



Paekākāriki Community and Iwi proposal for the  
protection and development of the  
Wainuiwhenua lands, waters and ecosystems

Wainuiwhenua Working Group 2019  
*November 2019 consultation document*

1. Kaupapa – the vision and purpose of our work together

**The land, forest, and ecosystems of the area are flourishing. They demonstrate  
our kaitiakitanga and support community and economic resilience**

**Whatungarongaro te tangata toitū te whenua  
*As man disappears from sight, the land remains***

We foresee an exciting future for the large expanse of land around Paekākāriki that will become available with the completion of the Transmission Gully motorway:

- Forests will have been regrown on the hills; streams and wetlands will be revitalised; and birds, fish and other wildlife will be restored.
- These restored forests and wetlands provide flood protection and increased resilience in the face of climate change, stormier weather and harsher droughts.
- A large new park has been created on these lands and Kāpiti locals and their visitors flock to it to enjoy stunning views, biking, walking, and horse trekking.
- The Paekākāriki and Kāpiti communities have prospered due to:
  - economic benefits earned through the district becoming a visitor hub
  - some housing developments on a few sites meeting community and iwi needs
  - a small-scale wind farm supplying electricity to the community and parts of the district
  - a new neighbourhood park and community gardens.

This vision builds on the hopes expressed by Ngāti Haumia ki Paekākāriki.<sup>1</sup> In their description of the future, “the land, forest, and ecosystems of the area are healthy. They demonstrate our kaitiakitanga and support the wellbeing of our community.”

Their aspirations, in order of priority, are:

1. Obtaining and retaining community control of these lands
2. Looking after the environment - protecting and restoring environmental values of the area
3. Providing opportunity for housing for Ngāti Haumia ki Paekākāriki and the community, where this can be supported by the wider environment.

## 2. Context and purpose of the proposal

About 450 hectares of land, forming the hinterland of Paekākāriki township and currently owned by the New Zealand Transport Agency (NZTA), is expected to be declared surplus after the completion of the Transmission Gully motorway.<sup>2</sup> (See map 1, below).

The disposal process for this land provides an unprecedented opportunity for the community and iwi. Working with the Kāpiti Coast District Council (KCDC), the Greater Wellington Regional Council, and central government agencies, together we can maximise environmental protection and enhancement, mitigate hazards, and optimise the opportunities for social and economic development. This is a one-off. It is the largest opening up of possibilities for Paekākāriki and the wider Kāpiti district for many decades past and will be for decades to come.

A working group (now called the Wainuiwhenua Working Group), co-chaired by Mayor Gurunathan and ex-Mayor Jenny Rowan and made up of community stakeholders, mana whenua and Community Board members, has drafted this proposal as a key contribution to the land disposal process.

How these lands are managed would shape the future of Paekākāriki and influence the environmental, economic, and social well-being of the Kāpiti district. The land is about five times larger than Paekākāriki and forms about two-thirds of the land that borders it. All the streams that flow through or around Paekākāriki originate in this land or flow through it.

The future resilience of Paekākāriki largely depends on what happens on these lands and streams and on the impacts of coastal erosion and inundation through climate change. This includes the management of catchments and steep scarps and flood reduction through restoring trees to the landscape and re-establishing wetlands. The land also includes possible sites for housing and also other sites for housing and community services should there need to be a managed retreat from the Paekākāriki foreshore due to coastal erosion and inundation.

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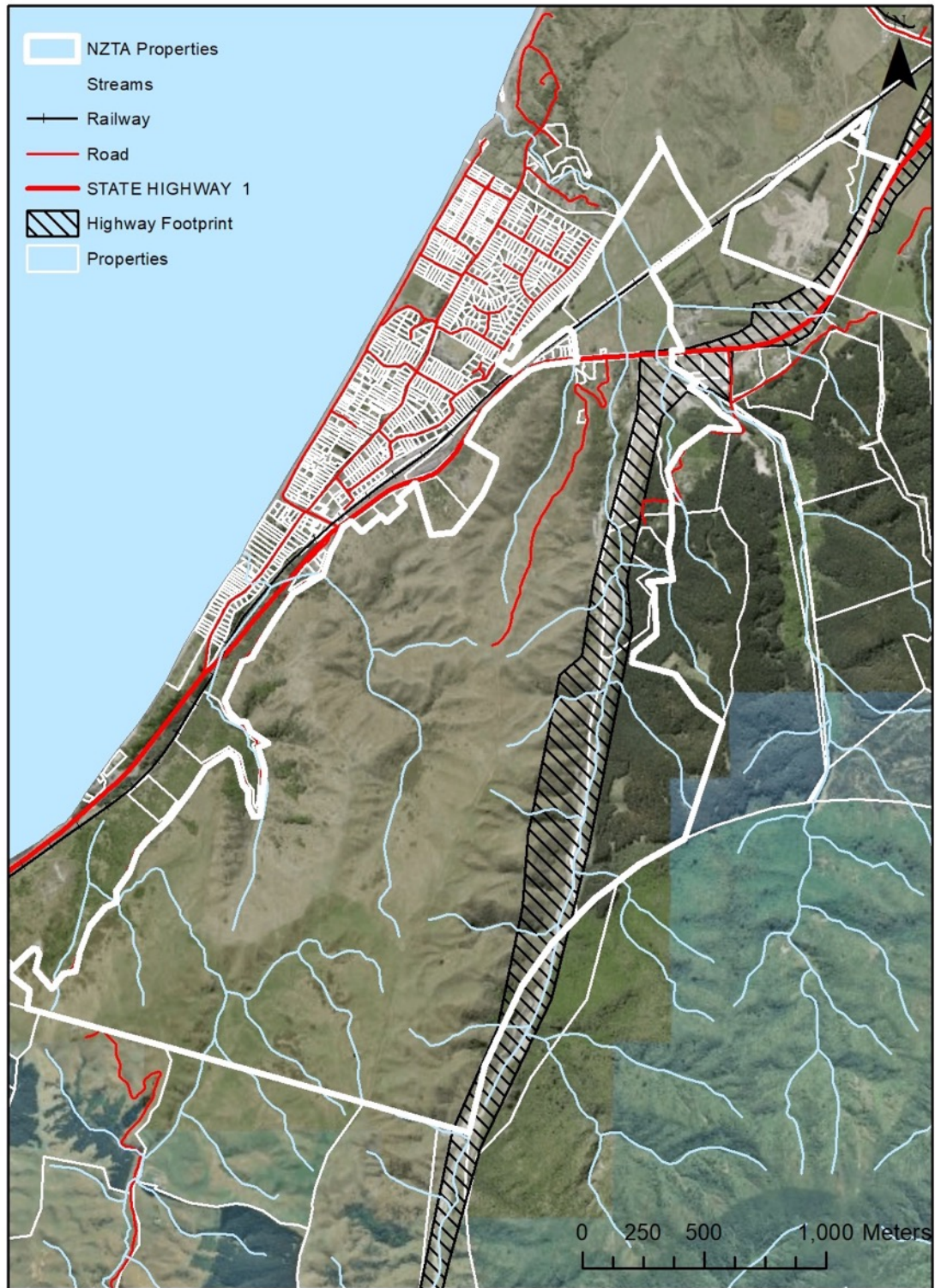
<sup>1</sup> A fuller description of Ngāti Haumia ki Paekākāriki’s interim working objectives for the Wainuiwhenua lands and waters is set out in Appendix One.

