# Chapter 4: Porirua City Council

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# Executive Summary

In April 2022 Porirua published an updated Housing Capacity Assessment (HBA) in conjunction with the other territorial authorities in metropolitan Wellington, to meet its obligations under the National Policy Statement on Urban Development (NPS-UD). The previous HBA, published in July 2019, was prepared in accordance with the National Policy Statement on Urban Development Capacity (NPS-UDC) which was superseded by the NPS-UD in August 2020. The NPS-UD requires that the 2022 housing development capacity assessment be reviewed and updated, along with a business land development capacity assessment in time to inform the 2024 Long Term Plan.

The NPS-UD directs local authorities to provide sufficient development capacity to meet expected demand for housing and business land, and to prepare a Housing and Business Land Capacity Assessment (HBA) so far as it relates to housing to help meet their obligations under the new National Policy Statement.

This HBA for housing in Porirua represents an update on the 2019 HBA, and updates metrics with respect to various housing measures in Porirua as well as updating the supply of housing and housing need since 2019. These are based on more up to date data, including forecasts for population growth and change over the next 30 years. Overall, Porirua has adequate housing development capacity to meet the short, medium, and long term future demand based on current population growth forecasts provided by Sense Partners[1] in terms of land that is enabled in the Proposed District Plan (PDP) and which is feasible and realisable. The main limitation to future housing supply is capacity constraints in the three water network, principally in the short term.

Housing affordability is also getting worse in Porirua. The continuing undersupply of housing is contributing to increasing rents and house sale prices, which are increasing faster than incomes are rising. This is exacerbated by a declining number of existing houses for sale. The current undersupply of housing is part of a historical trend of undersupply and is likely the result of a range of local, regional and national factors. These include an out of date district plan, un-enabling national and regional environmental regulations, land banking, macro-level financial policy, and the effects of the Covid-19 pandemic on labour markets, supply chains and construction costs.

Porirua has constraints within its three waters networks which will need to be addressed to enable housing growth. In particular, Porirua's wastewater and water supply networks will not be able to meet required levels of service for the increasing population. The stormwater network has constraints although these can be partly mitigated through a range of alternative measures. The

[1] *Demographic forecasts for the Wellington Region, June 2021*

impacts on the three waters network will be exacerbated through climate change, which will result in more intense storm events and more frequent and severe flooding. Significant investment is planned through the 2021-2051 Long term Plan and Infrastructure Strategy to address three waters infrastructure constraints and mitigate the impacts of climate change to enable long term residential growth.

There are existing pressures on some of Porirua's arterial roads and on parts of the two state highways (existing SH1 and SH 58), although these are not considered to constrain long term housing growth. Now that Transmission Gully Motorway has become SH1, the previous SH1 has become SH59, and the northern part of Porirua's primary roading network will have capacity to accommodate growth in traffic volumes. Further investment in public transport and active transport infrastructure will be required to meet the needs of the future population and help reduce emissions associated with private vehicle use. The 2021 – 2051 LTP and emerging Network Operating Framework will determine priorities for future transport investment.

This HBA incorporates the constraints and opportunities identified through the PDP. It also partly or fully considers other regulatory plans such as the provisions in National Policy Statements (NPSs), National Environmental Standards (NESs), and regional plans that affect greenfield and brownfield development. These regulatory policies and plans, along with the rapid changes occurring in Porirua, mean the HBA report cannot be considered in isolation. The City's response to growth will therefore need to be agile to ensure an adequate supply of suitably zoned land for housing that is serviced by infrastructure.

# 1 Background

This Housing and Business Development Capacity Assessment (HBA) has been prepared to meet the requirements of the National Policy Statement on Urban Development (NPS-UD) 2020. The NPS-UD supersedes the 2016 National Policy Statement on Urban Development Capacity.

The NPS-UD came into effect in August 2020. It directs local authorities to provide sufficient development capacity[2] to meet the projected demand for housing and business growth.

Porirua is classified as a Tier 1 council and as such is guided by policies summarised as:

a) Providing development capacity: Subpart 1
b) Responsive planning: Subpart 2
c) Evidence based decision-making: Subpart 3
d) Future Development Strategies: Subpart 4
e) Housing and Business Development Capacity Assessment: Subpart 5
f) Intensification in tier 1 urban environments: Subpart 6
g) Development outcomes for zones: Subpart 7

This report gives effect to policies on Housing and Business Development Capacity Assessment (subpart 5) and, provides evidence and forms the basis for further work to give effect to the other policies listed above.

An HBA assesses the demand for housing and business land and determines how much development capacity is needed to sufficiently meet that demand.

This is the second HBA prepared for the Wellington Region. It provides an interim update on housing development capacity, as required by clause 4.1(2) of the NPS-UD.

This section covers the area under the jurisdiction of the Porirua City Council (PCC), and should be read in conjunction with the regional and overview sections, along with the sections covering Wellington City Council, Kapiti Coast District Council, Upper Hutt City Council and Hutt City Council.

*[2] This is the amount of development that is plan-enabled, infrastructure-ready and which is feasible and reasonably expected to be realised. It must also meet expected demand plus an appropriate competitiveness margin.*

# 2 Introduction

Porirua is one of five territorial authority areas that constitute the Wellington 'Tier 1' urban area as defined by the NPS-UD. In 2021, Porirua's population was 62,404[3]. Differing population growth scenarios suggest a range of population growth from 10,920[4] additional people living in the City by 2051, up to 26,983[5]. Although each of the scenarios are based on different population projections and associated housing capacity over the short, medium and long term, there are consistent themes through all projections that are central to the commentary on Porirua's growth.

The five territorial authorities in the Wellington Tier 1 urban area have agreed that the 50th percentile Sense Partners population forecast is the most appropriate for use in the HBA. This has also been used to inform the assessments from Wellington Water, Waka Kotahi and Greater Wellington in terms of the effects of growth and the demands placed on the three water networks, the State Highway network and public transport.

PCC needs to ensure that there is sufficient housing available to cater for the increasing population, and that there is sufficient land available for business growth. PCC will need to invest in infrastructure to service this growth, especially three waters and transport infrastructure, and will need to find ways to fund it. Additional amenities and community infrastructure will also need to be provided to meet the needs of a growing population.

Based on assessment and modelling work, this report estimates the demand for housing land for the next three, 10 and 30 years, and the capacity required to meet this demand. It also discusses the key constraints faced in providing for housing and business needs.

This HBA report also provides evidence to assist PCC in its District Plan review, Long Term Plan (LTP) and 30-year infrastructure strategy and implementing the Porirua Growth Strategy.

[3] *Sense Partners, 50th percentile forecast, June 2021*
[4] *Property Economics, July 2021, Porirua Housing Typology Demand Analysis (source: StatsNZ medium growth)*
[5] *Property Economics, July 2021, Porirua Housing Typology Demand Analysis (source: Sense Partners, 50th percentile forecast)*

# 3 Key documents

## 3.1 Overview

This HBA report helps determine if there is sufficient residential development capacity to meet future demand. If the HBA concludes that there is a shortfall of residential development capacity, then under the NPS-UD the Council will need to provide additional development capacity to address this shortfall. How the Council provides for that shortfall is not addressed by the HBA but will be addressed by the key documents listed below.

## 3.2 Council's Vision and Strategic Priorities

Any discussion on housing supply and growth in Porirua needs to be considered within the context of PCC's vision, community outcomes and strategic priorities. Figure 4.1 below sets out Council's recently updated vision statement which provides the lens through which all Council activities and funding is considered. Council's vision was updated in July 2021 and was adopted at the same time as the 2021 – 2051 LTP.

Although investing in infrastructure to service urban growth is a priority for Council, it is not the only priority. Restoring the health of the Te Awarua-O-Porirua catchment, proactively responding to the climate crisis, and providing for the needs of the community and young people are also Council priorities.


*Figure 4.1: Porirua City Council's Vision, Community Outcomes and Strategic Priorities*

## 3.3 Porirua Growth Strategy

The Growth Strategy is a guiding framework for growth in Porirua and was adopted on 20 March 2019. It helps shape and influence 'why' and 'where' the city will physically develop over the next 30 years and beyond. Figure 4.2 sets out a conceptual future spatial framework for the City, although it is recognised that there are constraints that may inhibit this framework being realised within the 30-year timeframe. The Proposed District Plan (PDP) further considers and refines the approach set out in the Growth Strategy, including the spatial strategy.

Within the existing urban area, the Growth Strategy has a strong focus on compact, more intensive housing development centred around public transport hubs and established urban centres. It therefore promotes more efficient use of already developed urban land, which is also a key factor in creating more affordable housing. It also supports investment in multi-modal transport options to support higher residential densities and reduce reliance on private vehicles.

The Growth Strategy also identifies new greenfield areas suitable for residential purposes. These include the Northern Growth Area (NGA) situated on the eastern side of SH1 between Plimmerton and Pukerua Bay, and Judgeford Hills to the east of the James Cook intersection with Transmission Gully Motorway. These areas have subsequently been identified in the PDP as the Future Urban Zone (FUZ).

To accommodate business growth, the Growth Strategy has also identified a greenfield area in Judgeford adjacent to SH58 as future potential business land. This is also identified as the FUZ in the PDP. Potential medium-term employment areas have also been identified near the Transmission Gully Motorway Interchange at Waitangirua, and between the James Cook intersection and Transmission Gully Motorway. There is also a smaller commercial area proposed within the NGA at Plimmerton.

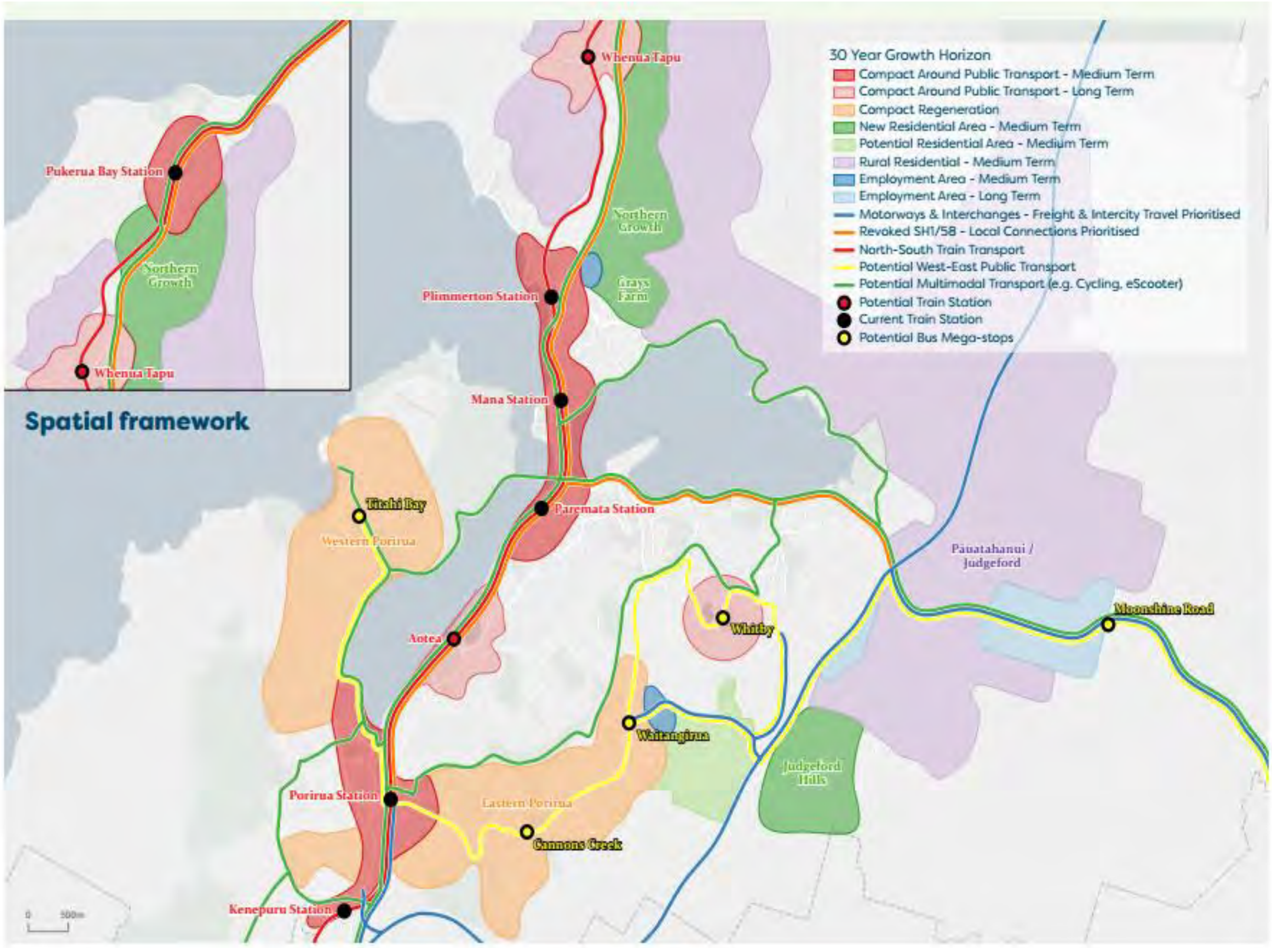


*Figure 4.2: Growth Strategy 30-year Spatial framework*

## 3.4 Operative District Plan

The District Plan is the Council's key statutory planning document. It controls where activities can locate and how land can be used, developed and subdivided, and has been prepared in accordance with the Resource Management Act 1991. The current District Plan became operative in 1999.

Porirua's needs and challenges have changed since 1999 for a variety of reasons. This includes increasing growth pressures and the increased value placed on the health of Te Awarua-o-Porirua (Porirua Harbour).

## 3.5 Proposed District Plan

The Proposed Porirua District Plan (PDP) replaces the Operative District Plan and applies to all properties in the City except for the area known as Plimmerton Farm (which has been the subject of Plan Change 18 to the Operative Porirua District Plan (ODP), see below). The PDP was notified on 28 August 2020 and received 274 submissions. Submissions on the PDP are currently being heard by an independent hearings panel and decisions are expected in late 2022.

