



Porirua draft District Plan Engagement Report

March 2020

porirua**city**

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Introduction

This reports summarises some key themes from the recent public engagement on the Draft District Plan. Engagement took place between September and November 2019, and 93 written submissions were received. An overview is also provided of previous public engagement, and the next steps in the District Plan review process are also set out.

Overview

The District Plan provides a framework for how we will change, develop, use and protect our city and environment, and is prepared in accordance with the Resource Management Act 1991 (RMA). Porirua City Council (PCC) is reviewing its District Plan in partnership with Ngāti Toa to ensure it enables economic and urban growth while protecting the things that make Porirua special. The current District Plan was made operative in 1999.

The draft District Plan was approved by Council for public engagement in August 2019, with engagement taking place in September and October 2019. The purpose of this was to seek detailed feedback prior to the Proposed District Plan being formally notified.

Engagement on the draft District Plan was promoted through a PCC social media campaign that encouraged attendance at drop-in sessions throughout the city. People were also encouraged to check out the ePlan, maps and supporting information on the PCC website and make written submissions. There was also targeted face-to-face engagement with a wide range of groups and organisations.

A total of 93 submissions were received on the draft District Plan from a wide range of parties including individuals, property owners, community groups,

businesses, developers, industry groups, government agencies and non-government organisations.

The majority of feedback supports the direction and intent of the draft District Plan. Specific submissions from private individuals, government agencies and organisations requested amendments to the wording of rules, policies, objectives and definitions to provide greater clarity or certainty.

The top ten topics submitted on (in terms of the number of submission points made) were infrastructure; re-zoning of properties and zone maps; strategic objectives, subdivision of land; definitions and descriptive information; ecosystems and indigenous bio-diversity; transport; coastal environment; natural features and landscapes and the general residential zone.

As a result the Environment and City Planning Team (E&CP) are considering these submission points and making changes to the draft District Plan. These changes will be reflected in the Proposed District Plan that will be publicly notified in accordance with Schedule 1 of the Resource Management Act. The public and stakeholders will have the opportunity to make formal submissions on the proposed District Plan.

Background

The draft District Plan has benefited from a robust approach to engagement throughout all stages of its development. The three previous phases of engagement were as follows:

Feedback on discussion documents (November 2015)

In 2015 a consultation was carried out on several topics as part of a rolling review of the Operative District Plan. Topics included city centre, earthworks, esplanade areas, industrial Zone, local business zone, major facilities, Pāuatahanui Village, renewable energy, residential zone, rural ecological sites, rural zone and signage. Engagement included several public workshops as well as a hui with Ngāti Toa. There were 45 submissions received as part of this rolling review.

‘Make Your Mark’ campaign – consultation on issues and options (October–December 2017)

The first round of public engagement as part of the full District Plan Review was carried out in late 2017. The aim was to check in with the community that the Council had a good understanding of city-wide issues, and potential options to address these issues.

The ‘Make your Mark’ campaign was developed to generate interest and raise awareness of the importance of the District Plan. Visual aids such as sketch drawings over images of the city were used to show ways the city could be developed, and big picture questions were asked such as how and where people would like to see growth occur.

Four main communication channels were used – an online survey, stalls at various public events, presentations and discussions at community meetings, and discussions with targeted interest groups such as the Chamber of Commerce and local developers.

During six weeks of consultation there was direct face-to-face contact with approximately 700 people, 197 pieces of formal written feedback were received along with 347 hand drawn submissions from children and adults. Hundreds of verbal comments were also recorded at engagement events and there were 4,820 website page views..

Feedback on draft objectives and policies (October–December 2018)

Council released draft objectives and policies for community feedback in late 2018. During this time we held a series of community workshops in conjunction with consultation on the Porirua Growth Strategy – 93 submissions were received via email and through the ePlan feedback portal.

There were no rules or maps consulted on at this stage, which was intentional to ensure that the policy approach was tested before the suite of rules and maps were developed. The engagement feedback on the draft objectives and policies is summarised in the following document:

Draft District Plan Engagement Report (October to November 2018)

Key features of the draft District Plan

Maps, rules and technical guidance

Maps and rules were added to the draft District Plan to show how the objectives and policies are to be implemented. Supporting documents that provide technical guidance and information on how objectives will be achieved were also made available.