<sup>2</sup> The numbers are approximate because NZTA have yet to determine how much land they wish to retain for motorway management. The figures we have used in this report are based on the initial report compiled by Ground Truth suggesting about 450 ha might be disposed of by NZTA. [https://paekakariki.nz/wp-content/uploads/2019/07/NZTA\\_Land\\_scoping\\_doc\\_sml.pdf](https://paekakariki.nz/wp-content/uploads/2019/07/NZTA_Land_scoping_doc_sml.pdf)

Suitably managed, the land will also provide a dramatic gateway to the Kāpiti district and, if appropriately protected and developed, will create a mountain-to-the-sea ecological corridor, establish a dramatic and accessible recreational hub to be enjoyed in a variety of ways and, as a result, provide significant economic, social and ecological benefits to the Kāpiti district and Wellington region.

The purpose of this document is to set out a balanced proposal for these lands and waters that can be broadly endorsed by iwi and the community. It is intended to form the basis for the Wainuiwhenua Working Group's engagement with KCDC and government agencies and the development of a suite of public uses for the land. This proposal aims to be a statement of the preferences of the community and iwi. It will strike a balance between these outcomes and provide a guide for future work. It is not cast in stone; new information will become available and adjustments will be made. In the first instance, the elements of the proposal would be advanced through the land disposal process of the Public Works Act. Where necessary, the proposal could also form the basis of future planning for the uses of this land including, where necessary, changes to the District Plan and resource consents.

Map 1



Date: 17/06/2019

Paekakariki NZTA Land



### 3. The whakapapa of these ideas

#### *Where these ideas came from*

Most of the ideas and hopes represented in these proposals have been around for some time in the Kāpiti and Paekākāriki communities.

Fifteen years ago a group of Paekākāriki and Raumati residents came up with an “Open Space Gateway” approach as a way to protect the hills and lands surrounding Paekākāriki and Queen Elizabeth Park and prevent the subdivision of Whareroa farm. That concept was, in turn, built on the work of Ngā Uruora, founded seven years earlier, in protecting and revegetating the escarpment and adjacent hills.

In 2005 the Whareroa Farm was protected as a reserve and Whareroa Guardians was formed. In the same year the Open Space Gateway concept was adopted by the Paekākāriki community in the most substantive report on its hopes for the village’s future: the Paekākāriki Local Outcomes report.<sup>3</sup>

There have been many consultations since the 2005 Local Outcomes report, including the District Plan revision, the District Long-term Plan and Annual Plan processes and KCDC’s Paekākāriki character assessment.<sup>4</sup> The core messages have remained the same:

- protection and restoration of the surrounding hills and streams
- efficient use of water and low-impact disposal of wastes
- maintaining and enhancing the character of Paekākāriki village
- supporting economic development for the district and the village that fits within the character of Paekākāriki and the wider community.

#### *Focus on Perkins farm*

The next phase in the process was the report by Grow Paekākāriki in 2012,<sup>5</sup> setting out options for community use of Perkins Farm after the completion of the Transmission Gully motorway. The proposals were developed through community hui and it was endorsed by the Community Board as a “thoroughly researched and useful” document.<sup>6</sup>

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<sup>3</sup> KCDC (2005), *Kāpiti Coast Choosing Futures: Community Outcomes: Paekākāriki Local Outcomes*. <https://www.kapiticoast.govt.nz/media/27810/local-outcomes-paekakariki.pdf>

Key messages from the report include:

- Protect the natural environment with the lands around the village forming an Open Space Gateway for the Kāpiti District and enhance protection of Queen Elizabeth Park, Whareroa and the coastal escarpment.
- Retain the local character of the village by highlighting its history, including iwi history, and maintaining the bach-like, low density housing on the current large sections, but with more housing options for older residents
- Maintain the village’s leadership as an efficient user of water and in the quality of on-site waste disposal.
- Develop Paekākāriki as a southern gateway to the district with a range of exciting visitor experiences and enable the Beach Rd shops and local businesses to flourish, provide local employment, and strengthen the ‘civic core’ of the village.

<sup>4</sup> Urban Perspectives and MWH (2011), *KCDC Character Review, Paekākāriki Character Assessment*. <https://www.kapiticoast.govt.nz/media/29892/character-review-paekakarikiPaekākāriki-character-assessment-january-2011.pdf>

<sup>5</sup> Hughes, P. (2013) *Grow Paekakariki: Recreation, Amenity, Open Space, Biodiversity - Community development opportunities for Paekakariki utilising the former Perkins family farm*. <http://www.opengeo.co.nz/GrowPaekakariki/GrowPaekakarikiFinal.pdf>

<sup>6</sup> <http://opengeo.co.nz/ProjectKakariki/ProjectKakariki1.html>

In 2013, Jenny Rowan, as mayor, led the establishment of an officials' working group to consider the future of the Perkins farm lands after the motorway was completed. This lapsed in 2014 after a change in Council leadership. In a related move in 2016, the Kāpiti Coast District Council and other stakeholders were approached to develop a "precinct plan" for these lands.

In late 2013 Ngā Uruora published a restoration plan for Perkins farm.<sup>7</sup> Later, in mid 2015, the group signed a 'right to occupy' agreement with NZTA which has allowed it to undertake weed and pest control on the farm and also carry out a lizard survey in 2018.

As the time approached for the disposal of the Perkins farm and related lands, momentum picked up again. In 2018 Paul Hughes launched a Project Kākāriki initiative<sup>8</sup> building on his work with Grow Paekākāriki. This initiative was focused on reserving as much as possible of the NZTA land to the Department of Conservation using a Crown Balance Sheet Transfer. The initiative emphasises the ecological value of establishing a mountain-to-the-sea corridor. The Crown Balance Sheet Transfer approach is discussed further at the end of Section 9 below.

In December 2018 the Wainuiwhenua Working Group was established after a meeting of community, iwi, and government representatives hosted by KCDC. The Working Group has met regularly in 2019, commissioned a report from Ground Truth on the nature and possible uses of the lands involved,<sup>9</sup> and held a community hui in June.<sup>10</sup>

#### *How the community's thinking has evolved*

While there has been a consistent call for the protection and enhancement of the Wainuiwhenua/Perkins farm lands, additional challenges and concerns have arisen in the community in the past 15 years and these have been reflected in more recent submissions and consultation processes.<sup>11</sup> These include:

- How do we manage for the impacts of climate change?
- How do we give greater recognition to tangata whenua, Ngāti Haumia ki Paekākāriki and Ngāti Toa, and how do we move into the post-Treaty settlement phase?
- How do we better protect freshwater ecosystems?
- How do we better meet local housing and energy needs?

Each of these issues, and the hui held around them, has a bearing on the Wainuiwhenua lands. This draft proposal reflects and accommodates the related, and sometimes differing, aspirations that have emerged from these hui.

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<sup>7</sup> <https://ngauroa.files.wordpress.com/2015/06/perkins-farm-restoration-28-november-final.pdf>

<sup>8</sup> <http://opengeo.co.nz/ProjectKakariki/ProjectKakarikiDescription1.pdf>

<sup>9</sup> Handford, P. (2019) NZTA Land, Paekākāriki Scoping Report, Ground Truth. [https://Paekākāriki.nz/wp-content/uploads/2019/07/NZTA\\_Land\\_scoping\\_doc\\_sml.pdf](https://Paekākāriki.nz/wp-content/uploads/2019/07/NZTA_Land_scoping_doc_sml.pdf)

<sup>10</sup> The membership of the Wainuiwhenua Working Group and a summary of its work is set out in Appendix Two.