The PDP involves an entire review of the ODP (excluding Plan Change 18 Plimmerton Farm) and therefore all objectives, policies, rules, maps and other methods that apply in the City are proposed to change. Key changes are as follows:

- The Plan introduces a number of new zones including Residential Zones, Commercial and Mixed Use Zones, Rural Zones and Special Purpose Zones;
- The Plan seeks to provide for future growth by introducing a new Medium Density Residential Zone (MRZ) which encourages denser urban development, as well as identifying land for future housing, industry and business in a FUZ. Where land is within a FUZ there may be restrictions on how it can be used;
- Incorporation of urban design guides for urban zones to ensure high quality and well-integrated built form and urban areas;
- There are new objectives, policies and rules enabling housing, including more permissive rules in existing residential areas and a requirement for stormwater neutrality, rainwater tanks and water meters for new houses;
- There are new objectives, policies and rules for District Wide matters including infrastructure, three waters infrastructure, subdivision, earthworks, transport, renewable electricity generation, noise, light and signs;
- A new risk-based approach to managing natural hazards including coastal hazards, seismic fault hazards and flooding hazards, with a low, medium and high-risk profile applying to certain properties. New flood and fault hazard maps apply to a wide number of properties across the City. The rules result in additional restrictions for properties located in hazard areas;
- The plan recognises and promotes Tangata Whenua values, including through a Tangata Whenua Chapter written by Te Rūnunga O Toa Rangitira, a new Māori Purpose Zone at Hongoeka, and enabling papakaingā housing across the City;
- A new Rural Lifestyle Zone that specifically enables rural-residential lifestyle blocks;
- The Plan includes more detailed assessments of buildings and sites of historic and cultural importance, and new objectives, policies and rules in relation to how they are managed;
- The identification and protection of areas of indigenous biodiversity, known as Significant Natural Areas (SNAs), including on private property. To enable their protection, the PDP restricts how land identified as being a SNA can be used; and
- The identification and protection of valued landscapes, natural features and areas of high natural character in the coastal environment.

The PDP is considered the most important regulatory planning response by PCC to increase housing supply, along with helping to achieve a variety of other vital and complimentary social, economic and environmental outcomes.

## 3.6 Long Term Plan

Porirua's LTP is a strategic Council document, and a requirement under the Local Government Act 1974. It sets out PCC's future priorities and how these will be funded, with infrastructure a key priority. The LTP has identified total funding of $1.8 billion for infrastructure and other services over the next 30-years, which is necessary to provide expected levels of service to meet a range of outcomes including accommodating growth.

PCC has recently adopted a new LTP to meet expected growth in the City, as most of the residential and business growth areas identified in the 30-year Growth Strategy Spatial Framework and PDP are not adequately serviced by infrastructure. The review of the 2021-2051 LTP has also been accompanied by a review of the Infrastructure Strategy (July 2021), which identifies the core areas where investment is required to service planned growth to 2051.

The 2021 – 2051 LTP is predicated on the expectation of 10,600 new residential dwellings (Housing Unit Equivalents or HUEs) over the 30-year period, which is anticipated and enabled by the PDP. In terms of short term investment to service growth (0 – 3 years), the LTP commits funding to projects to service anticipated short-term additional demand, and will work in an integrated manner with other measures (such as PDP provisions and development contributions) to accommodate growth. In the medium term (3 – 10-years), the investment required to service growth is identified although funding is not committed, and this investment will be reviewed and confirmed in the 2024 - 2054 LTP. The investment to service growth in the long term (10 – 30-years) is identified in the Infrastructure Strategy and broadly set out in the LTP, and will also be updated in the 2024 - 2054 LTP.

For larger residential and commercial developments, developer agreements (DAs) are also a tool that assist Council provide infrastructure to enable growth so that it does not have to be fully funded through the LTP. Development contributions per Household Equivalent Unit (HEU) are used as a proxy for the amount of funding that will be sought from a developer for a major development proposal and secured through a DA. Alternatively, a commensurate value of direct investment in infrastructure by the developer will be secured through the DA, with the infrastructure to be vested with Council.

The sequencing of projects in the LTP to accommodate urban growth also reflects the current known and agreed Council priorities, in terms of both public and private sector led development. There is a short, medium- and long-term focus on enabling the Eastern Porirua Regeneration Project (EPRP) through infrastructure investment, in conjunction with project partners Kāinga Ora and Ngāti Toa. The EPRP is expected to yield an additional 2,000 new homes, and potentially more once additional private sector development is factored in.

## 3.7 Development Contributions Policy 2021

The Council has also reviewed and updated its development contributions policy considering the scale of growth occurring in Porirua[6]. This splits the district into 18 catchments and identifies development contribution charges for each catchment. It also sets out the process by which development agreements under s207 of the Local Government Act 2002 can be used in place of development contributions.

*Table 4.1: Development contributions per catchment*

| 2021 Development Contribution Charges | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| DCs Catchment Reference | City Wide Reserves | New Reserves | Sports Fields | Facilities | Roading | Cycleways | Stormwater | Wastewater | Waste Water Treatment Plant | Water Supply | Total Excl. GST |
| Area 1. Urban (Porirua Low, Western) | $ 757 | | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 227 | $ 6,905 | $ 3,266 | $ 16,182 |
| Area 2. Urban (Porirua Low, Central) | $ 757 | | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 3,940 | $ 6,905 | $ 3,266 | $ 19,895 |
| Area 3. Urban (Porirua Low, Central, Greenfields) | $ 757 | $ 10,485 | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 3,940 | $ 6,905 | $ 3,266 | $ 30,380 |
| Area 4. Urban (Porirua Low, Eastern) | $ 757 | | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 4,731 | $ 6,905 | $ 3,266 | $ 20,686 |
| Area 5. Urban (Porirua High, Central Northern, Greenfields) | $ 757 | $ 10,485 | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 6,210 | $ 6,905 | $ 5,563 | $ 34,947 |
| Area 6. Urban (Porirua Low, Central Northern, Greenfields) | $ 757 | $ 10,485 | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 6,210 | $ 6,905 | $ 3,266 | $ 32,650 |
| Area 7. Urban (Porirua Low, Central Northern) | $ 757 | | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 6,210 | $ 6,905 | $ 3,266 | $ 22,165 |
| Area 8. Urban (Porirua High, Eastern, Greenfields) | $ 757 | $ 10,485 | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 4,731 | $ 6,905 | $ 5,563 | $ 33,468 |
| Area 9. Urban (Porirua High, Eastern) | $ 757 | | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 4,731 | $ 6,905 | $ 5,563 | $ 22,983 |
| Area 10. Urban (Whitby High, North Eastern, Greenfields) | $ 757 | $ 10,485 | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 14,422 | $ 6,905 | $ 4,753 | $ 42,349 |
| Area 11. Urban (Whitby, North Eastern, Greenfields) | $ 757 | $ 10,485 | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 14,422 | $ 6,905 | $ 3,095 | $ 40,691 |
| Area 12. Urban (Whitby High, North Eastern) | $ 757 | | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 14,422 | $ 6,905 | $ 4,753 | $ 31,864 |
| Area 13. Urban (Whitby, North Eastern) | $ 757 | | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 14,422 | $ 6,905 | $ 3,095 | $ 30,206 |
| Area 14. Urban (Plimmerton North, Northern) | $ 757 | | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 7,974 | $ 6,905 | $ 10,754 | $ 31,417 |
| Area 15. Urban (Plimmerton North, Northern, Greenfields) | $ 757 | $ 10,485 | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 7,974 | $ 6,905 | $ 10,754 | $ 41,902 |
| Area 16. Urban (Plimmerton Farm, Northern, Greenfields) | $ 757 | $ 10,485 | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 7,974 | $ 6,905 | Developer Funded | $ 31,148 |
| Area 17. Urban (Standard, Northern) | $ 757 | | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ 7,974 | $ 6,905 | $ 2,130 | $ 22,793 |
| Area 18. Rural | $ 757 | | $ 200 | $ 1,300 | $ 2,339 | $ 444 | $ 744 | $ - | $ - | $ - | $ 5,784 |

Development contribution charges are required for a range of infrastructure and services necessary to support new urban growth. This includes parks and reserves, community facilities, the transport network, the three waters networks, and the wastewater treatment plant. Development contributions, and where appropriate development agreements, are key tools to ensuring the timely provision and funding of new infrastructure. They may also disincentivise new housing development to some extent given the additional costs they place on development, and the potential for higher development costs per HEU compared to neighbouring districts. There is no evidence at this point however that the 2021 development contributions policy has disincentivised housing development.

[6] *PCC, Development Contribution Policy 2021*

# 4 Population Change and Housing Trends

## 4.1 Introduction

This section of the HBA looks at what is happening in terms of population and change over the next 30 years, along with trends in housing affordability, housing stress and housing supply. It is focussed on changes since the 2019 HBA.

## 4.2 Where are we now?

It is important to understand the current housing and population context in Porirua to provide context to the supply, demand and capacity information that follows. The baseline information for Porirua is summarised in Table 4.2:

*Table 4.2: Current housing and population in Porirua (December 2021)*

| Population[7] | No. of dwellings[8] | Median house price[9] | Median rent[10] | Average household income[11] | Regional GDP per person[12] |
|---|---|---|---|---|---|
| 62,075 | 22,851<br>Standalone 18,547<br>Attached 3,805 | $870,250 | $572 | $104,258 | $78,000 |

[7] *Sense Partners Forecast, April 2021*
[8] *Sense Partners Forecast, April 2021*
[9] *MHUD dashboard, June 2021*
[10] *MHUD dashboard, June 2021*
[11] *Sense Partners, April 2021 (50th percentile for 2019)*
[12] *Stats NZ, 20210602 Gross domestic product per person, by region (Annual-Mar).*

## 4.3 What growth is projected for Porirua?

Sense Partners have provided short, medium, and long-term growth projections for population and dwellings in Porirua for the period 2021-2051. The Councils have resolved to use the 50th percentile projections provided by Sense Partners, and these projections are summarised in Table 4.3 below for Porirua:

*Table 4.3: Projections for population, number of dwellings and numbers of households in Porirua (2021 - 2051)*

| | Estimated baseline total 2021 | Short term growth: 2021-2024 | Medium term growth: 2024-2031 | Long term growth: 2031-2051 | Total increase |
|---|---|---|---|---|---|
| Population | 62,075 | 3,271 | 7,205 | 16,507 | 26,983 |
| Dwellings | 22,851 | 1,688 | 3,242 | 7,010 | 11,940 |
| Households | 21,978 | 1,453 | 3,371 | 7,095 | 11,919 |

The average number of new dwellings required per annum to meet this baseline demand is summarised in Table 4.4 below. This shows that demand is greatest over the short term, dropping off significantly over the long term. This reflects the scale of population growth and historical undersupply of new houses, which was identified in the HBA 2019.

*Table 4.4: required new dwellings per annum to meet demand*

| | Short term: 2021-2024 | Medium term: 2024-2031 | Long term: 2031-2051 | 2021-2051 |
|---|---|---|---|---|
| New dwellings required per annum | 563 | 463 | 350 | 398 |

## 4.4 Demographics for Porirua

In addition to population growth, it is also important to understand changes in the age profile and household types in Porirua, as these contribute to housing demand and housing need. Sense Partners have provided projections for the population aged 70 or older, the working age population and household types. These are summarised in the tables below:

*Table 4.5: Population aged 70 or older as a share of population and numbers*

| | 2018 | 2028 | 2033 | 2048 | Change |
|---|---|---|---|---|---|
| % of population aged 70 or older | 7.4 | 9.2 | 10.4 | 12.7 | +72% |
| Population aged 70 or older | 4,363 | 6,509 | 7,844 | 11,078 | +6,715 |

*Table 4.6: Working age population – share of population*

| | 2018 | 2028 | 2033 | 2048 | Change |
|---|---|---|---|---|---|
| Working age population | 65.1% | 65.1% | 63.6% | 62.7% | -2.4% |

*Table 4.7: Household types – share of total households*

| | 2018 | 2028 | 2033 | 2048 | Change |
|---|---|---|---|---|---|
| One-parent | 14.3% | 13.7% | 13.5% | 13.1% | -1.2% |
| Two-parent | 47.8% | 46.2% | 45.7% | 44.1% | -3.7% |
| Multi-family | 10.8% | 10.7% | 10.6% | 10.5% | -0.3% |
| Couple | 17.5% | 19% | 19.3% | 20% | +2.5% |
| Multi-person | 1.8% | 1.8% | 1.8% | 1.8% | _ |
| Alone | 6.4% | 7.2% | 7.5% | 8.3% | +1.9% |
| Non-private residential | 1.5% | 1.6% | 1.6% | 1.8% | +0.3% |

The above projections show that over the next approximately 30 years:

- There will be a significant increase in the older population (aged 70 or older);
- A slight decline in the working age population as a share of the total population;
- Only a moderate change in household types with two-parent families still being the main household type in Porirua; Smaller households (couples and single persons) will make up 28% of households by 2048; and Family households (one-parent, two-parent and multi-family) will make up nearly 68% of households.

## 4.5 Housing demand

The Councils have engaged Sense Partners (SP) to model population growth and dwelling demand. Sense Partners methodology is explained in the regional chapter (Chapter 1 of this report).

### 4.5.1 Scale of housing demand

Sense Partners project the population for Porirua over the period 2021-2051 to be as follows.

*Table 4.8: Population projection for Porirua 2021-2051*

| | Estimated baseline total 2021 | Short term: 2021-2024 | Medium term: 2024-2031 | Long term: 2031-2051 | Total increase |
|---|---|---|---|---|---|
| Population | 62,075 | 3,271 | 7,205 | 16,507 | 26,983 |

Translating that population growth into households, the number of dwellings required to meet that population growth is projected, as follows:

*Table 4.9: Housing projections for Porirua 2021-2051*

| | Estimated baseline total 2021 | Short term: 2021-2024 | Medium term: 2024-2031 | Long term: 2031-2051 | Total increase |
|---|---|---|---|---|---|
| Dwellings | 22,851 | 1,688 | 3,242 | 7,010 | 11,940 |

The NPS-UD (clause 3.22) requires a competitiveness margin is applied to the baseline demand figures. This is a margin of development capacity, over and above the expected demand that local authorities are required to provide, that is required to support choice and competitiveness in the housing land market. The competitiveness margins for housing land are:

- for the short term, 20%
- for the medium term, 20%
- for the long term, 15%.

