



RĀRANGI TAKE AGENDA

Te Komiti Āhuarangi me te Taiao | Climate and Environment Committee Meeting

I hereby give notice that a Meeting of the Te Komiti Āhuarangi me te Taiao | Climate and Environment Committee will be held on:

Te Rā | Date: Thursday, 22 May 2025

Te Wā | Time: 9.30am

**Te Wāhi | Location: Council Chamber
Ground Floor, 175 Rimu Road
Paraparaumu**

**Rach Wells
Group Manager People and Capability**

Kāpiti Coast District Council

Notice is hereby given that a meeting of the Te Komiti Āhuarangi me te Taiao | Climate and Environment Committee will be held in the Council Chamber, Ground Floor, 175 Rimu Road, Paraparaumu, on Thursday 22 May 2025, 9.30am.

Te Komiti Āhuarangi me te Taiao | Climate and Environment Committee Members

Cr Jocelyn Prvanov	Chair
Cr Sophie Handford	Deputy
Mayor Janet Holborow	Member
Cr Glen Cooper	Member
Cr Liz Koh	Member
Cr Shelly Warwick	Member
Mr Christian Judge	Member
Mr Michael Moore	Member
Mr Glen Olsen	Member
Mr Tim Sutton	Member
Mr Simon Black	Member
Mr Huriwai Paki	Member
Ms Kim Tahiwī	Member
Ātiawa ki Whakarongotai Representative	Member

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1 NAU MAI | WELCOME**2 KARAKIA A TE KAUNIHERA | COUNCIL BLESSING**

I a mātou e whiriwhiri ana i ngā take kei mua i ō mātou aroaro *As we deliberate on the issues before us,*

E pono ana mātou ka kaha tonu ki te whakapau mahara huapai mō ngā hapori e mahi nei mātou. *We trust that we will reflect positively on the communities we serve.*

Me kaha hoki mātou katoa kia whaihua, kia tōtika tā mātou mahi, *Let us all seek to be effective and just,*

Ā, mā te māia, te tiro whakamua me te hihiri *So that with courage, vision and energy,*

Ka taea te arahi i roto i te kotahitanga me te aroha. *We provide positive leadership in a spirit of harmony and compassion.*

3 WHAKAPĀHA | APOLOGIES**4 TE TAUĀKĪ O TE WHAITAKE KI NGĀ MEA O TE RĀRANGI TAKE | DECLARATIONS OF INTEREST RELATING TO ITEMS ON THE AGENDA**

Notification from Elected Members of:

4.1 – any interests that may create a conflict with their role as an elected member relating to the items of business for this meeting, and

4.2 – any interests in items in which they have a direct or indirect pecuniary interest as provided for in the Local Authorities (Members' Interests) Act 1968

5 HE WĀ KŌRERO KI TE MAREA MŌ NGĀ MEA E HĀNGAI ANA KI TE RĀRANGI TAKE | PUBLIC SPEAKING TIME FOR ITEMS RELATING TO THE AGENDA

6 NGĀ TEPUTEIHANA | DEPUTATIONS**6.1 ENERGISE ŌTAKI DEPUTATION**

Author: Evan Dubisky, Advisor Governance

Authoriser: Rach Wells, Group Manager People and Capability

TE PŪTAKE | PURPOSE

1 Leigh Ramsey of Energise Ōtaki will present to the Climate and Environment Committee.

NGĀ ĀPITI HANGA | ATTACHMENTS

Nil

7 NGĀ TAKE A NGĀ MEMA | MEMBERS' BUSINESS

- (a) Leave of Absence
- (b) Matters of an Urgent Nature (advice to be provided to the Chair prior to the commencement of the meeting)

8 HE KŌRERO HOU | UPDATES

8.1 PRELIMINARY INVESTIGATION INTO INCLUSIONARY ZONING

Kaituhi | Author: **Aastha Shrestha, Intermediate Policy Planner**

Kaiwhakamana | Authoriser: **Kris Pervan, Group Manager Strategy & Growth**

TE PŪTAKE | PURPOSE

- 1 In follow-up to Council's resolution to make Plan Change 2 – Intensification (PC2) operative, this paper provides a report-back on inclusionary zoning and seeks discussion on the value of and support for Council officers taking a lead in the development of a regional approach given:
 - a) findings from preliminary investigation initiated in 2023 into the potential for inclusionary zoning to help deliver affordable and inclusive housing outcomes in Kāpiti; and
 - b) national and international examples, key implementation considerations, and the rationale for supporting a regionally coordinated approach to inclusionary zoning.

TAUNAKITANGA | RECOMMENDATIONS

- A. That the Climate and Environment Committee:
 - A.1 Note the findings of the preliminary investigation into inclusionary zoning (attached in Appendix 1) and its relevance to Kāpiti's affordable housing objectives / outcomes.
 - A.2 Discuss and provide direction and/or support for Council taking a lead role in the development of a regional approach to inclusionary zoning, through collaboration with the Wellington Regional Leadership Committee (WRLC), while remaining open to alternative options if regional efforts stall.