<sup>11</sup> See consultation and submissions for the KCDC Long Term Plan, Paekākāriki Community Trust on wind turbines, Paekākāriki Housing Trust, Friends of Paekākāriki Streams, and Ngāti Haumia ki Paekākāriki hui.

#### 4. Ngāti Haumia ki Paekākāriki

One of the key objectives of this proposal is to help Ngāti Haumia ki Paekākāriki to thrive on the land of their forebears.

Ngāti Haumia settlement at Paekākāriki dates from 1834. Before this Ngāti Haumia had been a part of Ngāti Toa's great heke of the 1820s when the tribe migrated south from Kāwhia harbour to Kāpiti. In 1834, Ropata Hurumutu, a rangatira of Ngāti Haumia, established a fortified pa at the mouth of the Wainui stream.

Alienation of Ngāti Haumia's lands began in 1850 with the Crown's Wainui purchase of 30,000 acres. As part of this purchase, 784 acres of 'native reserves' were set aside but over the following century these were sliced and diced off in a series of acquisitions and takings under the Public Works Act. By the mid 1950s almost all of Ngāti Haumia's lands had been lost. The families who lived in this community largely dispersed over the next sixty years.

But this remains their turangawaewae and Ngāti Haumia ki Paekākāriki are deeply committed to their people being able to return and to live and prosper again on these lands and in this community.

Ngāti Haumia is a hapū or sub-tribe of Ngāti Toa. As part of the larger Ngāti Toa Rangatira claims settlement in 2014, 1.5 hectares of land next to the Wainui urupā in Queen Elizabeth Park was revested in Ngāti Toa. It is a start. This 1.5 ha lies within a public park so there will be limits as to how it might be used.

As a core part of the Wainuiwhenua Working Group, Ngāti Haumia ki Paekākāriki have made clear their objectives for the land that will be made surplus by NZTA:

- Obtaining and retaining community control of these lands
- Looking after the environment - protecting and restoring environmental values of the area
- Providing opportunity for housing for Ngāti Haumia ki Paekākāriki and the community, where this can be supported by the wider environment.

More specifically, the aspirations of the hapū are to:

1. Rebuild the strength and vibrancy of the hapū. Recent hui have connected up members from Ngāti Haumia ki Paekākāriki who live around New Zealand and Australia
2. Establish a marae for the hapū and Paekākāriki community
3. Restore the health and mauri of the Wainui stream and adjoining wetlands
4. Work with the regional and district councils to protect the Wainui urupā and other key sites
5. Provide housing opportunities for Ngāti Haumia ki Paekākāriki in the community as part of new social and community housing
6. Develop gardens and mahinga kai.<sup>12</sup>

These are in a rough order of priority but are closely linked.

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<sup>12</sup> Traditional food and other natural resources and the places where those resources are obtained.

## 5. Summary of the state of Wainuiwhenua lands and waters

Some of what we already know about these lands and waters can be summarised from the Ground Truth report.<sup>13</sup> Note that these figures are approximate and could change as NZTA clarifies how much land it wishes to retain and how much it might declare surplus.<sup>14</sup>

- Three quarters of the land (350ha) is in steep and exposed grass-covered hill country with small forest remnants. This hill country was previously the largest component of Perkins Farm.
- About 14 per cent (63ha) is the Paekākāriki escarpment and other gully areas of established native forest.
- About 16 per cent (71ha) is covered by the Transmission Gully motorway designation. We assume this area, and perhaps a larger area, would be retained by NZTA for motorway management purposes.<sup>15</sup>
- About 8 per cent of the land (35ha) is important for flood management because it is low lying and floods or ponds after heavy rainfall or because it is part of the gravel flow path of key streams.
- About 4 per cent (20ha) has the potential for flexible development. This comprises four lowland areas:
  - around Betty Perkins Way (sometimes known as the Tilley Triangle<sup>16</sup> - the southern portion on higher ground)
  - small area east of houses on the SH1 side of the railway
  - small area south east of SH1 near the Perkins' woolshed and farm houses (with the WW2 fuel tank, part of this area could also form an historic precinct)
  - sand dune area south of Mackays Crossing and east of the railway line

See maps 2 and 3 in Section 8, below.

## 6. Objectives and outcomes for Wainuiwhenua

Five overall objectives have shaped this proposal and our future work:

1. Protect and restore the environment
2. Use this environmental protection and restoration to create greater environmental resilience in the face of climate change and more frequent high-intensity storms, flooding and droughts

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<sup>13</sup> Handford, P. (2019) *NZTA Land, Paekākāriki Scoping Report*, Ground Truth. [https://paekakariki.nz/wp-content/uploads/2019/07/NZTA\\_Land\\_scoping\\_doc\\_sml.pdf](https://paekakariki.nz/wp-content/uploads/2019/07/NZTA_Land_scoping_doc_sml.pdf)  
 See also Hughes, P. (2013) *Grow Paekakariki: Recreation, Amenity, Open Space, Biodiversity - Community development opportunities for Paekakariki utilising the former Perkins family farm*. <http://www.opengeo.co.nz/GrowPaekakariki/GrowPaekakarikiFinal.pdf>

<sup>14</sup> The numbers are approximate at this stage. See footnote 2.

<sup>15</sup> This is the area of the current motorway designation. NZTA may choose to retain a larger area for motorway management. If so, this would most likely reduce the area that has been classed as hill country. Also note that the hillsides adjoining the motorway, which make up part of this area, will end up re-forested on completion of motorway construction.

<sup>16</sup> The Tilley Triangle is a narrow triangle of land running northeast to southwest. It is about 10ha in area. The land crossed by Betty Perkins Way forms the tip of the triangle at the southwest end. The Triangle is bordered on one long side by the railway line and on the other long side by the houses of Tilley Rd. The Wainui Stream forms the base of the triangle and shortest side at the north-eastern end (see Map 3 in Section 8).



3. Use the protected lands and waters (and the recreational opportunities these enable) for village and district social and economic benefits
4. Create greater community resilience by
  - supporting Ngāti Haumia ki Paekākāriki to prosper
  - meeting community housing, energy, amenity and recreation needs
  - supporting the school and community services
  - enabling livelihoods and supporting people to live sustainably
  - better managing natural hazards
5. Retain lands in public ownership to enable these objectives.

## 7. Why do we need to act?

This is a rare opportunity. If this land is retained in public ownership, a range of benefits can be achieved.

- Flood hazards can be better managed through the revegetation of the hills behind Paekākāriki; this helps with the risks of more frequent and high intensity rainfall and debris flood problems<sup>17</sup>
- Important streams and wetlands can be protected and restored, particularly in the Wainui catchment
- Forests on the Paekākāriki escarpment, hills and gullies can be re-established
- Separately and together, these environmental improvements increase the resilience of ecosystems and therefore of the community
- A range of recreational activities can be enjoyed - including walking, cycling, horse-riding, parapenting, and just enjoying spectacular coastal views - and these can connect with and expand current track and park networks to the north and south
- A new regional park can be developed and enjoyed by people from throughout the region by joining up the management of these Wainuiwhenua lands with the neighbouring Queen Elizabeth Park, Whareroa Farm, Mt Wainui reserve, and the Paekākāriki-Pukerua Bay escarpment walkway
- These recreation benefits enable the southern part of Kāpiti district to become a recreation hub; Paekākāriki will offer the most accessible and widest range of recreation options in the region
- Economic benefits will flow from this recreation hub, enhancing Kāpiti as a regional tourism destination
- Modest housing could be developed (including social and rental housing) releasing some of the pressures in the community for affordable housing and enable the village to retain its mixed-income character
- A Kāpiti wind-turbine project (and the potential for a solar farm)
- Further development of a neighbourhood park, community gardens and orchards
- Re-establishment of mahinga kai.