Strategic directions

This section introduces overarching objectives that provide clarity on what the plan is trying to achieve along with anticipated social, cultural, economic and environmental outcomes.

Protect and manage Te Awarua-o-Porirua Harbour Health and our natural environment

We are aiming to maintain and improve water quality in the harbour and catchment through introducing a water sensitive design. Porirua's natural environment is maintained through protecting significant natural areas, coastal and riparian areas, and landscapes.

More enabling of housing

We are encouraging an increase in housing supply and a greater variety of housing in response to housing pressures. This is proposed through more permissive rules in residential areas, identifying future urban areas, introducing new zones for medium density residential development, providing for residential living in the commercial zones and introducing new rural lifestyle and settlement zones. A recent Housing and Business Capacity Assessment report (HBA) highlights the high demand for housing and limited current supply, resulting in chronic issues in terms of housing affordability.

Unlocking economic growth

The commercial zones seek to reinforce the hierarchy of commercial centres with the city centre as the focal point for commercial and retail activities. We have also identified future potential industrial land and areas for mixed use development and big-box retailing to provide greater flexibility for commercial activities.

Ngāti Toa values

The District Plan has been developed in partnership with Ngāti Toa. Their values and principles are interwoven and provide direction throughout the plan.

Achieving urban design outcomes

Quality urban design outcomes are promoted through the introduction of a multi-unit housing design guide, along with design guides for the central city and commercial zones.

Addressing natural hazards

A robust risk-based approach is set out to proactively address and manage the effects of flooding, fault rupture, tsunami, coastal erosion and inundation. The natural hazard provisions have been developed with comprehensive community involvement and consultation.

Digital 'ePlan' format

The draft District Plan is also in a digital format which will make it easier and quicker to use.

Engaging on the draft District Plan

Iwi partnership

Overview

Council has developed the draft District Plan in partnership with Ngāti Toa. There has been regular and meaningful engagement with Te Rūnanga o Toa Rangatira (Te Rūnanga) since the inception of the District Plan review, and Te Rūnanga have provided comprehensive input and reviewed the plan in its entirety.

In accordance with higher level direction from the RMA, sections of the District Plan where Ngāti Toa has had greater involvement include:

1. Strategic objectives
2. Tangata whenua
3. Ecosystems and indigenous biodiversity
4. Natural features and landscapes
5. Historic heritage
6. Sites and areas of significance to Māori
7. Māori Purpose zone (Hongoeka)
8. Papakāinga

Statutory requirement to engage with Iwi authorities

Under clause 4A of schedule 1 of the RMA, local authorities are required to:

- provide a copy of any draft policy statement or plan to any iwi authority previously consulted under clause 3 of schedule 1 prior to notification;
- allow adequate time and opportunity for those iwi authorities to consider the draft and to supply advice; and
- have particular regard to any advice received before notifying the plan.

E&CP have closely followed the requirements of clause 4A in preparing the draft District Plan.

Overarching Ngāti Toa comments

Te Rūnanga has emphasised that the effectiveness of the District Plan will depend on how well it is implemented. For example, through the District Plan development process Te Rūnanga clearly support the intent and underlying objectives in the tangata whenua section. However, they have made it clear that meeting the objectives of this section will depend to a large extent on how Council gives effect to it. The effectiveness of District Plan implementation will require ongoing monitoring and engagement between Te Rūnanga and Council.

Community engagement

Overview

Environment and City Planning led a comprehensive engagement process with the wider community on the draft District Plan. A series of drop-in sessions were held in different parts of the city including Plimmerton, central Porirua, Cannons Creek, Titahi Bay and Pāuatahanui, which were publicised on social media and through community publications. The E&CP team were available to answer questions, provide clarification and receive direct feedback. Overall attendance at drop-in sessions were approximately 200 people.

Hundreds of queries were also received via phone calls and emails, and many meetings with individuals and interest groups were held on request. A summary presentation of the draft District Plan was made to over 20 community and stakeholder groups.