*Table 4.10: Projection for number of dwellings plus NPS-UD competitiveness margin*

| | Short term: 2021-2024 | Medium term: 2024-2031 | Long term: 2031-2051 | Total increase |
|---|---|---|---|---|
| Dwellings | 1,688 | 3,242 | 7,010 | 11,940 |
| *Margin* | *20%* | *20%* | *15%* | - |
| Adjusted Demand | 338 | 648 | 1,052 | 2,038 |
| Total | 2,026 | 3,890 | 8,062 | 13,978 |

### 4.5.2 Locations of future demand for housing and demand by housing typology

Property Economics has further analysed the Sense Partners forecasts to look at future demand spatially across Porirua and by house typology. This helps identify how population growth and change is likely to occur in the City, and the community's preferred housing typology.

*Table 4.11: Demand by suburb*

| Area | 2021 | 2024 | 2031 | 2051 | Growth 2021 - 2024 | Growth 2024 - 2031 | Growth 2031 - 2051 |
|---|---|---|---|---|---|---|---|
| Aotea | 1,421 | 1,555 | 1,742 | 2,074 | + 134 | + 187 | + 332 |
| Ascot Park | 1,019 | 1,079 | 1,228 | 1,558 | + 60 | + 149 | + 330 |
| Camborne | 930 | 997 | 1,145 | 1,516 | + 67 | + 148 | + 371 |
| Cannons Creek East | 1,232 | 1,339 | 1,533 | 1,805 | + 107 | + 194 | + 272 |
| Cannons Creek North | 1,166 | 1,225 | 1,352 | 1,544 | + 59 | + 127 | + 192 |
| Cannons Creek South | 525 | 556 | 647 | 871 | + 31 | + 91 | + 224 |
| Elsdon-Takapuwahia | 880 | 905 | 999 | 1,183 | + 25 | + 94 | + 184 |
| Endeavour | 1,824 | 1,903 | 2,129 | 2,499 | + 79 | + 226 | + 370 |
| Mana Island | 0 | 0 | 0 | 0 | + 0 | + 0 | + 0 |
| Onepoto | 807 | 862 | 979 | 1,270 | + 55 | + 117 | + 291 |
| Paekakariki Hill | 174 | 183 | 336 | 983 | + 9 | + 153 | + 647 |
| Papakowhai | 930 | 973 | 1,129 | 1,469 | + 43 | + 156 | + 340 |
| Paremata | 1,263 | 1,339 | 1,497 | 1,823 | + 76 | + 158 | + 326 |
| Pauatahanui | 399 | 450 | 687 | 1,027 | + 51 | + 237 | + 340 |
| Plimmerton | 1,070 | 1,104 | 1,237 | 1,473 | + 34 | + 133 | + 236 |
| Porirua Central | 208 | 649 | 758 | 1,104 | + 441 | + 109 | + 346 |
| Porirua East | 879 | 934 | 1,062 | 1,372 | + 55 | + 128 | + 310 |
| Postgate | 1,118 | 1,164 | 1,350 | 1,743 | + 46 | + 186 | + 393 |
| Pukerua Bay | 897 | 930 | 1,037 | 1,248 | + 33 | + 107 | + 211 |
| Ranui Heights | 594 | 621 | 622 | 742 | + 27 | + 1 | + 120 |
| Titahi Bay North | 1,292 | 1,374 | 1,540 | 1,921 | + 82 | + 166 | + 381 |
| Titahi Bay South | 1,619 | 1,709 | 1,915 | 2,314 | + 90 | + 206 | + 399 |
| Waitangirua | 1,306 | 1,342 | 1,343 | 1,460 | + 36 | + 1 | + 117 |
| Whitby | 1,298 | 1,346 | 1,514 | 1,803 | + 48 | + 168 | + 289 |
| **Total** | **23,032** | **24,548** | **27,806** | **34,791** | **+ 1,688** | **+ 3,242** | **+ 7,021** |

***Source: Property Economics, July 2021***

Significant housing growth is anticipated in Porirua Central, Titahi Bay, in and around Whitby (Whitby, Endeavour, Postgate) and Paekākāriki Hill.

There is also continued strong demand for standalone residential units, but with a particular focus on smaller one and two-bedroom dwellings. These account for 45% of future demand, while the demand for larger standalone houses accounts for 34%. Future demand for apartments and terraced units of all sizes make up only 21% of the total. Future demand by housing typology is summarised below:

*Table 4.12: Future demand by housing typology*

| | Standalone | Terraced | Apartment | Total |
|---|---|---|---|---|
| 1 Bedroom | 1,509 | 641 | 234 | 2,384 |
| 2 Bedroom | 3,902 | 1,026 | 247 | 5,176 |
| 3 Bedroom | 3,162 | 249 | 0 | 3,411 |
| 4 Bedroom | 921 | 36 | 0 | 957 |
| Total | 9,494 | 1,953 | 481 | 11,928 |
| % Total | 80% | 16% | 4% | 100% |

*Source: Property Economics, July 2021, Porirua Housing Typology Demand*

While the Sense Partners forecast shows a continued strong demand for standalone housing, it also shows that this demand varies both across the City and over the short, medium and long-term. This is shown in Table 4.13 below. In contrast to other areas of the city, the following locations (based on SA2[13] areas) see a strong demand for attached dwelling typologies:

- Cannons Creek East – this area forms part of the Eastern Porirua regeneration project.
- Porirua Central – there is strong demand in the short-term and over the long-term. This area includes Kenepuru Landing, a large mixed-use greenfield development close to the city centre.
- Pāuatahanui – the boundary of this area includes zoned greenfield land around Whitby that is undergoing subdivision and development.
- Paekākāriki Hill – this includes the NGA identified in the Porirua Growth Strategy. Plan Change 18 to the ODP rezoned Plimmerton Farm to enable mixed use urban development, while the

[13] *The suburbs listed in Table 4.11 are based on geographical units known as Statistical Area 2. These are identified by Statistics New Zealand and used for census purposes.*

remaining areas of the NGA are zoned as FUZ in the PDP. It is anticipated that many of these sites will be rezoned to full urban zonings through a variation to the PDP.

It is noticeable that except for Cannons Creek East, the other locations are generally greenfield.

*Table 4.13: Housing typology by suburb and time period*

| | 2021-2024 Standalone | 2021-2024 Attached | 2024-2031 Standalone | 2024-2031 Attached | 2031-2051 Standalone | 2031-2051 Attached |
|---|---|---|---|---|---|---|
| Aotea | 129 | 5 | 151 | 35 | 262 | 76 |
| Ascot Park | 60 | 0 | 145 | 1 | 325 | 7 |
| Camborne | 65 | 2 | 131 | 16 | 338 | 34 |
| Cannons Creek East | 52 | 55 | 97 | 98 | 169 | 101 |
| Cannons Creek North | 55 | 6 | 89 | 38 | 135 | 68 |
| Cannons Creek South | 30 | 1 | 84 | 5 | 223 | 2 |
| Elsdon-Takapuwahia | 25 | 1 | 81 | 12 | 153 | 17 |
| Endeavour | 77 | 2 | 212 | 15 | 340 | 32 |
| Mana Island | 0 | 0 | 0 | 0 | 0 | 0 |
| Onepoto | 55 | 0 | 113 | 2 | 287 | 7 |
| Paekākāriki Hill | 9 | 0 | 147 | 0 | 220 | 432 |
| Papakowhai | 41 | 2 | 144 | 11 | 316 | 20 |
| Paremata | 72 | 3 | 135 | 23 | 271 | 55 |
| Pāuatahanui | 49 | 0 | 237 | 0 | 129 | 258 |
| Plimmerton | 31 | 3 | 109 | 23 | 193 | 38 |
| Porirua Central | 125 | 331 | 21 | 87 | 38 | 309 |
| Porirua East | 53 | 2 | 117 | 10 | 287 | 23 |
| Postgate | 45 | 2 | 174 | 12 | 370 | 20 |

| | | | | | | |
|---|---|---|---|---|---|---|
| Pukerua Bay | 31 | 1 | 100 | 8 | 198 | 7 |
| Ranui Heights | 28 | 0 | 1 | 0 | 106 | 9 |
| Titahi Bay North | 78 | 6 | 122 | 43 | 283 | 97 |
| Titahi Bay South | 85 | 4 | 174 | 31 | 330 | 70 |
| Waitangirua | 37 | 0 | 0 | 1 | 98 | 19 |
| Whitby | 45 | 4 | 141 | 26 | 234 | 58 |

### 4.5.3 Housing affordability and home ownership rates

The 2019 HBA identified declining housing affordability, driven by rapid rises in house prices and rents, well above the rise in the consumer price index over that period. This decline in affordability has continued.

Several metrics show this deteriorating affordability trend, for example the ratio of median sale price to median income. This is the median sale price of a house as a multiple of annual average household income. Figure 4.3 below shows this ratio over the period 2001 -2019, with the ratio increasing from four to eight over this time period. In other words, houses cost eight times the median annual household income in 2019 compared to four in 2001.

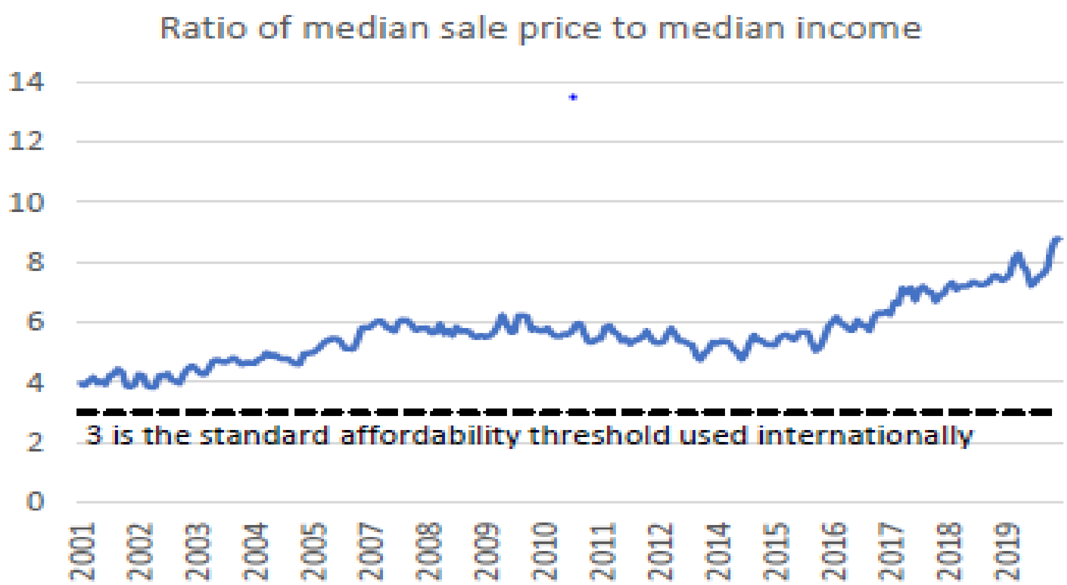


*Figure 4.3: Ratio of median sale price to median income*

*Source: MHUD Place Summaries*

Figure 4.4 below shows the number of dwellings sold in Porirua City during 2018 and again in 2020 by price band, and overlays this with renters' ability to pay market prices.

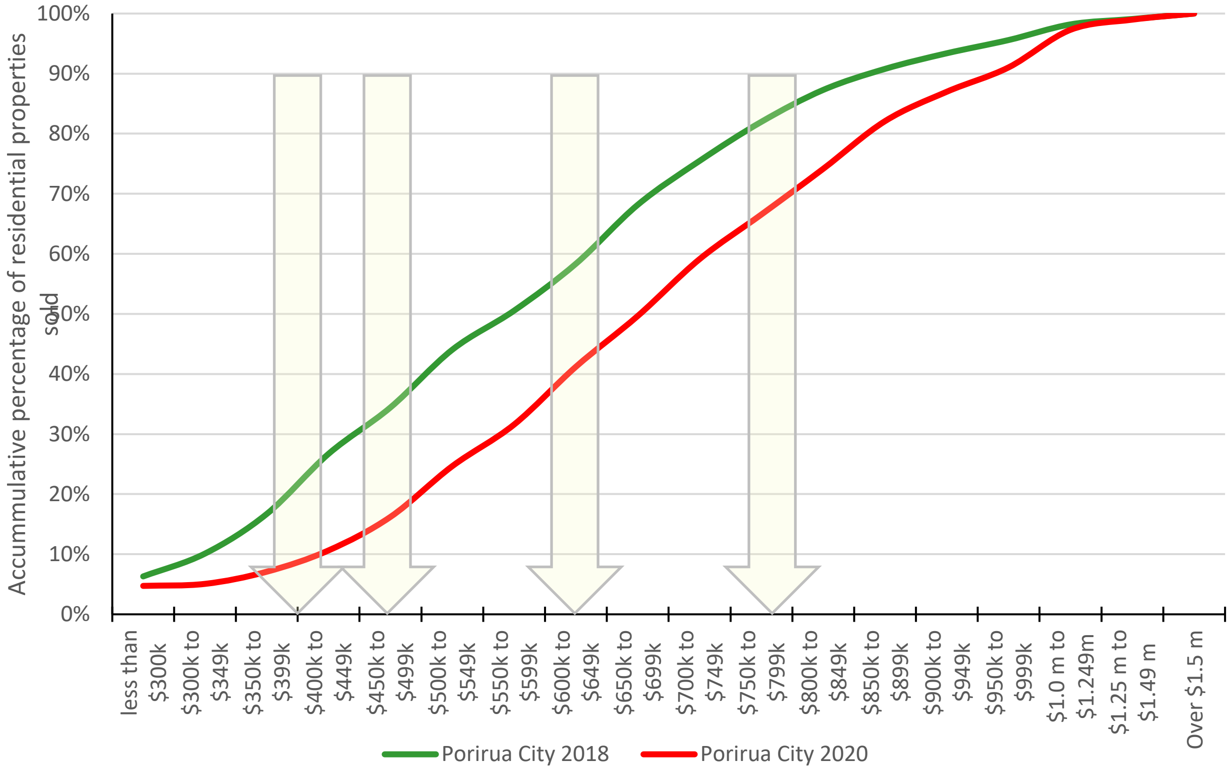


*Figure 4.4: House sales by price band since the beginning of 2018*

***Source: Livingston and Associates, 2021, Housing demand, affordability and need in Porirua City-2020 update.***

There is a mismatch between prices being achieved and renter households' ability to pay market prices. For example, in 2020 70% of renters were unable to affordably purchase a dwelling priced at $500,000, while sales of $500,000 or less accounted for only approximately 17.5% of market activity.