If the land is sold on the open market then most of these benefits will not occur or will be significantly constrained. The most likely outcome would be to sell the land to a developer for lifestyle blocks, as provided for under the existing District Plan. The

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<sup>17</sup> Hughes P., (2017) Paekākāriki Lake Hollow Flood Protection, <http://www.opengeo.co.nz/PaekākārikiFlooding/PaekākārikiLakeHollowFloodProtection6.pdf>

environmental benefits would be at best constrained, or at worst severely compromised. Visitors would not be able to access the land. Community benefits would not be realised.

The Wainuiwhenua Working Group is seeking to have the land retained in public ownership to ensure a number of different public benefits. In the first instance we are seeking to do this under the Public Works Act. If this approach were not successful then other methods would be attempted.

## 8. Our draft proposals

Here is the balance of desired outcomes that we propose for the lands, waters and ecosystems of Wainuiwhenua. These proposals are outlined on the accompanying maps.<sup>18</sup>

1. Reserve and reforest the hill country and support recovery of native forest on the partially-forested escarpment and gully areas.<sup>19</sup> This includes creating ecological corridor connections between Queen Elizabeth Park, Mt Wainui, and the Paekākāriki escarpment. It could be about 410ha or about 90 per cent of the land involved.
  - *This action supports flood control, drought resilience, carbon sequestration, nature conservation and corridors, and recreation.*
2. Reserve, protect and enhance the flood and flow-path management areas. About 5 per cent of the land (23ha). Enable riparian revegetation and wetland creation to improve the health of freshwater ecosystems and mahinga kai, and reduce the impacts of flooding.
  - *This action supports protection of freshwater ecosystems, flood control, community resilience, nature conservation, and recreation.*
3. Use the bulk of these lands to form the nexus of a new regional park by joining up the management of the Wainuiwhenua lands with the neighbouring Queen Elizabeth Park, Whareroa Farm, Mt Wainui reserve, and the Paekākāriki-Pukerua Bay escarpment walkway.
  - *This action supports protection of ecosystems, nature conservation, recreation, and economic development.*
4. Investigate social and community housing possibilities for three land parcels that have development potential and are close enough to the existing settlement - about 4-5 ha in total:
  - a. Around Betty Perkins Way (sometimes known as the Tilley Triangle - the southern portion on higher ground, and linked to a neighbourhood park)
  - b. Small area east of houses on the SH1 side of the railway
  - c. Small area east of SH1 near the Perkins' woolshed and farm houses.
  - *This action supports community and iwi housing, diversity within Paekākāriki, and economic development.*
5. Retain the sand dune area south of Mackays Crossing and east of the railway line (about 15ha) as a strategic reserve for community or housing development should climate change impacts require a managed retreat from coastal properties, enabling planning for this contingency well in advance.

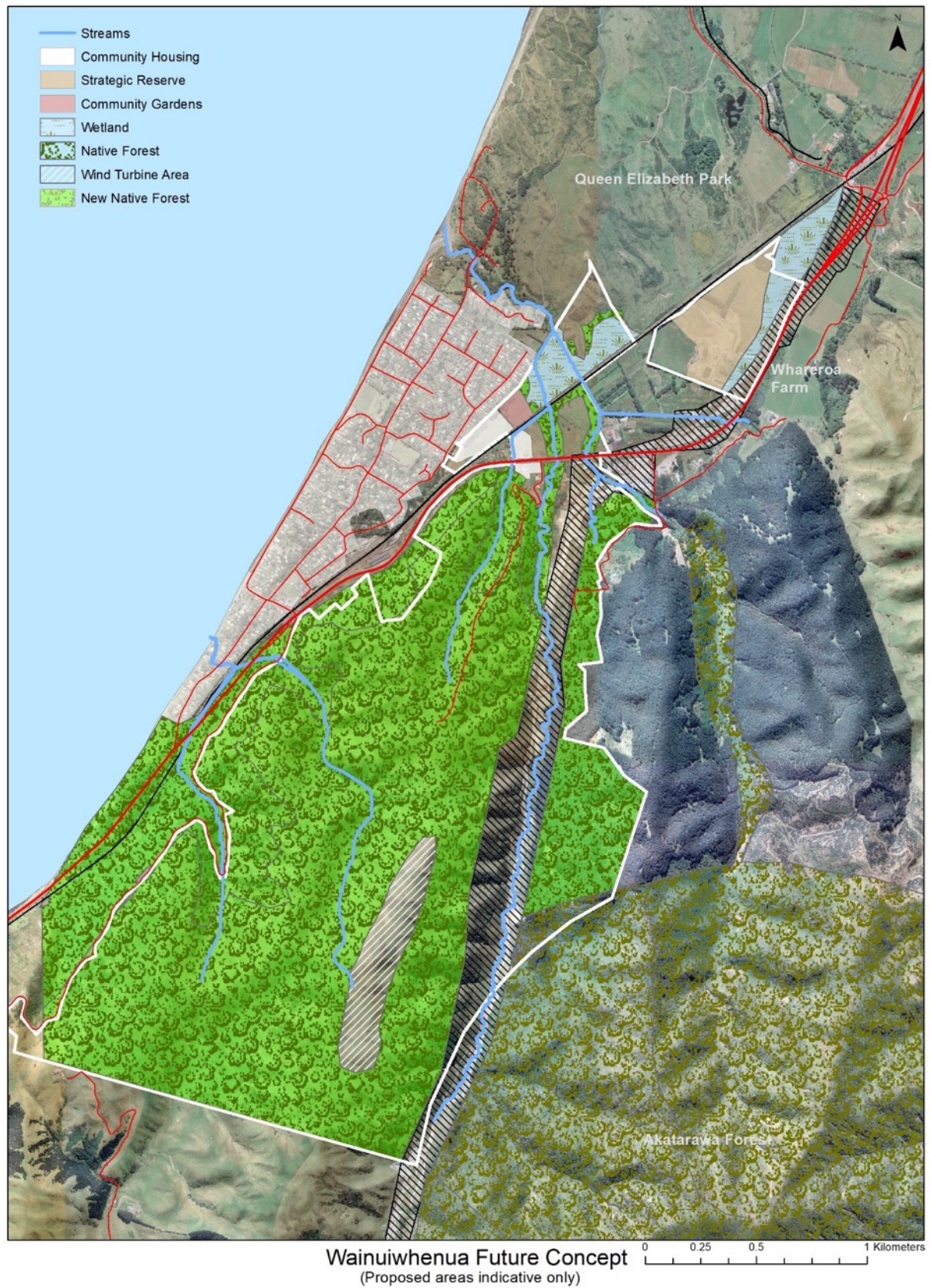
<sup>18</sup> These numbers are approximate at this stage. See footnote 2.