Targeted engagement

District Plan reference group

The District Plan reference group is a volunteer group comprising members of the Porirua community. The group has had revolving membership, with a core group of around 10 members. The group was established to provide feedback on resource

management issues, help options to address these issues, and gain a community perspective on various aspects of the draft District Plan.

This group met monthly throughout 2017 and 2018, and several times in 2019. Each meeting was around 1.5 hours in duration and covered key topics in the draft District Plan.

Prior to each meeting a background paper was circulated to inform discussion, and minutes were kept of meetings. The group was very useful in informing various aspects of District Plan development and their advice on how to best engage with the wider community was particularly useful.

Developers ‘Go Deep’ group

The developers ‘Go Deep’ group is made up of Porirua based developers and their agents. It provides an opportunity for members to provide feedback on issues with the operative District Plan and its implementation by Council teams, and to make suggestions for the draft District Plan.

The group met several times a year from 2017-2019. Their feedback was very useful for informing development related provisions, particularly technical rules and standards for subdivision and residential development. Their feedback on implementation issues has been shared with relevant teams within Council.

Youth ‘Go Deep’ group

The youth ‘Go Deep’ group is a reference group of rangatahi from Porirua who have an active interest in the future of the city and comprises 12 young people aged between 17 and 24. The aim of the group was to give the youth of the city a voice in the development of the draft District Plan. They collectively chose topics that were most important to them including housing supply and affordability, better connectivity within the city and to surrounding areas, the integration of community spaces and cultural values, and the protection of our waterways and the environment.

Landscapes and indigenous biodiversity

Due to the large number of landowners potentially affected by the identification and protection of these values, there has been a concerted effort over several years to engage with as many as possible

on an individual basis. The most significant areas of engagement were as follows:

- Significant natural areas - there has been a history of engagement relating to these areas, dating back to 2001 when ecological sites were first mapped by advisors Boffa Miskell. In 2012, these sites were reassessed by Blaschke and Rutherford, including significant urban vegetation sites. In late 2017/early 2018, Wildlands Ecological Consultants undertook a further peer review and reassessment of sites identified in these earlier studies.
- Landscapes - high value landscapes were first assessed as part of the 2013 Landscape Management Strategy. They were reassessed in 2018 by Boffa Miskell to ensure they met latest national and regional policy and best practice. Isthmus were engaged in 2019 to peer review this work.
- Notable trees - notable trees were assessed by Arborlab consultants in 2018. A Council publicity campaign encouraged members of the community to nominate trees for assessment that have potential high historic, ecological and amenity value.

In June 2018 all landowners affected by the above environmental values were sent letters and maps, with an open invitation to have a visit from relevant technical experts and a Council planner. Community drop-in sessions were also held in various suburbs.

Council conducted many site visits between June 2018 and December 2019 at the request of landowners. This was important to ensure that the mapping and assessment of these areas was as up to date and as accurate as possible. Changes to some of the mapping was made based on these site visits.

Coastal and flood hazards

Comprehensive engagement was undertaken to better understand the impact of these natural hazards, and to discuss management options with the community.

Three rounds of community engagement were held on coastal hazards (August 2018, November 2018 and July 2019). These took place in coastal

communities including Titahi Bay, Plimmerton, Pukerua Bay, Pāuatahanui and Paremata. The meetings were led by coastal hazard experts Jim Dahm and Bronwen Gibberd from Focus Resource Management.

The first step was to build a shared understanding of the coastal environment by getting feedback from local communities about their experiences and knowledge of the coastal environment. Council received a huge amount of valuable information including historical photographs and observations of coastal storms and shoreline changes. In November 2018, a second round of workshops was held to discuss some potential hazard management options. In the third round of workshops in July 2019, the draft coastal hazard report was presented

before it was ultimately published (in draft form) as part of the draft District Plan supporting information. Attendees from all three workshops were then encouraged to review and submit on the draft District Plan.