The housing trends observed in the 2019 HBA have continued, with rapidly rising house prices and rents, and a continued decline in the number of houses being sold. These indicate a continued shortage of housing supply.

*Table 4.14: House prices, weekly rents, and house sales between 2019 and 2021*

| | 31/12/18 | 30/06/20 | 30/06/21 | Change | % change |
|---|---|---|---|---|---|
| House prices[14] | $618,250 | - | $870,250 | $252,000 | +41% |
| Rent[15] | $466pw | - | $572pw | $106 | +23% |
| Dwellings sold[16] | 207 | 171 | - | 36 | -17% |

In terms of home ownership rates in Porirua, the city's Pasifika community has the lowest rate, and both Māori and Pasifika home ownership rates are well below those for other groups in the community. Home ownership levels in Eastern Porirua are also below those for the city.

*Table 4.15: Home ownership rates by households in Porirua*

| | City wide | Eastern Porirua |
|---|---|---|
| Pasifika | 40.8% | 33.7% |
| Māori | 48.8% | 34.1% |
| European and other | 78.3% | 58.8% |

*Source: Livingston and Associates Ltd, July 201, Housing demand, affordability and need in Porirua City – 2020 update.*

## 4.6 Housing Stress and Housing Need

In this section, a range of data including demand for public housing, transitional housing and emergency housing is analysed to understand the current picture of demand for appropriate housing for people on low incomes or those in vulnerable or precarious situations in respect of their housing in Porirua.

The *Housing demand, affordability and need in Porirua City – 2021*[17] update report defines renter housing stress as:

- Renter housing stress – households that are paying more than 30% of their gross household income in rent; and
- Severe renter housing stress - households that are paying more than 50% of their gross household income in rent.

[14] *MHUD 12 month rolling dwelling price sales*
[15] *MHUD 12 month rolling dwelling rents*
[16] *MHUD 12 month rolling dwelling sales volume as percentage of total residential stock*
[17] *Livingston and Associates Ltd, July 201, Housing demand, affordability and need in Porirua City – 2020 update*

Figure 4.5 below shows the proportion of renter households experiencing housing stress by household incomes between 2001 and 2018:

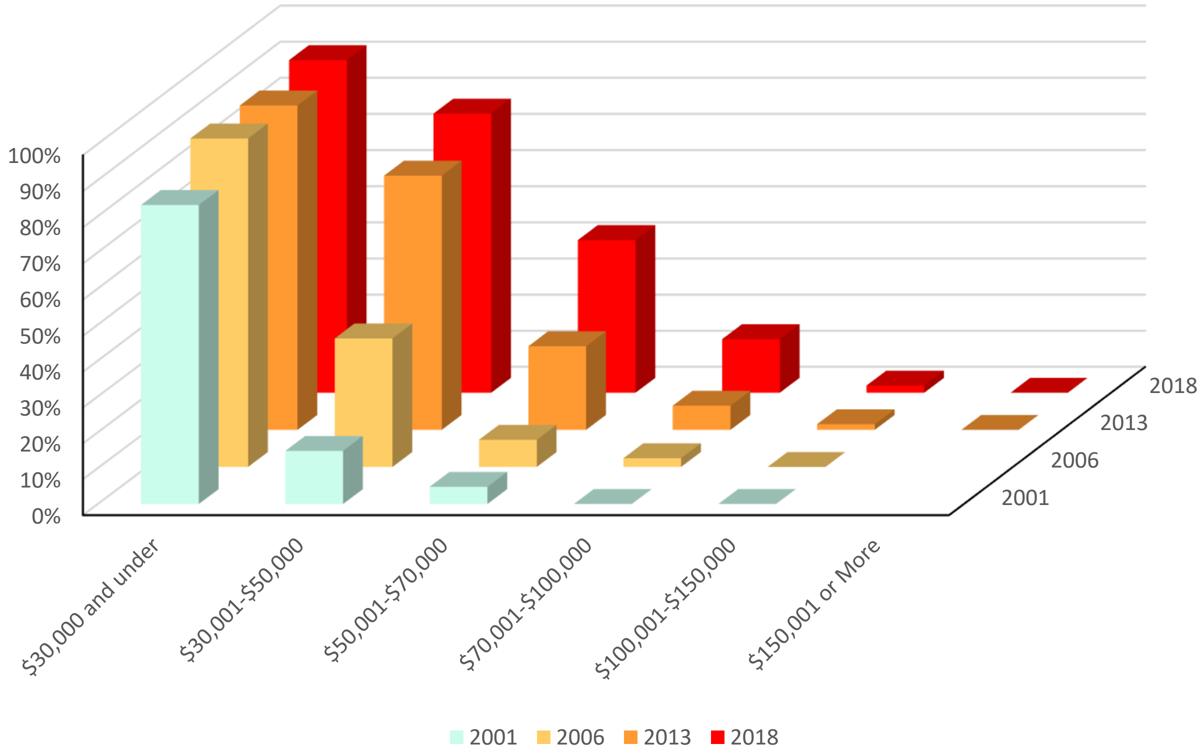


*Figure 4.5: Housing stress by household incomes, 2001-2018*

***Source: Livingston and Associates, 2021, Housing demand, affordability and need in Porirua City-2020 update***

This shows that between 2001 and 2018 the proportion of stressed renters increased from:

- 83% in 2001 to 92% in 2018 for those with household incomes up to $30,000;
- 15% in 2001 to 77% in 2018 for those with household incomes between $30,000 and $50,000; and
- 5% in 2001 to 42% in 2018 for those with household incomes between $50,000 and $70,000.

When applied spatially a distinct picture emerges of the location of severely stressed renter households (those paying more than 50% of their gross household income in rent). This can be seen below, which shows the number of renter households paying more than 50% of income in rent by location. The severely stressed renter households are concentrated in Eastern Porirua and Titahi Bay.

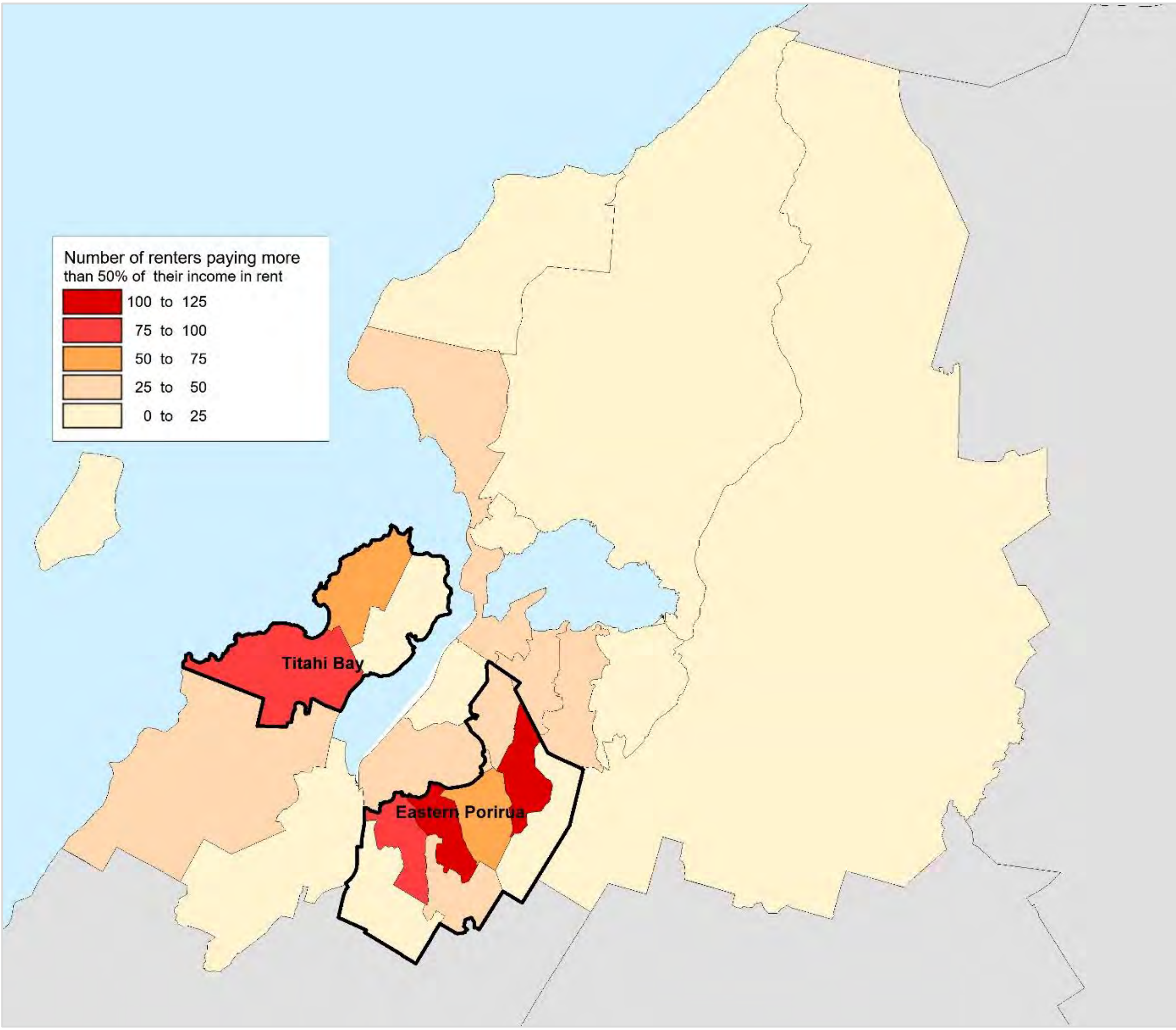


*Figure 4.6: Number of renter households paying more than 50% of income in rent*

*Source: Livingston and Associates, 2021, Housing demand, affordability and need in Porirua City-2020 update*

Housing need can also be guaged via a number of data sources, including the Public Housing Register. The public housing register provides the number of applicants assessed as eligible for social housing who are ready to be matched to a suitable property. The data indicates that housing need among those in Porirua on low incomes has been increasing steadily over a number of years.

As at June 2021, there were 345 applicants on the public register in Porirua, with the vast majority (96%) categorised as being a high priority. 80% of those applicants on the register needed 1 or 2 bedroom homes. The number of people on the housing register has increased from 78 in March 2017 to 345 in June 2021[18].

[18] *https://msd.govt.nz/about-msd-and-our-work/publications-resources/statistics/housing/index.html*

*Table 4.16: Housing Need in Porirua, June 2021*

| Number of applicants on the Housing Register | Number of applicants on the Transfer Register | Public Housing tenancies | Transitional Housing places | Number of EH SNG approved | Amount of EH SNG approved |
|---|---|---|---|---|---|
| 345 | 161 | 2,594 | 40 | 350 | $1,318,112 |

*Source: MHUD, Public Housing in Wellington Region Factsheet, June 2021*

In the Wellington Region, in June 2021, 31,511 people were receiving accommodation supplements, amounting to a weekly total of $2,938,387[19]. A further 7,205 people were receiving temporary additional support[20].

### 4.6.1 Public housing stock

Kāinga Ora is the dominant public housing landlord in Porirua with a managed portfolio of 2,051 residential units. 64% these are 3-bed units, and only 20% are 1 or 2-bed[21]. In the Wellington region, Kāinga Ora also has 1,675 residential units in Wellington City, 3,442 in Hutt City and 396 in Upper Hutt[22].

The other main provider of public housing is Te Āhuru Mōwai. Under a partnership with the New Zealand Government, Te Rūnanga o Toa Rangatira (Ngāti Toa), established a registered community housing provider. Te Āhuru Mōwai Limited Partnership entered into a Public Housing and Project agreement to manage and upgrade about 900 homes in Western Porirua and Tawa. These homes provide tenancies for people on low incomes with social support needs. They are in the suburbs of Tawa, Elsdon, Takapūwāhia, Titahi Bay and Mana and were transferred from Kāinga Ora management on 3 October 2020. Existing tenants are retained under this arrangement and future new tenants will be placed from the government's Public Housing Register.

Te Āhuru Mōwai has aspirations to progressively upgrade their portfolio over time to ensure that all homes are warm, dry and fit for purpose. They also wish to progressively purchase and redevelop existing housing, and grow the supply of housing[23].

While Porirua has a large public housing stock, this serves the housing needs of the Wellington Region. There is also a low vacancy rate within this stock, with only seven units managed by Kainga Ora being vacant and ready to let[24].