<sup>19</sup> A comprehensive revegetation concept plan for most of this land is already in place. Nga Uruora (2013). *Perkins Farm Escarpment Revegetation: Nga Uruora Concept Plan*. <https://ngauruora.files.wordpress.com/2015/06/perkins-farm-restoration-28-november-final.pdf>

- *This action supports potential community and housing needs and climate change managed retreat.*
6. Investigate the heritage values and protection status of a range of sites southeast of SH1 with a view to establishing an historic precinct (this includes the Perkins' woolshed, farm house, WW2 fuel tank, radar station and kūmera pits on the ridgeline. Some of these sites are already legally protected under the Heritage New Zealand Pouhere Taonga Act).
    - *This action supports heritage conservation, and economic development.*
  7. Provide an area of the ridgeline west of the Transmission Gully route as a site for community wind turbines.
    - *This action supports renewable energy generation, and economic development.*
  8. Provide for a neighbourhood park and community gardens in the Tilley Triangle. Some of this could be part of potential housing development to the south of the Triangle and some could be in the open space areas in the middle of the Triangle that are subject to ponding.
    - *This action supports community well-being.*
  9. Transfer a small area of land adjoining Queen Elizabeth Park as a Reserve (as already negotiated between the Greater Wellington Regional Council, Department of Conservation, and NZTA).
    - *This action supports nature conservation, ecological corridors, landscape protection and recreation.*

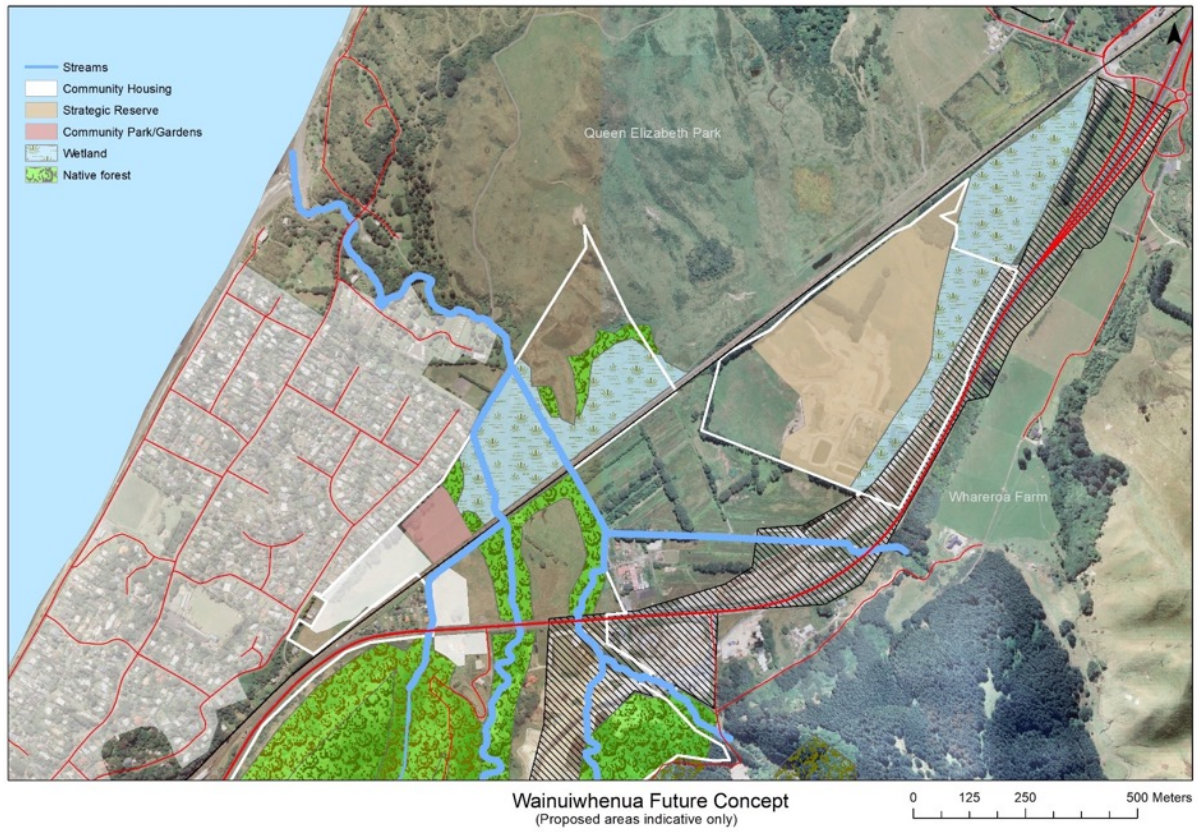


**Map 2: Future Concept - Whole Land Area**





### Map 3: Future Concept - Flat Land





## 9. How we aim to achieve this

The land in question is currently owned by NZTA. On completion of the Transmission Gully motorway construction, NZTA will decide what land they wish to retain for motorway management purposes and what land they wish to declare surplus. The surplus land would then enter a disposal process run by Land Information New Zealand (LINZ). The first step in this process is for LINZ to establish if there are other public agencies that would wish to retain the land in public ownership for public uses of the land, known as 'public works'. If this is the case and those agencies are prepared to meet an agreed valuation of the land then a transfer of ownership can be negotiated.

We have set out a package of public works in our proposal. There is no one government agency that wishes to manage all of them. Our proposal is to have KCDC take the lead role. KCDC is the public agency best placed to coordinate these public uses in the interests of the Kāpiti community. The leadership by KCDC would happen in two phases. First, exploring the proposal with other government agencies and assessing its feasibility, including the willingness of agencies to fund part of the purchase. Second, leading the negotiations with LINZ (who will be disposing of the land for NZTA).

The assumption here has been that KCDC would not be funding the purchase of these lands but would instead coordinate the process. We have been very clear in saying to the Council managers and elected officers that while we have been seeking the time of council staff to work on this project we have not been looking to the council to contribute capital.

The exploratory phase of the process is to investigate the viability of the project. This includes the planning and coordination of the process and two funding questions. The first is funding for purchase – working with government agencies such as the Department of Conservation, Greater Wellington Regional Council and the Ministry of Housing and Urban Development, to establish their specific interests in the project and funds that might be available to support the purchase of the land.

The second is operational funding – assessing what resources might be available to support the management and restoration of the land. This would be needed to cover such costs as weed and pest control, fire control, recreation development. The assessment would include government and community-based funding sources for restoration, tree planting, and recreation development, as well as income from uses of the land such as licences and concessions for a wind farm and communications towers and potential carbon credits.

The Wainuiwhenua proposal, and the recommendation that KCDC take the lead, has been put to candidates in the Kāpiti district during the recent local body elections and has been widely supported. It is expected the initial exploratory stage will take until at least the middle of 2020 and the land will be declared surplus some time after that. Then negotiations would begin.

The Wainuiwhenua Working Group has also looked closely at a second option for securing these lands in public ownership. This is where Ministers could agree to transfer the land from one department to another in what is called a Ministerial Crown Balance Sheet Transfer. This may be an option if the Public Works Act route proves particularly difficult. However, there are a number of complications with the Balance Sheet Transfer approach. It would still rely on NZTA being compensated for the land (it is not nil cost). It is at present only used for transfers between LINZ and the Department of Conservation, so all the land would need to be judged to be of high conservation value or new departmental processes would need to be established, and some land or some uses (such as housing or energy generation) would not qualify under the current rules. For these reasons we consider this to be a fall-back approach to be initiated if the Public Works Act approach is not fruitful.

## 10. Issues and questions

In the course of developing these proposals a number of issues and questions have been raised. These have come from both inside the working group and in wider community discussion. Many of these issues are set out below. We have tried to briefly canvas the different perspectives on these issues. Some of these are more technical questions. Where possible, detailed material has been footnoted.

### *Paekākāriki housing needs are not clear*

One argument raised in response to a draft of these proposals is that the need for additional housing on new sites in Paekākāriki has not yet been clearly established.