For flood hazards, modelling was undertaken by Wellington Water using best practice flood modelling standards, including taking into account the predicted impacts of climate change. Council held five publicly advertised drop-in sessions involving Wellington Water to discuss flooding issues in Porirua and to share the draft flood maps. The drop-in sessions were held between May and August 2019. The feedback confirmed that the flood hazards represented in the maps corresponded well with resident's experience of flooding.

Engagement with groups and organisations

In addition to the above targeted engagement approach, consultation has been undertaken with a wide range of groups and organisations. These are set out in Table 1 below:

Table 1 – groups and organisations consulted

Neighbouring Councils	Consultation group	Relevance
Kapiti Coast District Council Wellington City Council Upper Hutt City Council Hutt City Council Wairarapa councils Greater Wellington Regional Council	Regional Planning Managers Group	Regular forum to discuss and address regional planning issues
	Regional Biodiversity Planning Group	Established to get consistency and best practice in biodiversity policy
	Regional Natural Hazards Steering Group	Established to get consistency and best practice in natural hazards policy
	Regional Growth Framework	Region wide project to develop spatial framework for regional growth planning (to be consulted on in 2020)
	Regional Housing and Business Capacity Working Group	Collaboration on implementation of the NPS-UDC, including producing a Regional Housing and Business Capacity Assessment Report (HBA) (published October 2019)
Local Interest Groups	Consultation comments	Relevance
Te Awarua-o-Porirua Whaitua Committee	Council staff attended various workshops as an observer between 2017-2018	Impact of urban development on harbour health, urban growth planning
Residents associations	Attended and presented at various residents associations meetings on request	Zoning, housing and multi-unit housing, medium density residential areas, environmental overlays, natural hazards, impact of development on harbour health

Local Interest Groups	Consultation comments	Relevance
Porirua Chamber of Commerce	Attended various Chamber of Commerce meetings on request	Economic and business growth, commercial zones, impact of rules on businesses
Porirua Harbour Trust	Attended various Harbour Trust meetings as requested	Harbour health, urban development
Kapi Mana Pasifika Network	Presented on the draft District Plan in October 2019	Pasifika input to the PDP, housing issues and options, Eastern Porirua Development
Requiring Authorities		Relevance
Ministry of Education Transpower New Zealand Police New Zealand Transport Agency (NZTA) New Zealand Fire Service Greater Wellington Regional Council	Contacted all requiring authorities regarding notices of requirement	Designations, district wide provisions, urban growth, infrastructure capacity and constraints
Government Departments & Agencies	Consultation comments	Relevance
Department of Conservation	Met with DOC staff in September 2019 to discuss the draft District Plan, and the Plimmerton Farm plan change	Impact on DOC as a landowner, open space zoning, Structure planning (including Plimmerton Farm)
NZTA	Met with NZTA staff on numerous occasions to discuss District Plan Review	Urban growth, state highway revocation, impact of PDP on NZTA as a landowner, transport policy
Heritage NZ	Met with Heritage NZ to discuss the District Plan Review and Marines Hall in Titahi Bay	Historic heritage policy, sites of significance to Māori, designations
Kiwirail	Met with Kiwirail on numerous occasions to discuss the District Plan review	Infrastructure policy, noise
Radio NZ	Met with Radio NZ staff and their consultants on various occasions to discuss District Plan review	Impact of PDP on Radio NZ as a landowner, infrastructure policy
Transpower	Met with Transpower and their consultants to discuss District Plan review	Infrastructure provisions
Telecommunications Companies	Consultation comments	Relevance
Chorus Vodafone Spark	Met with telco representatives on various occasions to discuss the District Plan review	Infrastructure provisions
Energy Companies	Consultation comments	Relevance
Contact Energy Trustpower Wellington Electricity	Met with energy company representatives on various occasions to discuss District Plan review	Infrastructure policy, urban growth

What did we hear from the community and stakeholders?

Overview

Individuals and groups were encouraged to provide written submissions on the draft District Plan although not all took the opportunity to do this. Notes from personal meetings, phone calls and drop-in sessions along with emails were also used to record feedback.

A total of 93 submissions were received. Of these:

- 65 were made by or on behalf of individuals or groups, such as residents associations;
- 16 were from government agencies; and
- 10 were from non-government organisations and industry/business.