[19] *MHUD Housing regional factsheet, June 2021*
[20] *MHUD Housing regional factsheet, June 2021*
[21] *Managed Kāinga Ora Rental Properties by Territorial Local Authority as at 30 June 2021*
[22] *Ibid*

[23] *Te Āhuru Mōwai website, October 2021*
[24] *Vacant Kāinga Ora Rental Properties by Territorial Local Authority as at 30 June 2021*

## Key Findings

| | |
|---|---|
| Population Growth and Change | Population is forecast to grow by 43% over the next 30-years, but the number of households will grow by 54%.<br>There will only be moderate changes in the make-up of households, with two-parent families still representing the largest household type.<br>There is a significant increase in people aged 70 or over. |
| Housing Demand | There is a need to increase the number of houses by over 50%.<br>There is continued strong demand for standalone housing, but this varies across the city with a strong demand for attached housing in greenfield locations.<br>The demand for smaller 1- and 2-bedroom houses will make up 63% of total future housing demand.<br>The greatest level of demand is over the short term, with 563 new dwellings required per annum in the period 2021 to 2023. |
| Housing Affordability | There has been a continuing decline in housing affordability since 2019, driven by rapid rises in house prices and rents well above the rise in CPI.<br>Housing affordability continues to be affected by an undersupply of new dwellings in the period since 2019.<br>There is a declining ability of renter households to purchase a house.<br>There are low rates of home ownership for Pasifika and Māori households particularly in Eastern Porirua. |
| Housing Need | Housing stress is increasing for renter households.<br>Housing need for those on low incomes is increasing.<br>Residents in Porirua are ageing and demand for suitable housing will increase particularly in the 65+ age group.<br>The available data indicates that Māori and Pasifika peoples are more likely to be marginalised due to lower earnings and feel the impact of increases in house prices and the lack of suitable housing stock that meets their needs.<br>The specific housing demand for Māori, older people and vulnerable people needs to be better understood. |

### 4.6.2 Housing Supply

Table 4.17 shows residential building consents and Code Compliance Certificates (CCCs) issued for completed houses for the period 2018-2020, and for 2021 up to the September quarter:

*Table 4.17: Residential building consents and CCC issued from 2018-2020*

| Year | Residential units granted building consent | Residential CCC Issued |
|---|---|---|
| 2018 | 248 | 224 |
| 2019 | 461 | 215 |
| 2020 | 318 | 308 |
| Total (2018 to 2020) | 1,027 | 747 |
| 2021* | 328 | 232 |

*Up to October, Source: PCC*

The 2019 HBA identified a housing need of 1,070 residential units for the period 2018, 2019 and 2020 (short term housing need). Table 4.17 above shows that a total of 1,027 residential building consents were granted during this period and 747 residential buildings completed. There was a noticeable drop-off between 2019 and 2020 which is likely due to Covid-19 lockdowns and associated national and international disruption, including to supply chains for building products. Overall, for the 2018-2020 period there was a continuing shortfall in the supply of new housing to meet growing demand.

This has continued into 2021. As identified earlier, 563 new dwellings need to be supplied per annum for the period 2021 to 2023 to meet forecast demand. To date only 328 residential building consents and 232 CCCs have been issued up to September. Again, this is likely due, in part, to Covid-19 lockdowns and associated disruption to supply chains for building products, as well as labour shortages in the construction industry. In addition, while the Proposed District Plan was notified in 2020, current land supply is also subject to the provisions of the operative 1999 District Plan which is clearly dated and creates regulatory hurdles to building activity.

Figure 4.7 below provides a longer-term view of population growth versus residential building consents granted. Noticeable is that the undersupply observed in the 2018-2020 period is part of a longer period of undersupply dating back to 2014.

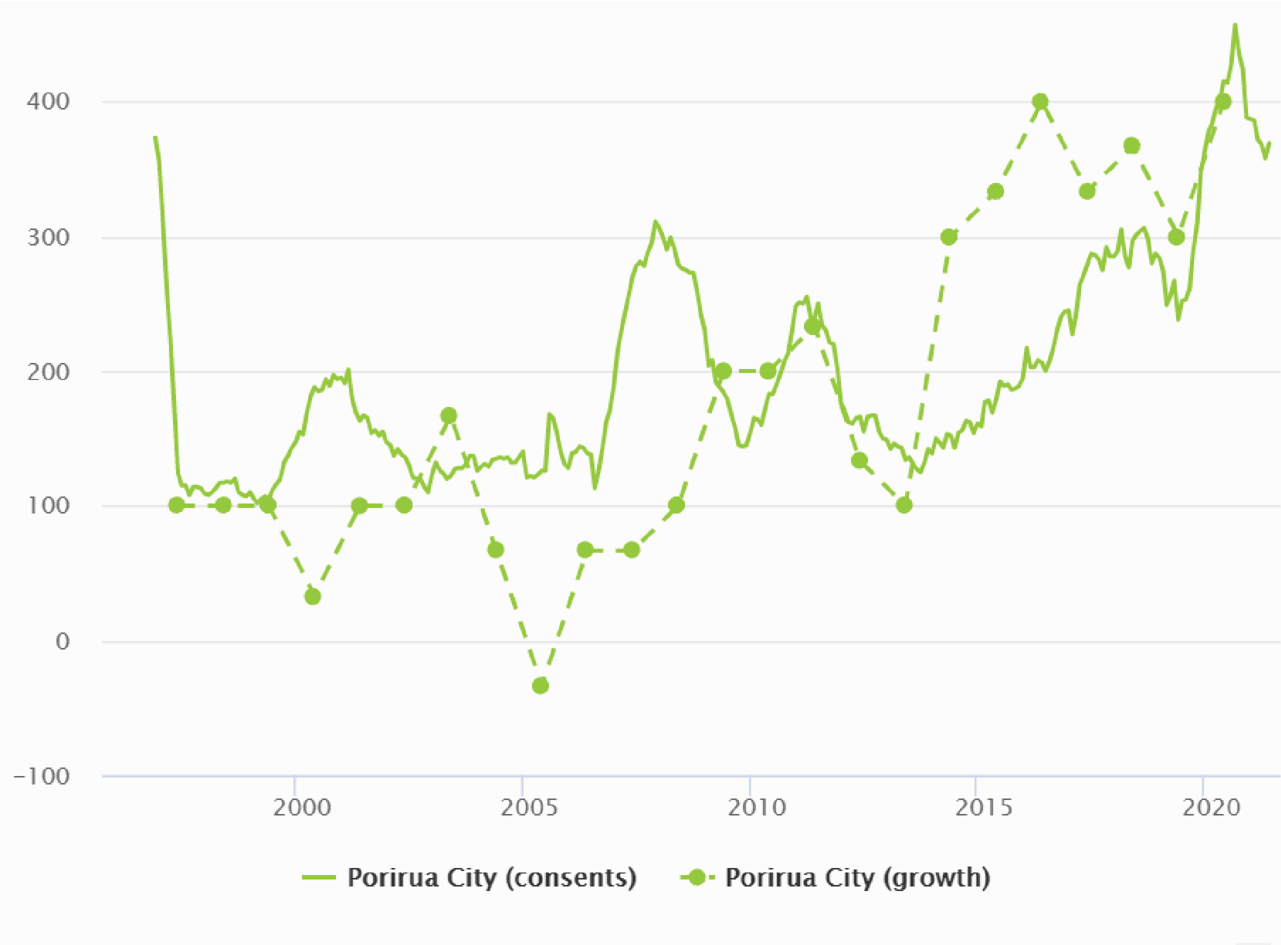


*Figure 4.7: Population growth versus residential building consents*

*Source: MHUD urban development dashboard*

In terms of house typology, the building consents granted between April 2020 and October 2021 provide for the following split of single (standalone) dwellings and multi-unit dwellings:

*Table 4.18: Residential building consents – April 2020 to October 2021*

| Total dwellings | Single dwellings | Multi-unit dwellings |
|---|---|---|
| 558 | 389 | 169 |
| 100% | 70% | 30% |

*Source: PCC*

These numbers do not tell us the house size in terms of the number of bedrooms, but the split between standalone and attached dwellings is weighted towards attached dwellings compared to the forecast demand for new houses by typology.

Overall, there has and continues to be an undersupply of housing relative to population change and growth, and actual demand for housing. The factors restricting supply are likely multi-faceted with many sitting outside the Council's area of control. In addition to the current reliance on an out of date operative district plan, other key constraining factors on supply include:

- Macro-level financial policy and regulations
- The issues associated with the on-going Covid-19 pandemic including:
    - Lockdowns and associated disruption to supply chains for building products
    - Labour shortages arising from closed borders and lack of skilled workers for both the construction industry and Council consenting
    - Increased cost of labour and materials associated with supply chain issues and border policy
- The effects of the Greater Wellington Regional Council proposed Natural Resources Plan on greenfield housing land and infrastructure.
- The effects of the NES-F[25] and NPS-FM[26] on greenfield housing land, as currently occurring at the Plimmerton Farm Zone[27].
- Land banking by major property owners and developers
- The cyclical drag arising from the global financial crisis in 2009-2010 on the construction industry.
- The accumulation of historical unmet demand on current demand.

## Key Findings – housing supply

| | |
|---|---|
| **Housing supply** | There has been an undersupply of new housing since 2014.<br>This undersupply continues into 2021 and is likely the result of a range of local and national factors.<br>It is likely that in 2020 and 2021, disruptions caused by Covid-19 contributed to the undersupply.<br>The ratio of standalone to attached housing is meeting forecast demand. |

### 4.6.3 Housing market analysis and the impact of planning

Paragraph 3.23 of the NPSUD requires that the HBA include an analysis of how relevant local authority's planning decisions and provision of infrastructure affects the affordability and competitiveness of the local housing market. The analysis is required to include an assessment of how well the current and future demands for housing by Māori and different groups in the community are met. The analysis is to be informed by market indicators and price efficiency indicators.

[25] *National Environmental Standard for Freshwater 2020, Ministry for the Environment*

[26] *National Policy Statement – Freshwater Management 2020, Ministry for the Environment*

[27] *Operative District Plan*

Since the 2019 HBA, PCC has notified its PDP which includes the rezoning of large areas of the city as MRZ and the rezoning of hundreds of hectares of greenfield land as FUZ for residential and business activities. Other changes include:

- Providing for multi-unit housing in all residential areas.
- Enabling minor residential units as a permitted activity in all residential areas.
- Enabling residential activity in all urban zones (except General Industrial Zone and Special Purpose Hospital Zone).
- Enabling supported residential care (transitional housing[28]) in residential zones.
- Providing for retirement villages in residential zones.
- Enabling Papakāinga as a permitted activity in residential and rural zones.
- Introduction of the Māori Purpose Zone (Hongoeka).
- Introduction of an Eastern Porirua Residential Intensification Precinct (EPRP), which together with the MRZ, is intended to enable Kāinga Ora to undertake the EPRP. This will include new social housing and private housing development opportunities to meet the housing needs of different parts of the community.

In addition, PCC has undertaken the following actions:

- Plan Change 18 rezoned Plimmerton Farm to residential and commercial. This is anticipated to yield over 2,000 houses.
- Removed minimum car parking requirements from the ODP.
- Preparing a variation to the PDP to provide for further residential intensification opportunities in accordance with the NPSUD.

While the market indicators show a continuing decline in housing affordability and increasing housing stress, these are arising under the ODP and existing RMA regulatory environment, rather than that which will be established under the PDP and the variation to give effect to the NPS UD.

The PDP is intended to respond to the resource management needs of the city, including housing need for all communities and to improve affordability and competitiveness insofar as a district plan can. This includes:

- Papakāinga and Māori Purpose Zone (Hongoeka) to enable Ngāti Toa to meet their housing needs.
- Flexibility at the site level in relation to house typology, to enable housing choice and differing living arrangements.
- Supported residential care activities (transitional housing) and retirement villages provided to meet the needs of older people and those providing emergency, transitional or other supported residential activities.
- Delivery of the EPRP, including social housing to meet the needs of the community.
- General enablement of residential activity across most urban zones.

[28] *Ministry of Housing and Urban Development website definition*

The PDP cannot, however, address other factors that impact on the cost and supply of housing such as:

- The effects on housing affordability and competitiveness from other RMA regulations such as regional plans, the Resource Management (National Environmental Standards for Freshwater) Regulations 2020 and the requirements of the National Policy Statement for Freshwater Management 2020.
- Wider macroeconomic factors such as lack of construction workers and increased freight prices[29].
- The historical undersupply of new housing compared to population growth from 2013 to 2019[30].

The PDP seeks to address housing affordability and competitiveness by increasing land supply and opportunities for intensification. It also provides opportunities for Ngāti Toa[31] to meet their own housing needs, as well as other groups in the community through increased land supply and a more flexible regulatory framework for land use and development.

*[29] These have increased nearly five-fold since April 2019, Brad Olsen (Infometrics) presentation to Porirua City Council*
*[30] Brad Olsen (Infometrics) presentation to Porirua City Council*
*[31] Te Runanga o Toa Rangatira submission to the Proposed District Plan seeks, amongst other matters, an extension of the Medium Density Residential Zone to wider parts of western Porirua.*

# 5 Housing Development Capacity

Key Findings

***Modelling indicates that Porirua has plan enabled and, feasible and realisable housing development capacity to meet short-, medium- and long-term housing need.***

***Greenfield supply is 34% of the total supply, averaged over 30 years***

***Overall, the development of apartments is less feasible and realisable than attached and standalone housing typologies.***

As identified in the Porirua Growth Strategy, Porirua has grown through four phases of development:

- Phase 1: Coastal communities – papakāinga, pa, and whaling settlements that relied on water-based transport, e.g. Takapūwāhia, Hongoeka, Pāuatahanui, Mana Island
- Phase 2: Railway Settlements – settlements that grew up along the Wellington-Manawatu railway line, e.g. Plimmerton, Mana, Pukerua Bay
- Phase 3: Ministry of Works city building – city centre reclamation, state housing and large-scale land shaping and road building, e.g. Titahi Bay, Elsdon, Eastern Porirua
- Phase 4: Traditional suburban development – private developer low density garden suburb development, e.g. Whitby, Papakōwhai, Camborne, Aotea

The Porirua Growth Strategy now anticipates a new phase of development:

- Phase 5: More housing choices with more density – regenerate older areas and increase density in new areas, e.g. Kenepuru Landing, Eastern Porirua, City Centre

Currently subdivision and residential development is generally occurring in urban greenfield areas in and around Aotea, Whitby and central Porirua (former hospital site), as well as infill developments in places like Titahi Bay. Elsewhere, the EPRP joint project involves a large-scale housing and urban regeneration project in eastern Porirua. The project partners are Kāinga Ora, Porirua City Council and Ngāti Toa, and the project is intended to provide net yield of 2,000 houses.