The view of the Paekākāriki Housing Trust is that demand for housing in the village remains high for a range of reasons.<sup>20</sup> It is increasingly difficult for middle- and low-income people in the community to remain in rental properties or to imagine buying houses in the community. There is a lack of affordable and appropriate housing for elderly residents. The Housing Trust's objectives are to help ensure a strong, diverse and connected community, by assisting those people in need to access affordable and appropriate housing, and to recognise mana whenua's special connection to the land. It is the diversity of the community that is at risk through the rising demand for housing in Paekākāriki and the physical constraints on providing additional houses. This pushes out middle- and low-income families and affects the viability of the school. The Housing Trust was established to address this challenge. The relatively small sites suggested for housing in this proposal are the best opportunity to provide new locations for social and affordable housing, including meeting the needs of Ngāti Haumia ki Paekākāriki.

The Housing Trust and KCDC are working on housing needs assessments. These will provide useful data on existing needs within the community and how they might be met from existing or new housing.

### *The impact of additional housing on the Wainui stream*

A concern has been raised that additional housing in the catchment of the Wainui Stream should be avoided because of the negative impacts this could have on the stream ecosystem. For context, at present about 27ha of housing in Paekākāriki village lies within the Wainui Stream catchment. The total catchment area is about 784ha.<sup>21</sup> The small housing sites being proposed would add up to about another 4-5ha of development within the catchment.

The Wainui Stream is listed by the Greater Wellington Regional Council as a river with significant indigenous ecosystems.<sup>22</sup> At-risk fish species found in the stream include giant

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<sup>20</sup> These include factors within the community and pressures from outside. The community is aging and household sizes are reducing; fewer people live in the same number of homes. The housing stock comprises a relatively uniform set of 3-4 bedroom family homes and this mix is hard to change to meet changing family needs. The opportunities for more housing are constrained by the boundaries formed by the sea, Queen Elizabeth Park and the escarpment, as well as the limits on housing density due to having a septic tank waste system. External factors pushing up prices include the general market pressure on housing, especially for coastal properties, and the improved access to the village from the Transmission Gully motorway.

<sup>21</sup> Hughes, P (2014) Wainui Catchment Status Report Draft Version 3 for the Friends of Paekākāriki Streams <http://www.opengeo.co.nz/GrowPaekākāriki/WainuiReport14.pdf>

<sup>22</sup> Greater Wellington Regional Council (2015), *Proposed Natural Resources Plan for the Wellington Region*, Schedule F1, p.352. <http://pnrp.gw.govt.nz/assets/Uploads/Proposed-Natural-Resources-Plan-for-the-Wellington-Region-July-2015.pdf>

kokopu, koaro, longfin eel, redfin bully, and torrentfish. The stream is especially important culturally to Ngāti Haumia ki Paekākāriki, particularly for mahinga kai.

Wainui stream is in mixed condition but is improving and has the potential to be further restored. Good things are happening in the catchment. Stock have been removed from the hills and the flats and, after the construction of the motorway, the sediment loads will be reduced and the slopes of the Te Puka stream will be planted in trees. Fish passage is currently blocked or hampered by a number of obstructions but government agencies have developed a coordinated plan to remedy this over time. Following the completion of the motorway and securing public ownership of stream margins there is great potential for further enhancements to the quality of the stream by revegetating its banks and establishing wetlands.

Any additional housing in the Wainui catchment will have an impact through additional pollution in stormwater runoff, wastewater discharge into groundwater, and demands for additional water supply.<sup>23</sup>

The issues to be considered are:

- How to accommodate a balance of uses within the catchment and ensure these impacts are of a small scale, relative to the improving health of the whole stream ecosystem
- How to best manage any housing development to largely avoid or remedy potential impacts
- How to restore the stream and re-establish wetlands, in the places where previous development has had the greatest impact, by using the mix of protection, restoration and development in these proposals to best effect.

The Paekākāriki Housing Trust has partnered with Victoria University of Wellington (VUW) on research to consider these issues.

#### *The impact of additional housing on the water supply resilience of Paekākāriki*

A concern has been raised that additional housing will result in increased water consumption. This would lead to increased water take from the Paekākāriki supply in the upper reaches of the Wainui Stream, particularly of concern in times of low summer flow.

It would be important to manage the risks involved by reducing the water supply demands of new housing, perhaps by requiring onsite storage, and looking at different supply options, to maintain the resilience of supply and the health of the Wainui stream ecosystem. This is needed also in the face of a possible increase in the frequency of droughts due to climate change.

Some additional context is also relevant here. As a result of water metering and other KCDC water conservation efforts including closer monitoring and repair of leaks, peak

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<sup>23</sup> MFE (2019), Our environment is polluted in urban areas <https://www.mfe.govt.nz/Environment-Aotearoa-2019-Summary#issue-5>.

NIWA (2015), Urban streams water quality state and trends <https://www.mfe.govt.nz/sites/default/files/media/Fresh%20water/urban-streams-water-quality-state-and-trends-report.pdf>

consumption from the Paekākāriki water supply has reduced over the past decade by almost a quarter.<sup>24</sup> Summer water-use restrictions in the village have been lifted.

The Housing Trust/VUW research will also consider this issue.

*The proposals may not protect 'versatile' soils*

There are known to be areas of high quality productive soils<sup>25</sup> on the land occupied by Sang Sue's market garden and in the gardens of Tilley Rd residents who occupy part of the Tilley Triangle land. These soils may also be present in other areas of flat lands involved in this proposal. Some of these, as with Sang Sue's, may be subject to ponding. Sampling would be required to establish the extent of these soils.

Concern has been expressed that these soils need to be protected from further development. Existing protections are relatively weak.<sup>26</sup> However, in general, these proposals do not involve developing land that may involve versatile soils. Most of these soils are on land subject to ponding. This land is not proposed for development. The Sang Sue land is in market gardens; the private gardens in Tilley Rd are already 'developed'. There may be some land with productive soils in one of the sites proposed for possible housing development (at the southern end of Tilley Triangle). This needs to be explored further and will be included in the Housing Trust/VUW research.

*The impact on plans for Tilley Triangle neighbourhood park and community gardens*

Multiple uses have been proposed for parts of the Tilley Triangle land. These include restored wetlands and mahinga kai, flood management works, a neighbourhood park (for which multiple uses have been suggested),<sup>27</sup> community gardens, and housing at the southwest end.