Analysis of submissions reveal a total of 1254 submission points were made, with an average number of 14 submission points raised per submission.

Submissions and feedback from individuals and community groups

Most of the feedback from this group supported the direction and intent of the draft District Plan. Specific submissions requested changes to the wording of rules, policies, objectives and definitions to provide greater clarity or certainty.

The following is a summary of some of the key themes noted from the analysis of submissions received from individuals and community groups, including notes taken by Council staff during community meetings:

- Submissions requested zoning changes to their properties, most commonly requesting a change from General Rural Zone to Rural Lifestyle or General Residential Zone. A number of these

submitters requested that their properties be re-zoned once infrastructure improvements such as roading upgrades were completed.

- Some individual submitters requested stronger protection of significant natural areas, outstanding natural landscapes and features. Some are opposed to the level of environmental protection for individual properties.
- A number of submissions were supportive of the Whireia Peninsula draft zoning of open space and wanted the Council to add further protection.
- Several submissions commented that the District Plan needs to better address infrastructure capacity issues, given that it will enable greater intensification of housing and development in general. Specific concerns were raised over the ability of wastewater and water supply networks and related infrastructure to cope with housing intensification.
- Some submitters opposed the Future Urban Zone at Judgeford flat, citing traffic and infrastructure concerns and reduced rural amenity. Some expressed concerns regarding the uncertain nature of future development and the impact this may have on their properties.
- There were also comments regarding 'hydraulic neutrality' provisions in relation to stormwater runoff and its definition. A number of submitters wanted a broadening or strengthening of the definition of hydraulic neutrality, while others wanted more flexibility with regard to hydraulic neutrality and how it is measured.
- Several submitters had questions about the evidence base that supported some of the provisions, mapping features or zoning.
- Some submitters objected to the special amenity landscape provisions restricting the height and size of buildings.

- It was noted by some submitters that the draft provisions or zoning did not always fully recognise and provide for current existing uses or expansion of these uses.

Submissions and feedback from non-government organisations and businesses

There was general support for the intent of the draft District Plan from this group of submitters, with specific amendments requested to address gaps, conflicts or provide clearer guidance and certainty. Submissions were received from the following organisations:

1. Te Rūnanga o Toa Rangatira
2. Telecommunications companies (Chorus, Spark and Vodafone)
3. Powerco
4. Firstgas Limited
5. Queen Elizabeth II National Trust
6. BRANZ
7. Oil companies (Z Energy, BP Oil NZ Ltd, Mobil Oil NZ Ltd)
8. Woolworths NZ
9. Cuttriss Consultants
10. Wellington Electricity Lines Ltd

The following is a summary of some of the key themes noted from the analysis of submissions from this group:

- The District Plan needs to better address infrastructure capacity issues, especially given that it provides for greater intensification of housing and development in general.
- Telecommunications companies requested more permissive provisions and closer alignment with emerging industry-led RMA guidance.
- Submitters questioned some of the wording of provisions and highlighted potential conflicts between different parts of the plan.
- Ngāti Toa supported more flexibility to establish papakāinga housing on 'general title' land rather than only Māori title land.
- The Pasifika stakeholder group also requested that the opportunity for papakāinga type housing be extended to other cultures, not just Māori.
- The Woolworths Group suggested the reconsideration of the City Centre Zone provisions as they relate to their operations, stating that some of the provisions were too restrictive for the existing activities in the zone.
- Some submitters were concerned about the hydraulic neutrality provisions, with one submitter commenting that water quality was proposed to be maintained without reference to any particular standards, and highlighted that this was a regional council function.