There is also increasing development attention on the NGA, including land recently rezoned at Plimmerton Farm[32], which is anticipated to yield at least 2,000 houses. Submissions to the PDP seek the further rezoning of other parts of the NGA to full urban zones.

## 5.1 Overview of modelling

The modelling of residential development capacity for this HBA has been split into two parts:

- Identification of capacity in the city's greenfield areas. As per the 2019 HBA, a minimum site size of 5 hectares has been used to define greenfield sites (regardless of whether the site benefits from an urban zoning).
- Modelling of what infill and redevelopment capacity exists within urban areas (excluding sites of 5 hectares or more, which are included in the greenfield capacity).
- The modelling uses the PDP settings as a starting point.

## 5.2 The Requirements of the NPS-UD

The NPS-UD defines **development capacity** as:

*"the capacity of land to be developed for housing […] use, based on:*

a. the zoning, objectives, policies, rules, and overlays that apply in the relevant proposed and operative RMA planning documents; and
b. the provision of adequate development infrastructure to support the development of land for housing […] use"

Policy 2 of the NPS-UD requires Tier 1, 2, and 3 local authorities to provide, at all times, at least sufficient development capacity to meet expected demand for housing over the short, medium, and long term in both existing and new urban areas, and for both standalone and more dense forms of living.

To be characterised as **sufficient**, the development capacity must be:

a. plan-enabled; and
b. infrastructure-ready; and
c. feasible and reasonably expected to be realised; and
d. meet the expected demand plus the appropriate competitiveness margin.

[32] *PC18 to the operative district plan*

Clause 3.4(1) of the NPS-UD describes development capacity as being **plan-enabled** for housing if:

a. in relation to the short term, it is on land that is zoned for housing [...] use in an operative district plan;
b. in relation to the medium term, either paragraph (a) applies, or it is on land that is zoned for housing or [...] use in a proposed district plan; or
c. in relation to the long term, either paragraph (b) applies, or it is on land identified by the local authority for future urban use or urban intensification in a Future Development Strategy (FDS) or, if the local authority is not required to have an FDS, any other relevant plan or strategy.

## 5.3 Greenfield development capacity

The 2019 HBA identified a greenfield land capacity of 375ha of feasible area to develop, amounting to 4,838 of additional sections. Since 2019, the greenfield site at Plimmerton Farm has been rezoned to a full urban zone (Plan Change 18 to the ODP), and the other greenfield sites in the NGA and at Judgeford have been rezoned to FUZ under the PDP. Work has also commenced on a variation to the PDP to rezone several of the FUZ sites to full urban zones.

Appendix 4.1 to this HBA provides an update on greenfield land supply in Porirua. The supply of greenfield housing is summarised below.

*Table 4.19: Greenfield land supply in Porirua*

| Total supply (dwellings) | Supply with full urban zoning | Supply with Future Urban Zoning |
|---|---|---|
| 5,525-5,725 | 3,625 | 1,900-2,100 |
| 100% | 63%-66% | 34%-37% |

It should be noted that the above numbers do not include any increase in housing supply that might arise from implementation of the Medium Density Residential Standards announced as part of the Resource Management (Enabling Housing Supply and Other Matters) Amendment Bill 2021.

## 5.4 Infill and redevelopment capacity

The infill and redevelopment model assesses areas of 5ha or less in terms of their ability to cater for infill development or a comprehensive redevelopment by applying the standards in the PDP. These two scenarios in practice mean that: for infill, vacant proportions of established residential allotments are developed and subdivided; and for comprehensive, the established dwelling is demolished, and the entire site is redeveloped to the maximum potential of development controls.

The methodology report informing this assessment is attached as Appendix 1.3 to this HBA.

### 5.4.1 Theoretical development capacity

The modelling has identified a theoretical plan enabled[33] housing capacity output of 144,600 (150,154 if Greenfield capacity included). On a suburb by suburb basis, this theoretical plan enabled housing capacity is as follows:

*Table 4.20: Theoretical plan enabled housing capacity in Residential Zone*

| Residential Zones | | | | |
|---|---|---|---|---|
| **Suburbs** | **Apartment** | **Standalone** | **Terraced** | **Total** |
| Aotea | 7 | 197 | 5,571 | 5,775 |
| Ascot Park | 71 | 179 | 3,663 | 3,913 |
| Camborne | 14 | 230 | 2,086 | 2,330 |
| Cannons Creek | 3,523 | 235 | 11,127 | 14,885 |
| Elsdon | 33 | 108 | 1,132 | 1,273 |
| Kenepuru | 128 | 3 | 181 | 312 |
| Papakowhai | 7 | 284 | 2,661 | 2,952 |
| Paremata | 311 | 360 | 2,371 | 3,042 |
| Plimmerton | 659 | 205 | 1,829 | 2,693 |
| Pukerua Bay | 201 | 204 | 3,862 | 4,267 |
| Ranui | 1,312 | 250 | 5,939 | 7,501 |
| Takapuwahia | 1,363 | 53 | 2,579 | 3,995 |
| Titahi Bay | 1,342 | 769 | 12,269 | 14,380 |
| Waitangirua | 925 | 169 | 5,241 | 6,335 |
| Whitby | 169 | 1,234 | 15,121 | 16,524 |
| Hongoeka | 820 | 6 | 178 | 1,004 |
| **Grand Total** | **10,885** | **4,486** | **75,810** | **91,181** |

*Source: Property Economics, Porirua Feasible Capacity Assessment, December 2021*

[33] *NPS-UD defines plan enabled as "..land zoned for housing or for business use (as applicable) only if housing or business use is a permitted, controlled, or restricted discretionary activity on that land."*

*Table 4.21: Theoretical plan enabled housing capacity in Commercial and Mixed Use Zones*

| Centre Zones | | | | |
|---|---|---|---|---|
| **Suburbs** | **Apartment** | **Standalone** | **Terraced** | **Total** |
| Aotea | 21 | | 7 | 28 |
| Ascot Park | 21 | | | 21 |
| Cannons Creek | 479 | | 14 | 493 |
| Elsdon | 5,817 | | | 5,817 |
| Kenepuru | 9,092 | | 185 | 9,277 |
| Papakowhai | 303 | | | 303 |
| Paremata | 1,838 | | | 1,838 |
| Plimmerton | 4,670 | | 34 | 4,704 |
| Porirua City Centre | 25,890 | | 82 | 25,972 |
| Pukerua Bay | 34 | | | 34 |
| Ranui | 1,748 | | 11 | 1,759 |
| Takapuwahia | 60 | | | 60 |
| Titahi Bay | 481 | 3 | 42 | 526 |
| Waitangirua | 1,995 | | | 1,995 |
| Whitby | 565 | | | 565 |
| **Grand Total** | **53,014** | **3** | **375** | **53,392** |

*Source: Property Economics, Porirua Feasible Capacity Assessment, December 2021*

### 5.4.2 Feasible development capacity

Property Economics has run feasible capacity models across the range of locations, land values, improvement values, and land value changes for Porirua. A key component of the market's willingness to develop infill is the relationship between a site's land value, fixed subdivision costs and the identifiable 'uptake' in value (sqm) through subdivision. For the purposes of this report, a development is deemed feasible if it reaches or exceeds a profit level suitable to meet market expectations (20% for the purpose of this analysis).

The results of this modelling are shown, suburb by suburb, in Table 4.22 below:

*Table 4.22: Porirua Feasible Residential Development Capacity by Suburb – Owner and Developer*

| Suburbs | Theoretical Capacity | Feasible Apartment | Feasible Standalone | Feasible Terraced | Total Feasible Capacity | Feasibility Rate |
|---|---|---|---|---|---|---|
| Aotea | 5,803 | | | 384 | 384 | 7% |
| Ascot Park | 3,934 | 49 | | 236 | 285 | 7% |
| Camborne | 2,330 | | | 223 | 223 | 10% |
| Cannons Creek | 15,378 | | 6 | 776 | 782 | 5% |
| Elsdon | 7,090 | 620 | | 831 | 1,451 | 20% |
| Hongoeka | 1,004 | | | 55 | 55 | 5% |
| Kenepuru | 9,589 | 260 | 4 | 1,036 | 1,300 | 14% |
| Papakowhai | 3,255 | 24 | | 149 | 173 | 5% |
| Paremata | 4,880 | 479 | 202 | 588 | 1,269 | 26% |
| Plimmerton | 7,397 | 37 | 108 | 1,541 | 1,686 | 23% |
| Porirua City Centre | 25,972 | 2,238 | 254 | 3,138 | 5,630 | 22% |
| Pukerua Bay | 4,301 | 5 | 13 | 719 | 737 | 17% |
| Ranui | 9,260 | 249 | 60 | 1,702 | 2,011 | 22% |
| Takapuwahia | 4,055 | | 36 | 520 | 556 | 14% |
| Titahi Bay | 14,906 | 71 | 41 | 2,822 | 2,934 | 20% |
| Waitangirua | 8,330 | 24 | 7 | 560 | 591 | 7% |
| Whitby | 17,089 | 40 | 15 | 1,434 | 1,489 | 9% |
| **Grand Total** | **144,573** | 4,096 | 746 | 16,714 | 21,556 | 15% |

*Source: Property Economics, Porirua Feasible Capacity Assessment, December 2021*

### 5.4.3 Feasible and realisable capacity modelling

On top of the feasible capacity modelling, practical considerations must be considered as to what is likely to be developed in the 'real world'. The realisation rates essentially provide for 'development chance' given the propensity for development variances.

These considerations are based on:

- Dwelling typology;
- Development option; and
- Greenfield competition

The identification of these variables not only allows for sensitivities but also addresses the relativity between typologies. While all three typologies may be feasible the development model identifies the site scenario with the highest profit margin. However, practically while the model assesses the standard 20% profit margin, there is greater risk in some typologies. The assessment below endeavours to consider these risks and motivation differentials.

The results of this modelling are shown, suburb by suburb, in Table 4.23 below:

*Table 4.23: Porirua Realisable Residential Development Capacity by Suburb – Owner and Developer*

| Suburbs | Theoretical Capacity | Realisable Apartment | Realisable Standalone | Realisable Terraced | Total Realisable Capacity | Realisation Rate |
|---|---|---|---|---|---|---|
| Aotea | 5,803 | | 47 | 109 | 156 | 3% |
| Ascot Park | 3,934 | | 8 | 15 | 23 | 1% |
| Camborne | 2,330 | | 39 | 59 | 98 | 4% |
| Cannons Creek | 15,378 | | 49 | 114 | 163 | 1% |
| Elsdon | 7,090 | | 220 | 101 | 941 | 13% |
| Hongoeka | 1,004 | | 27 | 7 | 34 | 3% |
| Kenepuru | 9,589 | 67 | 526 | 349 | 942 | 10% |
| Papakowhai | 3,255 | 7 | 12 | 22 | 41 | 1% |
| Paremata | 4,880 | 71 | 434 | 286 | 791 | 16% |
| Plimmerton | 7,397 | 13 | 926 | 517 | 1,456 | 20% |
| Porirua City Centre | 25,972 | 11 | 1,535 | 2,046 | 3,592 | 14% |
| Pukerua Bay | 4,301 | | 132 | 177 | 309 | 7% |
| Ranui | 9,260 | 15 | 265 | 298 | 578 | 6% |
| Takapuwahia | 4,055 | | 189 | 136 | 325 | 8% |
| Titahi Bay | 14,906 | | 549 | 869 | 1,418 | 10% |
| Waitangirua | 8,330 | | 112 | 51 | 163 | 2% |
| Whitby | 17,089 | 8 | 119 | 420 | 547 | 3% |
| **Grand Total** | **144,573** | 192 | 5,189 | 5,576 | 10,957 | 8% |

*Source: Property Economics, Porirua Feasible Capacity Assessment, December 2021*

### 5.4.4 Total development capacity

Table 4.24 below shows how total housing demand including the NPS-UD competitiveness margins, compares to the realisable brownfield capacity and greenfield capacity. For the purposes of this table, it is assumed that all greenfield areas with full urban zoning are available over the short term except for Plimmerton Farm, which is the 2,000-housing capacity allocated over the Medium Term. The remaining 1,900 housing capacity allocated to the long term represents the lower bound of the expected capacity in the FUZ greenfield areas. It also assumes that the feasible and realisable capacity is available now and will be used up over the next 30 years.

This shows that there is plan enabled, feasible and realisable capacity to meet the required margins over the Short, Medium and Long Term. If the population grows at a faster rate than expected some of the capacity allocated to the long term may be realised earlier through rezoning of the greenfield capacity and an increased demand encouraging urban intensification.

*Table 4.24: Housing development capacity in Porirua*

| | Short Term | Medium Term | Long Term | Total |
|---|---|---|---|---|
| Demand (+ NPS Margin) | 2,026 | 3,890 | 8,062 | 13,978 |
| Latent Capacity | | 10,585 | 8,695 | |
| Greenfield Capacity | 1,654 | 2,000 | 1,900 | 5,554 |
| Realisable Capacity | 10,957 | | | 10,957 |
| Total Capacity (Supply Available) | 12,611 | 12,585 | 10,595 | 16,511 |
| **Difference** | **10,585** | **8,695** | **2,533** | **2,533** |

*Source: Property Economics, Porirua Feasible Capacity Assessment, December 2021*

# 6 Infrastructure

## 6.1 Overview

The NPS-UD requires Councils to consider infrastructure needs when providing development capacity. The main infrastructure components are three waters (water supply, wastewater and stormwater), roading and transport infrastructure, and other infrastructure such as open space, social and community infrastructure.

