning:

(a) avoid increasing the risk of social, environmental and economic harm from coastal hazards;

(b) avoid redevelopment, or change in land use, that would increase the risk of adverse effects from coastal hazards

17. The Council has published maps on which include delineation of areas described as Adaptation Zones with the remainder of the district being described as “Outside Coastal Influence”. These maps however show changes in potential for flooding in the area “Outside Coastal Influence” as being affected by rising sea level. These maps do authoritatively establish that flooding in the in the areas delineated as Adaptation Zones is affected by sea level and is therefore a coastal hazard, with the Adaptation Zones therefore are definitely an “*area potentially affected by coastal hazards over at least the next hundred years*” and thus subject to Policy 25.

18. If the Panel concludes that the Coastal Qualifying Matter does not apply to the entire area designated as Coastal Environment in the District Plan, that qualifying matter certainly does apply to the areas marked as the Central Kapiti Adaptation Area and the other Adaptation Areas marked on the maps at (<https://maps.kapiticoast.govt.nz/portal/apps/storymaps/stories/dbc000c7263f4d63b8978047ed0e826b>)

19. PC2 fails to recognise at all section 6(a) of the RMA which requires it to recognise as a matter of national importance:
- (a) *the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:*
20. Section 77I read in conjunction with section 6 enables and requires, the Council to accommodate this requirement by including a qualifying matter which precludes intensification which would amount to inappropriate use and development of the coastal environment and/or which would fail to preserve the remaining natural character of the coastal environment.
21. The Council may be relying on advice it has not disclosed as to the significance of section 6(a). If so, it should disclose that advice as a matter of natural justice, for it underpins their reasoning. It would also be of benefit to the Commissioners.
22. The natural character of the coastal environment is a significant component of what makes Kapiti coast distinctive and valued. The Kapiti Coast is defined by its coastal plain leading to the hills of the Tararua Ranges. The coastal environment itself is a significant asset for the Council and local communities.
23. It is submitted that most residents of Kapiti would consider permitting 3 story (or greater) development along much of the urbanised Kapiti coast to be inappropriate. Such an approach ignores the existing effect of such development on the views of the coast, the sea and Kapiti Island from properties roads and public spaces inland of such development. The submissions are consistent with other non-statutory documents produced in consultation with the community by the Council and previous decisions of the Council including, but not limited to:
- a. ***Choosing Futures The Community's Vision for the Kapiti Coast District Community Outcomes (First developed in 2003/04, reviewed in 2008/09 and reviewed and reaffirmed by Council in June 2012).***
- Outcome 1.2:*
The key focal points, such as the beaches, Kapiti Island, the Tararua Ranges, Otaki Forks are managed in a way that welcomes visitors but protects the essential qualities for which they are valued.
- Outcome 2*
The role, nature and character of each of Kapiti Coast's towns, villages, local and special areas, is respected and retained, and shapes the future form and quality of the District.
Numerous references under Outcome 2 of beach character.
- b. Council's adoption of the Commissioners' decision on Variation 2 including:
- 3.77 *The majority of submitters, with the exception of Mr Valentine, supported a greater restriction on larger, bulkier dwellings. These submitters clearly demonstrated to us their belief that larger, bulkier dwellings are incongruous with the character and identity of the Waikanae Beach neighbourhood proposed to be rezoned. Ms Poff's expert landscape evidence supports this belief, and we wish to recognise this.*

24. Such coastal development as there is generally low rise and such higher rise development or dense development as exists does not provides justification for further significant detracton.
25. The impact of development needs to be considered from the perspective of those looking inland from the beach or the sea and for those looking seaward from inland of such development.
26. The Council’s own evidence notes that beach character in the 4 beach residential precincts is distinct and separate. The Council has effectively endorsed its beach residential precincts by continuing to maintain policies relating to those precincts (GRZ-P4, GRZ-P5 and GRZ-P6).
27. The Council has not undertaken any wider landscape assessment of the effect of PC2 and its relationship with the NZCPS.

28. Policy 6 (1) of the NZCPS requires the Council to:

consider the rate at which built development and the associated public infrastructure should be enabled to provide for the reasonably foreseeable needs of population growth without compromising the other values of the coastal environment;

The Council has not done this.

29. Policy 7 of the NZCPS requires Councils to:

identify areas of the coastal environment where particular activities and forms of subdivision, use, and development:

are inappropriate; and

may be inappropriate without the consideration of effects through a resource consent application, notice of requirement for designation or Schedule 1 of the Resource Management Act process; and provide protection from inappropriate subdivision, use, and development in these areas through objectives, policies and rules.

30. Policy 14 of the NZCPS promotes the restoration or rehabilitation of natural character of the coastal environment including identifying areas for restoration, providing policies and methods in the District Plan and through imposing conditions on resource consents and designations.