About half of the Tilley Triangle at the north-east end is subject to ponding after heavy rains. This area is crossed by Te Puka Stream (also known as Smith's Creek) and Wainui

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<sup>24</sup> In the six years from 2007 to 2013, the annual peak consumption of water in Paekākāriki averaged 709 litres per person per day (LPD). In the following six years, from 2013 to 2019, the average dropped to 550 LPD. This is a drop of 22 per cent but is not yet at the council target of 490 LPD. Data drawn from the annual Kāpiti Coast Water Conservation Reports: <https://www.kapiticoast.govt.nz/services/a-z-council-services-and-facilities/water/water-supply-annual-reports/>

<sup>25</sup> New Zealand's best soils are called 'versatile' or 'high-class'. They supply the nutrients required for optimum plant growth, and are good for growing food. Their area is limited (about 5.5% of New Zealand). <https://teara.govt.nz/en/soils/page-9>

<sup>26</sup> Valuing and protecting versatile soils or the productive potential of land has been an objective in successive Kāpiti Coast District Plans. However the current Plan does not zone the flat lands affected by the Wainuiwhenua proposals or the Sang Sue property in ways that recognise these soils and the related productive potential. These are zoned as 'rural dunes' whereas the Kāpiti Coast District Plan zones the most productive land in the district in a 'rural plains' zone. <https://www.kapiticoast.govt.nz/media/36377/chapter-7-pdp.pdf>

A National Policy Statement is being developed to support greater protection from development of Highly Productive Land. However, the initial discussion document focuses on large commercial blocks of productive land and does not appear to provide a push for the Council to extend its current zoning approach onto small pockets of land. Ministry for Primary Industries and Ministry for the Environment (2019) *Valuing Highly Productive Land: A discussion document on a proposed national policy statement for highly productive land*. <https://www.mpi.govt.nz/dmsdocument/36624-discussion-document-on-a-proposed-national-policy-statement-for-highly-productive-land>

<sup>27</sup> These suggested community uses include: playground, open space, walking trails, southern extension to Te Ara o Whareroa shared path, Memorial Hall relocation site in the event of significant coastal erosion, basketball court and skateboard park, peace celebration, gardening education and residents' horse grazing/riding.

Stream. We imagine three rough zones for the Tilley Triangle (see Map 3, in section 8). The northern portion would be restored as wetlands and mahinga kai and also be used for flood management to the extent this is necessary. A middle section, subject to some occasional ponding, could be used for some elements of the neighbourhood park and community gardens and, with careful planning, the southwestern half of the Triangle could be used for a blend of community purposes and social and community housing. It is important to develop an integrated plan for the whole of the Triangle to restore the stream environment and provide for a mix of community benefits, including housing.

#### *Will there be enough resources to support this approach?*

At the initial meeting with government agencies in December 2018 it was clear that many agencies had interests in the land, waters and ecosystems involved, such as Greater Wellington Regional Council, Department of Conservation, and Housing New Zealand, but the interests were not a high enough priority for any of the agencies to take on the lead role. What still needs to be tested is the extent to which they will fund or enable the particular priority interests they do have. This is the next phase for KCDC and the Wainuiwhenua Working Group: exploring these possibilities with all of the agencies involved.

#### *How much energy or forest development?*

Our preferred option in the proposal is to reforest the hills behind Paekākāriki and encourage native vegetation to return. We also support the development of a community windfarm on the ridge to the west of the new motorway.

There are other development opportunities and also concerns about some of these. These possible developments are relevant for two reasons: 1) they are potential sources of income which can support the management of these lands and waters, and 2) they each have impacts that need to be considered.

The wind turbines would generate renewable energy for the district. They would also pay a lease for the use of the site. This lease income, and similar charges for the communication towers, would provide funds to support the revegetation and management of the land and streams. Suggestions for generating additional income have included honey production, planting trees for timber production and/or using some of the flatter tops for solar energy generation. A combination of these might also be possible.

The community wind farm of 3-5 turbines has received widespread community support with an on-line survey showing 97 per cent of respondents to be in favour.<sup>28</sup> Further work will be done on assessing and managing the impacts of the wind turbine proposal as it is progressed.

#### *Separate Mackays Crossing development?*

The block of about 15ha of flat land nearest to Mackays Crossing (currently being used by NZTA to store and process roading metal) has potential to be developed. We considered this as a potential site for housing, or commercial or other community uses, but it is both distant and disconnected from the existing village. Our suggestion here is to retain it as a strategic reserve that could be used in response to climate change impacts, such as coastal erosion and increased flooding, where homes, services and other facilities may need to be moved back from inundated sites. It is worth noting that it is not in the Wainui catchment but in the Whareroa catchment.

#### *Impacts of increased visitor facilities and use*

Paekākāriki village has benefited from—and also been under pressure from—increased visitor use, particularly from the opening of the Paekākāriki escarpment track in 2016

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<sup>28</sup> Paekākāriki Wind Turbines survey on behalf of the Paekākāriki Community Trust.



(which created parking problems in the village) and the Te Ara o Whareroa cycleway use. About 35,000 people have been recorded on the escarpment track in each of the past two years.<sup>29</sup> More visitors, attracted to Paekākāriki and Raumati as recreation destinations, will support local businesses and may put further pressure on facilities in these communities. Or they may balance reductions in demand caused by the new motorway reducing through traffic, particularly in Paekākāriki. These communities need additional conversations and planning about what type, use, and volume of visitor facilities they want, and how to use these changes to enhance these communities.

## 11. Iwi and community choices

We are seeking from the community your views on two parts of this report in particular:

- Do you support or oppose the draft proposals set out in Section 8 above, “Draft Proposals”?
- What responses do you have to the outstanding issues and questions set out in Section 10 above, “Issues and Questions”?

We also seek any other comments you may have.

## 12. Process from here

This consultation is the first of three steps in this phase of the project.

### 1. Consult

Consult with the community and iwi and reach general agreement on the preferred outcomes.

### 2. Partner

Present these agreed proposals to KCDC in December, formalise the partnership between the Wainuiwhenua Working Group and KCDC, and seek KCDC’s agreement to working together to investigate the viability of the approach.

### 3. Investigate

Explore how to advance these proposals with central government agencies and the regional council.

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<sup>29</sup> Data from the Wellington Te Araroa Trust which operates a track counter on the walkway. Comparable data is not available for the cycleway.

### Have your say

Come to our [public hui](#), Sun Nov 17, 1-3pm, St Peter's Hall Paekākāriki

Complete our [online survey](#). (It might be best to complete this after the hui if you're coming, so you can listen to others' views and have your questions answered before responding). Paper copies available at Paekākāriki library.

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## Appendix One: Ngāti Haumia ki Paekākāriki - Interim working objectives for Wainuiwhenua

<i>Objective</i>	<i>We want to work on</i>	<i>We want to see</i>
<b>Healthy ecosystems</b>	Protect and enhance freshwater ecosystems	<ul style="list-style-type: none"> <li>• Restored waterways, wetlands</li> </ul>
	Habitat restoration	<ul style="list-style-type: none"> <li>• Hill country - cloaked in native forest</li> </ul>
	Species restoration	<ul style="list-style-type: none"> <li>• Birds (kakariki etc), Lizards, Plants</li> </ul>
	Linked and connected ecosystems	<ul style="list-style-type: none"> <li>• Connections from Wainui to the sea of protected native forest, waterways and other habitat</li> </ul>
<b>Kaitiakitanga</b>	Ngāti Haumia partnership - central to this project	<ul style="list-style-type: none"> <li>• Ngāti Haumia are a guiding partner in naming, interpreting and managing resources</li> <li>• Kaitiakitanga is demonstrated throughout management</li> </ul>
	Iwi knowledge - Matauranga Ngāti Haumia is integrated through the project	<ul style="list-style-type: none"> <li>• Opportunity and involvement as tangata whenua is provided throughout the project</li> <li>• The place and resources of Haumia are strong as a result of this project</li> </ul>
<b>Supporting our community</b>	Soil and water protection: flood and erosion risks impacting on the village are minimised	<ul style="list-style-type: none"> <li>• Stable vegetation cover established on vulnerable areas</li> <li>• Reduced impact of storm events</li> <li>• Management to avoid risks</li> </ul>
	Carbon and climate change resilience	<ul style="list-style-type: none"> <li>• Providing leadership in reversing the carbon footprint</li> <li>• Planting and wetlands for carbon sequestration</li> <li>• Landscapes that reduce impacts and mitigate extreme weather events</li> </ul>
	Cultural strength - Iwi / Community	<ul style="list-style-type: none"> <li>• Iwi and wider community stories and values demonstrated and interpreted in the way the land is used</li> </ul>
	Community housing	<ul style="list-style-type: none"> <li>• Affordable housing providing opportunity for Iwi and community to maintain the vitality of Paekākāriki in a way that is supported by the environment</li> </ul>
	Recreation and amenity	<ul style="list-style-type: none"> <li>• Diverse walking and cycling opportunities linked to Paekākāriki as a potential long-term regional recreation hub accessed by public transport</li> </ul>