## 6.2 Infrastructure Acceleration Fund

The Government acknowledge the challenge territorial authorities, developers and iwi organisations face in funding and providing sufficient development capacity. The Infrastructure Acceleration Fund (IAF) is a Kāinga Ora initiative to assist in the provision of development capacity, and is a contestable process designed to allocate funding to infrastructure projects for housing development based on a range of criteria.[34]

At the time of writing Council have three projects shortlisted for funding from the IAF, and two developers along with Ngāti Toa have had a further three projects shortlisted from within the City. Detailed proposals have been submitted for these projects in response to the Request for Proposal issued by Kāinga Ora. Council's proposals are summarised as follows:

*Table 4.25: Summary of Council's IAF proposals*

| Proposal Name | Infrastructure |
|---|---|
| Northern Growth Area | • Wastewater storage<br>• Wastewater - main trunk sewer capacity upgrades<br>• Water supply reservoirs – Plimmerton and Pukerua Bay<br>• Pedestrian, cycling and micromobility access across SH59 to Plimmerton and Pukerua Bay Train Station |
| Western Porirua | • Wastewater - main trunk sewer capacity upgrades<br>• Water supply reservoirs Takapūwāhia and Elsdon<br>• Transport – upgrade to western network |
| Whitby | Wastewater holding tank and conveyance |

*Infrastructure that is funded and programmed for delivery in the short term is not eligible for IAF funding because it cannot be accelerated. This includes items such as the central city wastewater storage tank.

[34] *https://kaingaora.govt.nz/working-with-us/housing-acceleration-fund/infrastructure-acceleration-fund/*

The Kenepuru Landing portion of the Western Porirua proposal was selected by Kāinga Ora for fast tracking, and direct negotiation between Kāinga Ora, Ngāti Toa (as the developer) and Council has commenced.

Kāinga Ora will now consider the proposals (likely to be approximately 80 from across the country) by the end of April 2022. If successful, Council will advance to direct negotiations and detailed agreements on delivery milestones, both for infrastructure and houses on the ground. Council's proposals total over $100m in requested funding.

The IAF context is important. If Council is partially or fully successful in securing the requested funding, it will positively impact on the provision of necessary three waters and transport infrastructure outlined in the following sections, and will address some of the constraints associated with increasing housing supply in the City.

## 6.3 Three Waters

Wellington Water have assessed if future areas identified and being considered for Porirua can be serviced with existing or planned three waters infrastructure[35]. In addition, as part of this HBA, Wellington Water[36] updated its previous 2018 reports produced for the previous HBA, using updated modelling, projects completed since 2017 that provide network capacity, and the draft 2021-2031 LTPs and 30-year infrastructure strategies produced by each Council.

The results indicate that water supply and wastewater networks in Porirua generally lack capacity, especially over the short term, to meet projected population and housing growth. This will place constraints on growth over the next 30-years. Wellington Water's assessment also indicated constraints with the stormwater network, but these can be mitigated through a range of alternative measures including policies and rules in the PDP requiring hydraulic neutrality[37].

Most identified greenfield sites are also not serviced by three waters infrastructure, however funding for essential infrastructure has been identified within the current LTP (2021 – 2051) including further wastewater capacity upgrades for the NGA. PCC is also in discussions with developers to provide the necessary infrastructure and to secure this through developer agreements. In addition, on-site wastewater and drinking water mitigation is required. Once in place, infrastructure will be vested with Council and PCC will be responsible for the operational and maintenance costs.

The PDP also has a three waters chapter. Rules within this chapter require:

- Developments to be hydraulically neutral; and
- Serviced by the reticulated water supply, wastewater and stormwater management networks;
- Meet the Wellington Water Regional Standards for Water Services; and that
- Buildings are connected to water metering devices.

[35] *Wellington Water, Porirua Three Waters Growth Study (2019).*
[36] *Wellington Water, Wellington Regional Three Waters Capacity Assessment - 2021.*
[37] *Ensuring that stormwater runoff post-development is the same as pre-development*

This is intended to provide a pathway, particularly in the short term, for new developments in areas where there are three water constraints, and until LTP funded capacity upgrades are undertaken. This chapter has been the subject of submissions and was heard in PDP Hearing Stream 4, in February 2022.

### 6.3.1 Water supply network

Wellington Water assessed Porirua's water supply capacity to accommodate future growth based on storage capacity (S), network pressure (N) and overall capacity in the short, medium and long term for 15 Water Storage Areas (WSA's). This assessment has determined that catchment scale upgrades will be needed to the water supply network to support proposed urban development where:

- Pressure in the existing network drops below 25m as a result of projected infill development;
- The existing reservoir storage would be insufficient to support projected urban growth; and
- The bulk water supply network will not be able to adequately replenish some local reservoirs.

The assessment identifies that investment in new reservoirs is planned for Aotea, a new Porirua high level no. 2 reservoir, and Camborne Future Low level reservoir. Other measures being undertaken to improve the water supply network include a booster pump station at Navigation Heights in Whitby, the creation of a new Whitby high Water Storage Area, and Waitangirua Link Road Water Supply pipeline.

Wellington Water concludes that the overall capacity of Porirua's water supply network is insufficient in the short term but is sufficient for large parts of the city in the medium and long term[38].

### 6.3.2 Wastewater network

The Porirua wastewater network and treatment plant (WWTP) receives wastewater from the northern parts of Wellington City, including Churton Park, Tawa and parts of Johnsonville. The network requires significant investment to provide for population growth and new housing, and detailed network modelling and programme optimisation has been completed to recommend network upgrades. A comprehensive suite of projects has been developed and included in the LTP 10-year plan and the 30-year Infrastructure Strategy.

The following projects have been included in the current LTP:

- Central city wastewater storage tank;
- Completion of the Duck Creek wastewater storage project;
- Upgrades to existing pump stations and downstream pumped pipework to provide additional capacity; and
- Renewal of the Bothamley Park sewer to provide for increased growth capacity.

[38] *See 8.1 Wellington Regional Three Waters Capacity Assessment – 2021 for a more detailed assessment*

Wellington Water concludes that the overall capacity of Porirua's wastewater network is insufficient in the short term but will improve over the medium term and will be largely sufficient to meet long term demand[39].

### 6.3.3 Stormwater

The stormwater infrastructure enabled capacity is based on regular rainfall events and on six modelled catchments.[40] In addition, modelling has recently been undertaken at Hongoeka, and is underway for the Aotea and Whitby catchments. During heavy rainfall events, stormwater flows overland increasing potential for localised flooding.

The following projects and network planning activities are underway:
- Eastern Porirua Stormwater Network Plan identified a range of projects to manage stormwater quality and mitigate flooding impacts;
- First stages of the Porirua CBD stormwater upgrades are under construction;
- In the Taupo Swamp catchment, large scale greenfield development at Plimmerton Farm is required to fully mitigate stormwater impacts. In addition, catchment planning is underway to develop projects in coordination with the urban developments planned in this catchment; and
- Modelling is underway in the Aotea, Whitby and Hongoeka catchments. The results of these will inform options to mitigate flood effects.

Kāinga Ora on behalf of the Crown will be implementing the Eastern Porirua Stormwater Network Plan outcomes as part of the EPRP and subsequent housing intensification. Funding of the stormwater works will be sought through a series of business cases over time as Kāinga Ora redevelops neighbourhoods throughout the east over the life of the project.

Flood risk can be mitigated through protection of overland flow paths via District Plan rules, and ensuring new development is hydraulically neutral. Provisions in the PDP seek to achieve this mitigation in the Natural Hazards and Three Waters chapters. Both chapters are subject to submissions. The Natural Hazards topic was heard at PDP Hearing Stream 3, while the Three Waters topic was heard at PDP Hearing Stream 4.

## 6.4 Transport network

### 6.4.1 State Highway Network

Waka Kotahi have assessed the State Highway and land transport issues for the Wellington Region[41] against the anticipated growth in population and housing for the region. SH1 and SH2 are both classified as National High-Volume highways under the One Network Road Classification. SH 58 is a Regional Highway.

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*[39] See 8.2 Wellington Regional Three Waters Capacity Assessment – 2021 for a more detailed assessment*
*[40] Cannons Creek, Porirua CBD, Titahi Bay, Taupo Swamp, Pāuatahanui and Plimmerton.*
*[41] Waka Kotahi input into Wellington Region HBA, July 2021*

Overall capacity of the state highway network is not a constraining factor for development capacity in Porirua. The Transmission Gully Motorway will improve the reliability of SH1 between Paekākāriki and Porirua. In terms of specific areas:

- Waka Kotahi will work with PCC on the Access Kenepuru Single Stage Business case and support implementation of Access Kenepuru which will develop readiness on the local network for the opening of TG.
- Waka Kotahi will progress key connections across SH1 to support the EPRP, identified in the Access Porirua Programme Business Case.
- Waka Kotahi will work with PCC to investigate multi-modal transport opportunities for the Plimmerton Farm greenfield development.
- Improvements to SH58 including upgrading the interchange at Pāuatahanui to prepare for TG opening continues. Stage 2 safety improvements to SH58 will also be progressed through the NZ Upgrade Programme.

### 6.4.2 Public Transport

GWRC has assessed how the Metlink public transport network can respond to population growth[42]. The Metlink public transport network is based on a layered hierarchy of services: core routes, local routes and targeted services identified in the Regional Public Transport Plan:

- Core Bus routes provide high-capacity, frequent, all-day services within urban areas. These meet all-day travel demand. They operate at least every 15 minutes during the day, and often more frequently during busy periods.

- Core Rail routes provide high-capacity, long-distance, time-competitive commuter services connecting key urban areas across the region.

- Local Bus routes include all-day medium- to low-frequency services connecting town and activity centres along the lower-demand corridors, providing local access to town and activity centres within the suburban areas. These routes complement the core network by covering areas it does not serve and by collecting and distributing passengers to and from it.

- Targeted services provide services to areas or link destinations where there is not enough demand to justify core or local routes, or where normal services cannot meet the peak demand.

In Porirua, the Kapiti rail line is a core rail route. There is no core bus route, so all bus services are defined as local bus routes.

In terms of mode share to work, only 19% of journeys are by shared or active transport, compared to 72% by car. In Wellington City, the respective figures are 44% and 45%.

The Wellington Regional Mode Shift Plan outlines the following opportunities for shifting to public and active transport:

[42] *Material for NPS for urban development capacity: role of public transport in responding to population growth, 2021.*

- Nodal development/ improved multi-modal access to train stations.
- Eastern Porirua regeneration and improved urban form and access to city centre.
- Access Porirua business case improvements (including Kenepuru, Titahi Bay shared path, Wi Neera-Onepoto cycleways).

The following improvements are also planned to the rail and bus network in Porirua:

**Porirua area rail capacity enhancements**:

- A complete upgrade of Plimmerton Station, including three main and nine new turnouts;
- A new platform/shelter, pedestrian underpass extension and all associated overhead line equipment;
- Upgraded signalling and drainage. The upgrades are required to enable an enhanced timetable to be implemented as a part of the Future Rail upgrades in Wellington; and
- Upgrading Porirua station shelter.

**Porirua bus services:**

<u>Porirua Routes 210, 220 and 226</u>

At the time of the next Porirua network review (in light of current roading and residential developments in the area), consider ways to integrate Routes 210, 220 and 226, to enable a high frequency core route through central Porirua between Whitireia Polytechnic and Porirua Station.

<u>Kenepuru Route 60</u>

Implement the proposed diversion of Route 60 via Kenepuru Landing to serve the new residential area and retirement village on the old Porirua Hospital site.

<u>Elsdon Route 226</u>

At the time of the next Porirua network review consider ways to include Raiha St in a bus route, possibly by varying the Elsdon route (226) in order to serve Te Korowai Whāriki residents.

<u>Ascot Park Route 220</u>

At the time of the next Porirua network review consider extending Route 220 to Aotea Countdown (Whitford Brown Ave / Routeburn St roundabout) to enable two-way operation along Conclusion St (to eliminate the confusion and inconvenience associated with operating the long-standing Ascot Park loop).

<u>Whitby and Papakowhai</u>

At the time of the next Porirua network review, consider ways to:

- Increase coverage in new parts of Whitby and Papakowhai;
- Improve connections with trains at Paremata and Porirua;
- Provide more direct services for Whitby; and
- Provide a hybrid network of fixed route and on-demand services to provide additional coverage (given the low-density nature of development and the multitude of cul-de-sac subdivisions).

### 6.4.3 Local transport network

The 2019 HBA identified and discussed the issue of population growth and housing, and the effects of this growth on the local transport network. The opening of Transmission Gully Motorway will impact how people move around the city. In the long-term, the transport system does not have enough capacity to accommodate anticipated growth without changes in how people move around the city. More people will need to travel by walking, cycling and public transport to reduce future traffic congestion and the need for more roads. The Porirua Growth Strategy identifies the rail corridor through the city and a potential west-east public transport spine as essential to keeping the city connected and accessible. Growth will be supported in areas with good access to public transport including Kenepuru, Porirua, Paremata, Mana, Plimmerton and Pukerua Bay stations.

Since the 2019 HBA, the Council has developed a Programme Business Case for transport to help meet the future needs of the transport network to support growth and development. This programme will guide transport infrastructure planning and steer investment over the coming 10 to 15-years including the current LTP.

The current LTP identifies the following transport projects:

- Road pavement resurfacing and rehabilitation: Focus on resurfacing roads and keeping up with pavement rehabilitation, including catching-up on the existing backlog;
- Drainage renewals and resilience improvements: Focus on renewing and upgrading rural drainage to reduce pavement risk and address storm related risks due to climate change;
- Structures and network service renewals: Focus on transport structure renewals to preserve asset integrity, with an ongoing focus on safety in replacing network service assets;
- Walking and cycling renewals: Focus on maintaining level of service;
- Road Safety Strategy (Road to Zero): Focus on pedestrian crossings, school zones and speed management.
- Access Kenepuru: A package of local road, walking and cycling improvements, including upgrade of the Kenepuru Dr/Titahi Bay Rd intersection, required due to the impact of TGM and significant residential and commercial growth in Kenepuru Landing;
- Porirua CBD to Titahi Bay Shared Path (Wi Neera to Onepoto): Construction of a shared cycling and pedestrian pathway and associated coastal resilience improvements along Titahi Bay Road;
- Whitford Brown Corridor Improvements: Upgrade of intersection with Papakōwhai Road to support active modes including removal of existing pedestrian and potential changes to Okowai Rd intersection;
- Walking and cycling improvements: Ongoing programme of walking and cycling improvements;
- City Centre Revitalisation Transport Improvements: Improvements to key routes and intersections within the city centre; and
- Station Access Improvements: Improvements to active mode access to stations to be investigated and implemented.