31. These policies have been given effect to by:

- a. identifying and mapping areas of outstanding natural character and areas of high natural character in the coastal environment which are shown on the Natural Environment Maps, to enable protection from inappropriate subdivision, use and development and promotion of restoration to occur as part of future development of these areas.

<https://eplan.kapiticoast.govt.nz/eplan/#Rules/0/201/1/12788/0>

- b. The Council adopting beach residential precincts to recognise and provide for particular areas that contribute to the outstanding amenity of the Kapiti Coast. The impact of height in these sensitive areas will be significant and out of proportion to the loss of potential further intensification. The loss of these beach residential precincts would be contrary to Part II of the RMA and

the purpose of the Act is better achieved by keeping the beach residential precincts.

32. Almost all of the Paraparumu and Waikanae coastline has been identified by the Council as an area of “*high natural character*”. The Council is required to preserve this remaining natural character and to protect it from inappropriate development.
33. The Council’s existing controls on building height, location and density provide protection from inappropriate development. Those controls and the objectives and policies which they serve should remain in place in and adjacent to all areas of high natural character rather than being supplanted by the *carte blanche* approach of the MDRS.
34. The PC2 provisions for intensification will create a permitted baseline for more intensive development in the Coastal Environment without the need to provide for more household units. This permitted baseline and the associated economics of intensively developing sites within areas of high land value and requiring hazards to be addressed, including deep foundations and internalisation of stormwater disposal will mean that intensification is more likely to be of larger single homes or extensions to existing homes utilising shallower foundations and less site coverage than the 50% the MDRS provisions allow which will not achieve the purpose of the NPS-UD or the Act but which will have a detrimental effect on the amenity, character and landscape value of the coastal environment and the areas currently zoned Beach Residential Precinct.
35. The submissions are consistent with Council’s ability to exclude areas to which the MDRS provisions apply under Section 77G of the RMA.
36. The Council appears to have been advised that it cannot base a qualifying matter on the protection of character. It is noted that Auckland Council has included qualifying matters to protect the character of existing areas. Council’s s32 statements on qualifying precincts for special charter areas are selective and unbalanced.
37. It is appropriate to consider the cumulative effects of natural hazards and natural character as qualifying matters and to make an overall assessment as to the requirement for a qualifying matter. The matters overlap.
38. The likely effect on intensification potential if there are appropriate Coastal Qualifying and Beach Residential Precincts is likely to be insignificant in terms of the District and the Region.
39. It is appropriate to consider the merits of existing Local Zones as they are impacted by any enlarged Coastal Qualifying Precinct or a Beach Residential Qualifying Precinct.
40. The Council has treated Local Centres inconsistently - Local Zones and their surrounds have not been assessed as to their ability to absorb the effects they will be subject to and in particular no assessment of the size of any precinct around a Local Centre *commensurate with the level of commercial activity and community services* as required by NPS-UD Policy 3 has been undertaken.
41. Inconsistent treatment of Local Centre Zones is evident:
 - a. the Local Zone at 104 the Parade Paekakariki has been removed;
 - b. the Local Centre at Ngarara Development Area has not been mapped sufficiently or had a Residential Intensification Precinct B notified.

42. There has been no assessment of the need for a Local Centre at Te Moana in view of the likely impact of the Local Centre at Ngarara and given:
- a. The Te Moana Local Centre is not close to public transport apart from an infrequent bus service;
 - b. The Te Moana local centre zone is small scale (a dairy, chip shop and bakery) and low rise; its character is assimilated into the adjacent beach residential zone. There is no consideration of the fact that the much larger 4 Square store, the Long Beach Pub and Front Room Restaurant on Tutere Street are more significant commercial concerns and all are able to continue operations without a Local Centre Zoning.
 - c. The Ngarara Local Centre zone will be much larger;
 - d. Any Residential Precinct B around Ngarara which on the Council's reasoning should exist.

HEARING SUBMISSIONS

I wish to be heard in support of our submission **YES** (delete one)

If others make a similar submission I will consider presenting a joint case with them **YES** (delete one)



Signature of Submitter Dated: 15 September 2022

Note A signature is not required if you make your submission by electronic means.

Trade Competition [select the appropriate wording]

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991.

I **could not** gain an advantage in trade competition through this submission.

If you could gain an advantage in trade competition through this submission, please complete the following:

I am / I am not directly affected by an effect of the subject matter of the submission that—

(a) adversely affects the environment; and

(b) does not relate to trade competition or the effects of trade competition.

From: [Andrew Hazelton](#)
To: [Mailbox - District Planning](#)
Subject: Plan Change 2
Date: Thursday, 15 September 2022 9:02:34 am
Attachments: [image001.png](#)
[PC2 Submission 15 September 2022.pdf](#)

Please find my submission attached.

Thank you.

Regards,
Andrew Hazelton
Partner
(04) 472 7596

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