Feedback from government agencies

There was general support for the intent of the draft District Plan from this group of submitters, with specific changes requested to address gaps or provide clearer guidance and certainty. Submissions were received from the following organisations:

1. Kainga Ora
2. New Zealand Transport Agency (NZTA)
3. Greater Wellington
4. Fire and Emergency NZ
5. Ministry for the Environment (MfE)
6. KiwiRail
7. Heritage NZ
8. Internal feedback from PCC teams
9. Department of Conservation (DOC)
10. NZ Defence Force
11. Wellington Water
12. Ministry of Education
13. Regional Public Health
14. Radio NZ
15. Capital and Coast District Health Board
16. Transpower NZ

The following is a summary of some of the key themes noted from the analysis of submissions from this group:

- Support for non-notification clauses and recognition they could be strengthened.
- Identification that current issues with infrastructure capacity need to be better recognised in the District Plan.
- Kainga Ora acknowledged that the draft District Plan currently takes the descriptive approach to density, however they see merit in considering a more prescriptive approach to density, with the possibility of using high level yield targets for the medium density residential zone.

- Kainga Ora also requested a more flexible approach to hydraulic neutrality and other infrastructure provisions, for example the ability to take a catchment wide approach as opposed to site specific measures.
- Submitters requested acknowledgement of improved access to a wider range of services that can be achieved through higher density housing, such as educational, social and recreational opportunities, in addition to improved transport services.
- Submitters also commented that the intended land use within future urban zones needs to be clarified.
- Provisions relating to 'Regionally Significant Infrastructure' were requested to be strengthened to protect this type of infrastructure from reverse sensitivity and other incompatible activities.
- NZTA requested stronger provisions with respect to managing vehicle access to and from state highways. Further consideration in terms of traffic safety effects and appropriate activity status for a range of activities was recommended.
- A number of submitters recommended that PCC further consider other legislation, plans and policies for guidance and best practice examples to gain better alignment.

Submission points on specific chapters

Detailed analysis of submissions revealed the number of submission points on particular chapters and topics in the District Plan:

Table 2 - submission points on chapters

Chapter/Topic	Number of submitters	Number of submission points raised
Infrastructure	8	142
General comments on whole plan, re-zoning and map features	54	136
Strategic objectives	20	102
Subdivision	16	87
Definitions, abbreviations, glossary and description of the district	20	71
Ecosystems and indigenous biodiversity	16	53
Transport	12	50
Coastal environment	12	45
Natural features and landscapes	13	44
General Residential Zone	10	43
Earthworks	16	37
Natural hazards	10	37
Medium Density Residential Zone	6	32
Tangata whenua	5	32
Future Urban Zone	23	31
Historic heritage	7	22
Local Centre Zone	5	20
Noise	5	20
Stormwater management	6	18
Neighbourhood Centre Zone	3	16
Rural Lifestyle Zone	8	16
Mixed Use Zone	3	15
Sites and areas of significance to Māori	6	15
General Rural Zone	6	14
Statutory context, Cross boundary matters, General approach, Relationships between spatial layers	5	12
Notable trees	8	12
City Centre Zone	3	11
Settlement Zone	7	10
Papakāinga	3	10
Signs	3	9
National environmental standards, National Policy statements and Regulations	3	9
Open Space Zone	4	8
Sport and Active Recreation Zone	5	6
Māori Purpose Zone	2	6

Chapter/Topic	Number of submitters	Number of submission points raised
Natural character	3	6
Temporary activities	1	5
Hazardous substances	3	4
Public access	1	4
Contaminated land	2	3
General Industrial Zone	2	2
Large Format Retail Zone	2	2
Light	1	2
Hospital Zone	1	1
Renewable energy	1	1

What's next?

There are a number of key actions following the completion of engagement and the analysis of submission points, including:

- Emailing all submitters a copy of this engagement summary report, and make it publicly available through the Council website.
- Updating the provisions of the draft District Plan following analysis and consideration of the feedback received.
- Completing a 'Section 32' report for each chapter, a requirement under the RMA for statutory plan making. These reports are fundamental to justifying the content of the proposed District Plan, and outline expected

outcomes and evaluate possible alternatives to the provisions.

- Engaging on the revised 'Code of practice for subdivision and land development' before subdividing the proposed District Plan. The Code of Practice will be referenced in the proposed District Plan and is an important technical document that will help to achieve the objectives of the plan.
- Finalising the proposed District Plan for formal notification.
- Providing guidance and support for those who wish to submit on the proposed District Plan.

District Plan review timeline



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