As identified above, the transport system does not have enough capacity to accommodate anticipated growth without changes in how people move around the city. The Council intends to continue to improve the city's transport network and to plan for growth and future community needs. The transport work programme is built around finishing off committed and must do improvement projects (particularly those associated with the impacts of Transmission Gully

Motorway and Kenepuru developments) and delivering a sustainable maintenance and renewals programme that focuses on pavements and structures, including catching-up on the renewals backlog. The programme also includes road safety improvements focusing on pedestrian crossings, school zones and speed management, and building capacity, better understanding of the transport network and planning for growth.

## 6.5 Other infrastructure

### 6.5.1 Parks and Amenities

Other infrastructure includes parks and amenities. The NPS-UD requires councils to be satisfied that other infrastructure is likely to be available. It requires councils to be informed about the likely availability of such infrastructure when they make resource management decisions about where to provide development capacity.

In terms of Parks and recreation, PCC provide parks and associated infrastructure located on 180 parks across 885 ha of Council reserve. Assets include:

- 45 playgrounds
- 4 skate parks
- 2 dog parks
- 74 km of walkways and shared pathways
- 14 km of mountain bike trails
- 152 structures
- 11,000 amenity trees
- 101 hectares of exotic woodlots
- 106 hectares of amenity turf
- 44 hectares of sports fields, Bernie Wood artificial turf and 35 courts
- 3 cemeteries and a crematorium

**Future Needs and Projects:**

The 2021-2051 LTP includes the following projects to meet growth and changing demand:

- **Future cemetery 2034 Capacity:** Whenua Tapu Cemetery capacity runs out in 2034. PCC has a statutory obligation to plan and consider options to for provide these services.

- **Titahi Bay Community Park:** A new community level play space is proposed for the west of Porirua on existing land in response to growth anticipated in the west. This community level park is proposed to be funded entirely through the city-wide reserve contributions. The community destination park could be developed on existing land at Titahi Bay Beach.

- **Whitby Neighbourhood Park:** By the end of 2022 a new community park for Whitby will be able to be fully funded by reserves contributions (from development contributions) and the recreation and civic financial contributions that have already been paid between 2018 and 2022. The spatial plan exercise for the new community park is expected to begin in 2023.

- **Whitby Connections, Ascot Park, Postgate Link, Ridgeline Walkway:** Creating good pedestrian and cycle connections between neighbourhoods is considered important to ensure that new residential areas are well integrated into Whitby. High-level planning has been completed to consider the connections that will be required. It is anticipated that this work will be funded from new reserves contributions from the Whitby catchment. These projects are contained in the 30-year Parks Capital Programme and will be fully funded by the development contributions.

- **Rangituhi connections**: It is anticipated that existing neighbourhood reserves will be able to cater for the growth associated with infill and regeneration development in most situations across the city. However, demand on walkways connecting neighbourhoods is expected to increase. Development Contributions received from infill developments will be put towards city-wide projects and improving the parks network, including a connection between Rangituhi and Titahi Bay.

- **New artificial turf:** New turf built on existing land is anticipated to provide enough capacity to respond to growth and demand for training and competition in all weather conditions.

Other recreation and amenity infrastructure in Porirua are provided by GWRC and the Department of Conservation. These include:
- Battle Hill Regional Park
- Belmont Regional Park
- Pāuatahanui Wildlife Reserve
- Rangituhi Scenic Reserve

### 6.5.2 Community infrastructure

The current LTP identifies community infrastructure projects to support growth and change in the population. These projects are focussed around four catchments (See Figure 4.8 below) and provide for the following:
- Eastern Porirua Community facility
- Northern Porirua Community facility
- Western Porirua/Titahi Bay Community facility
- Whitby Community facility

In relation to proposed community facilities, the Western Catchment Village Provision is largely about ensuring equity of provision within Titahi Bay and creating improved access to community places and spaces which includes looking for potential partnerships such as with schools, sports clubs that could provide those spaces for the community. The Central Catchment New or Extended Town Centre Provision is a large catchment that will experience growth. To ensure equity, either new or extended Town Centre provision is required and ideally centred around the Whitby Town Centre, which then enables new developments such as Judgeford Hills to fall within the catchment area.

The Eastern Porirua community facility is identified as a project in PCC's Development Contribution Policy 2021 for which development contributions will be collected.

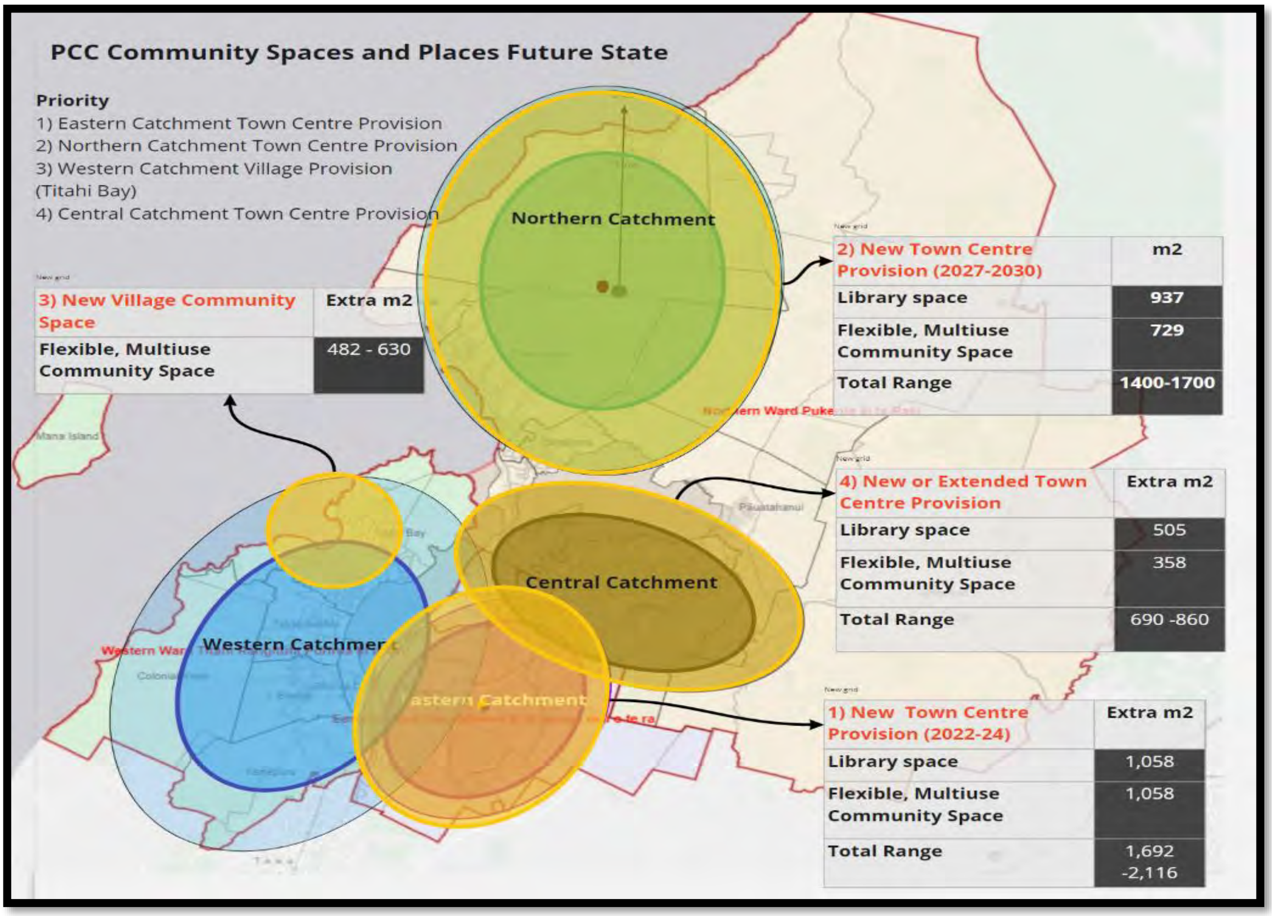


*Figure 4.8: Community Catchments in Porirua Long Term Plan 2021-2051*

# 7 Conclusion

*Overall Housing Pressures*

An assessment of housing trends indicates that there are continuing housing pressures within the City, and these are projected to increase. The undersupply of housing identified in the 2019 HBA has continued into 2020 and 2021, exacerbating pressure on the existing housing stock, resulting in higher rents and house sale prices.

*Housing Affordability*

Indicators of housing affordability identify that housing affordability is declining in Porirua. House prices are increasing due to increased demand, and this is not being met by a commensurate increase in new supply. This is exacerbated by a declining number of existing houses for sale. Incomes are also not increasing as much as house prices and this is in turn is further reducing housing affordability.

*Housing Need and Housing Stress*

An assessment of housing need for those on low incomes shows that this need is increasing. Māori and Pasifika peoples are also more likely to be marginalised due to lower earnings, and feel the impact of increases in house prices, and the lack of suitable housing stock that meets their demand.

Available indicators additionally show increasing housing stress and that residents in Porirua are ageing.

Overall, the specific housing needs for certain groups, including those on low incomes, vulnerable people, and renters needs to be better understood.

*Three Waters Infrastructure*

Porirua has constraints within its three waters networks, which need to be addressed to enable residential and business capacity. This constraint is particularly noticeable in the short term but eases over the medium and long term due to planned infrastructure investment. The stormwater network also has some constraints although this can be partly mitigated through a range of alternative measures. Significant investment will be required over time to address three waters infrastructure constraints to enable long term residential and business growth. In the interim, on-site mitigation is required to manage the effects of new housing development on the three waters network, especially in relation to network capacity.

*Roading Network*

There are existing pressures on some of Porirua's arterial roads and on parts of the two state highways (SH1 and SH 58). Post TGM opening, the northern part of Porirua has capacity to accommodate growth in residential traffic volumes on the primary road network but overall the transport system does not have enough capacity to accommodate anticipated growth without changes in how people move around the city.

*Other Infrastructure*

PCC has a number of capacity issues such as a deficit of parks, and netball courts operating at full capacity. The Whenua Tapu cemetery will also reach capacity in the medium term (2027).

*Housing Sufficiency*

Porirua, based on the Proposed District Plan[43], has sufficient zoned, feasible and realisable housing development capacity to meet housing need in the short-medium term as well as over the long term, but network capacity constraints exist in the short-term in the three waters network to support this growth. This results in a requirement for on-site mitigation to manage the effects of new housing development on the three waters network. Planned network improvements, identified in the LTP and Infrastructure Strategy will increase three waters capacity over the medium- and long-term. The timing of these network improvements may change as a result of funding from external sources, such as through the IAF.

In addition, investment is also required in the transport network to accommodate the scale of growth in Porirua and the wider Wellington region.

Apartments will not represent a major contributor to meeting housing sufficiency over the short-, medium- or long-term in Porirua. Market dynamics, as shown in the feasible and realisable modelling results, are still showing a weighting towards standalone and terraced housing. It is these typologies that will meet Porirua's housing needs over this period.

The capacity assessment does not fully take into account the impact of other regulatory settings such as the application of rules in the Proposed Natural Resources Plan and requirements under the NPS-FM. The possible effects of these wider regulatory settings on housing supply is unknown. A further risk for PCC will be if identified greenfield areas take longer to be developed than anticipated.

[43] *The Resource Management (Enabling Housing Supply) Amendment Bill, when enacted, will require a variation to be notified to the PDP by August 2022, which is likely to further increase zoned housing supply.*

*Next Steps*

PCC has already developed and adopted the Porirua Growth Strategy and is now in the process of holding hearings into the PDP and implementing the Growth Strategy. Variations to the PDP to provide for increased urban intensification and rezoning of greenfield sites to urban zones are also anticipated in 2022. This HBA is timely to help inform those processes.

The housing and business assessments in this report and the 2019 HBA will be reviewed again in time to inform the next LTP in 2024.

# Appendix 4.1: Porirua Greenfield Capacity

| SA02 Area | Council Greenfield Areas | Full Urban Zoning | Housing Capacity |
|---|---|---|---|
| **Aotea** | | | |
| | Aotea | Yes | 100 |
| **Paekākāriki Hill** | | | |
| | Plimmerton Farm | Yes | 2,000 |
| | Mount Welcome (FUZ) | No | 500 |
| | Grays land (FUZ) | No | 250 |
| | Northern Growth Area – remainder (FUZ) | No | 450 |
| **Pāuatahanui** | | | |
| | Judgeford Hills (FUZ) | No | 500 - 600 |
| | Silverbrooke (Blackdragon) | Yes | 223 |
| **Porirua Central** | | | |
| | Kenepuru Landing | Yes | 821 |
| **Pukerua Bay** | | | |
| | Carrod's farm (FUZ) | No | 300 |
| **Ranui Heights** | | | |
| | Ranui | Yes | 60 |
| **Whitby, Endeavour, Postgate** | | | |
| | Pacific Heights - Silverwood | Yes | 75 |
| | Navigation Heights – stages 2A, 2B, 2C and 2D, and Stage 3 | Yes | 69 |
| | 72 Exploration Way and 5 Wheelhouse Lane (Progeni) | Yes | 47 |
| | Stages 3 & 5, Brookside – Tradewinds Drive | Yes | 32 |
| | 47 and 49 Cleat Street[2] (only 4.15ha) | Yes | 125 |
| | 30, 31, 32 Adventure Drive[3] (cumulatively over 5ha) | Yes | 102 |
| | **Total, including Future Urban Zone** | | **5,525 – 5,725** |
| | **Supply with full urban zoning** | **3,625** | |