<i>Objective</i>	<i>We want to work on</i>	<i>We want to see</i>
	Food production from versatile soils	<ul style="list-style-type: none"> <li>• Opportunities for moderate scale horticulture and cropping are retained on the best soils</li> </ul>
	Energy	<ul style="list-style-type: none"> <li>• Opportunities for long-term sustainable energy production are available where supported by the wider environment</li> </ul>
	Strong local economy	<ul style="list-style-type: none"> <li>• Activities and developments (housing, recreation etc) support and strengthen the local economy</li> </ul>

This land and the ecosystems it contains provide environmental and cultural resources that support the health and wellbeing of our village and our region. Both Ngāti Haumia ki Paekākāriki's early statements and community discussion support the concept that the protection and restoration of environmental values on this land comes first and that human development is fitted into this.

There is a strong indication from early discussions that this project can show leadership and a model of integrated sustainable environmental and community development.

The management of this land provides a long-term regional opportunity that is driven by and supports local and regional aspirations.

## Appendix Two: Membership and work of the Wainuiwhenua Working Group

### *Membership of the Wainuiwhenua Working Group*

Co-Chairs: Jenny Rowan and Mayor K Gurunathan

Organisations represented: Ngāti Haumia ki Paekākāriki, Kāpiti Coast District Council, Paekākāriki Community Board, Perkins Whānau, Ngā Uruora, Friends of Queen Elizabeth Park, Guardians of Whareroa, Kāpiti Forest and Bird, Paekākāriki Housing Trust, Paekākāriki Community Trust, Grow Paekākāriki, Project Kākāriki, Friends of Paekākāriki Streams, Ground Truth, Wellington Gateway Group, Wellington Hang Gliding and Paragliding Group, Paekākāriki Orchards and Gardens, Ngāti Toa and the Kapiti Equestrian Advocacy Group.

Key individuals (not necessarily representing groups), Janet Holborow (Kāpiti District Councillor), Sophie Handford (Paekākāriki - Raumati Ward Councillor), Penny Gaylor (Greater Wellington Regional Councillor), Karl Farrell, Levi Farrell, Keith Johnston, Tina Pope, Andy McKay, Natasha Perkins, Holly Ewens, Stacey Gasson, Paul Hughes, Paul Callister, Graham Coe, Peter Rankin, Jennifer Martin, Grant Nichols, Barbara Chalmers, Dave Chalmers, Olly McCahan, Trish Sarr, Russell Bell, Bride Coe, Sally Rawnsley, Adrian Turner, Spencer Crocker, Tina Larsen, Nicola Morgan and Peter Davis.

### *Work of the Wainuiwhenua Working Group in 2019*

Work to date includes:

- Regular, monthly meetings
- Active collaboration with stakeholders from the beginning, including:
  - partnering with Ngāti Haumia ki Paekākāriki and consultation with Ngāti Toa
  - strategic partnership with Kāpiti Coast District Council
  - consultation with Paekākāriki community via public hui in January, June and November
  - facilitation of meetings with interested groups and individuals (listed above)
- Establishing the following sub-working groups:
  - Land and business
  - Environment
  - Business
  - People
  - Communications
- Submission to review of the KCDC Open Space Strategy
- Submission to the KCDC Annual Plan.

The **Land and business group** has been working through Public Works Act issues, meeting with government agencies and ministers, and developing the business case for securing the land.

The **Environment group** has identified numerous potential environmental benefits arising from community ownership. This includes: allowing for the protection and enhancement of streams, wetlands and forests, as well as increased animal and plant pest control; allowing for the mitigation of some climate change impacts, especially through local reforestation acting as a carbon sink and reducing run-off from the hills; and allowing for amenity value through community access, recreation opportunities and protection of attractive landscapes.



The **People group** has been exploring the potential uses of the land. This could include: sustainable development of housing; recreation (walking, cycling, horse riding and other outdoor pursuits); protecting and enhancing heritage sites; providing for community food production and mahinga kai; arts and culture opportunities; education opportunities; neighbourhood park; windfarm; solar farm; and employment opportunities.

The **Communications group** has been working to spread the word and has secured the support of councillors during the recent local body elections.

### Appendix Three: Management zones from Ground Truth report<sup>30</sup>

Zone	Location	Features	Best use / development
<b>1. Integrated flood management (17.9ha)</b>	East of the north end of Tilley Road, to the Railway and around the area of the Sang Sue property	Low lying Occasional flooding / ponding Good quality soils - sandy loam Close proximity to Paekākāriki and QEP	Avoid permanent structures or uses Suitable soils for market gardening and possibly horticulture Wetlands
<b>2. Flow path management (4.9ha)</b>	Sloping areas around the current SH1 location and northwest from Perkins woolshed to the railway.	Gravel outwash fan from hills Spreading flood channel in flood events Gravelly sand soils Sloped and naturally drained	Management of flood channel to protect adjacent areas Maintenance of gravel stream biodiversity values Gravel management
<b>3. Flexible development (17.7ha)</b>	3-4 areas, around and north of Betty Perkins Way, small area east of houses on east side of railway, Sand dune area south of Mackays Crossing and east of railway line.	Away from major flood and other hazards Adjacent to infrastructure Often significantly modified	Human development - housing etc Integrated cluster housing Developed sports park or open space
<b>4. Hill country protection and amenity (351.1ha)</b>	Major portion on hill country east of Paekākāriki, making up previous Perkins' Farm.	Steep and exposed to wind Important downstream values including housing and aquatic ecosystems High local recreational opportunity Outstanding views Existing biodiversity remnants	Establishment of woody vegetation for catchment protection Carbon, honey, non timber forest products Recreation Activities undertaken with attention to amenity and soil and water protection
<b>5. Biodiversity networks (62.5ha)</b>	Areas of established native forest, mainly on western escarpment and gullies.	Remnant native vegetation in gullies and on the escarpment Includes coastal kohekohe forest Waterways through the area	Protect and restore native vegetation, aquatic ecosystems and other biodiversity Expand and link habitat across the area

<sup>30</sup> Handford, Peter (2019), NZTA Land Paekakariki Scoping Report

Zone	Location	Features	Best use / development
<b>6. Water supply</b>	Wainui stream south east of the new motorway development Treatment plant, reservoir tank and piping within area.	Key village infrastructure	Protect and restore native forest cover (pest control etc) Restoration of permanent native vegetation in sensitive areas Possible development of other supply catchment areas over time (expand zone)
<b>7. Culture and heritage</b>	In vicinity of Perkins' woolshed, farm houses, and WW2 fuel tank.	Important early buildings and structures	Protection of key sites and buildings / structures Public interpretation as appropriate Coordinated access and interpretation of historic sites
<b>8. Motorway infrastructure (71.5ha)</b>	Motorway designation area	Motorway and associated infrastructure for storm water and sediment management.	Maintain motorway infrastructure Maintenance of stormwater protection assets