TŪĀPAPA | BACKGROUND

- 2 Housing affordability remains a critical issue in Kāpiti and across New Zealand. Of note:
 - 2.1 The Council's Housing Needs Assessment and the subsequent Housing Strategy 2022 identified that while population growth and housing pressures continue to rise, access to affordable, secure, and diverse housing has not kept up, particularly for low- to moderate income-households¹.
 - 2.2 The Strategy identified seven focus areas for addressing housing challenges, including housing affordability. One of the actions under this focus area was to explore Inclusionary Zoning to support tenure diversity and increase housing supply. It also encouraged partnerships with iwi, Community Housing Providers (CHPs), and other local partners to enable collaborative housing delivery.
 - 2.3 Further to this, the 2023 Housing and Business Development Capacity Assessment (HBA)² confirmed that while there is sufficient zoned capacity to meet projected housing demand, significant challenges remain around development feasibility and the delivery of affordable homes. This underscores the need for planning tools that not only enable growth but also secure affordable outcomes.
- 3 In August 2023, when the Council resolved to make Plan Change 2 – Intensification (PC2) operative, its limited scope meant that broader urban development matters (like exploring tools for diverse housing) were deferred. As a result, staff committed to investigating inclusionary zoning as a complementary planning response to support the provisions

¹ Kāpiti Coast Housing Strategy 2022: <https://www.kapiticoast.govt.nz/media/a2dn2wvp/housing-strategy.pdf>

² Kāpiti Coast HBA 2023 is available here: https://wrlc.org.nz/wp-content/uploads/2024/04/HBA3-CHAPTER-5-Kapiti_16.02.24.pdf

enabled by PC2³ and contribute to more affordable and inclusive housing outcomes aligned with the district's strategic housing objectives. With PC2 now operative, and as part of the Council's Future Urban Development Plan Change pathway, there is now an opportunity to consider and investigate additional planning tools such as inclusionary zoning, that could complement intensification and contribute to more affordable and inclusive housing outcomes in Kāpiti.

- 4 Within the national and regional context, our Council has taken proactive steps to strengthen its local housing system and improve affordability outcomes. In particular:
 - 4.1 In 2023, the Council formalised Kāpiti Housing Solutions Trust (the Trust) as a local vehicle for delivering social and affordable housing. Its establishment followed the Council resolutions endorsing a partnership-based approach to housing delivery.
 - 4.2 The Trust now provides an institutional home for progressing community-led housing projects and is expected to serve as a key delivery partner in any future Inclusionary Zoning or Inclusionary Housing framework. By aligning with the Trust, the Council can leverage trusted delivery expertise while ensuring that affordability outcomes are secured and maintained over time.
 - 4.3 In 2024, the Council launched a Community and Affordable Housing Seed Fund, offering up to \$200,000 to support iwi, social enterprises, and CHPs wanting to develop housing initiatives.
 - 4.4 Alongside its Housing Strategy and other targeted initiatives, these investments reflect an evolving approach to housing delivery, which recognises the need for both regulatory tools and resourced delivery mechanisms to respond to local housing needs.
- 5 However, due to the complexity of factors contributing to the housing crisis, increasing housing supply alone will not be enough to ensure that homes become more affordable (especially for low- to moderate-income households), without additional targeted mechanisms to direct delivery towards genuinely affordable options. Inclusionary zoning is one of several additional levers that will need to be considered to more fulsomely address the housing crisis, and to deliver both supply and affordability.

HE TAKE | ISSUES

Scope for Inclusionary Zoning / Housing

- 6 Inclusionary zoning (IZ), also known as inclusionary housing, is a planning tool that enables councils to require or incentivise private developers to include affordable homes in residential or mixed-use developments. It is designed to integrate affordability into the development process and can be implemented through mechanisms such as district plan rules, resource consent conditions, or negotiated agreements.
- 7 IZ typically applies above a development threshold (commonly 10 or more dwellings) and allows flexibility in how affordable housing contributions are delivered. This may include on-site provision (generally preferred), off-site delivery, or financial contributions to a dedicated affordable housing fund (via Financial Contributions or Development Contributions).
- 8 Homes delivered through IZ are usually targeted towards households earning below the median income and secured as permanently affordable using legal mechanisms such as covenants, ground leases, resale caps, or shared ownership models to preserve affordability over time.
- 9 By capturing some of the land value uplift associated with zoning changes or intensification, IZ can ensure that new development contributes directly to affordable housing outcomes.
- 10 Effective IZ frameworks depend on clearly defined planning provisions, robust legal instruments, and partnerships with trusted delivery agencies such as Community Housing

³ As mentioned in the 10 August 2023 Council Report (para 52.4):

https://kapiticoast.infocouncil.biz/Open/2023/08/CO_20230810_AGN_2578_AT.htm#PDF2_ReportName_11034

Providers (CHPs) or housing trusts. Councils typically determine when and where IZ applies (often triggered by the scale of development) and how contributions are calculated and secured.

- 11 It is important to note that IZ is not seen as the same as social housing, nor is it a ratepayer-funded subsidy. It is a supply-side tool that leverages the private development process to secure a portion of affordable homes. The ongoing management and stewardship of these homes are typically undertaken by CHPs, iwi organisations, or housing trusts to ensure affordability is retained and appropriately allocated over time.

Preliminary findings from investigation

- 12 Several issues have been identified through the preliminary investigation that is outlined in paragraph 13 (below):
- 12.1 The current resource management framework does not explicitly support mandatory IZ, creating legal uncertainty around its enforceability under the RMA. This has been a key factor in several councils withdrawing or softening IZ proposals during plan-making processes⁴.
 - 12.2 Pursuing IZ at a local level (district-only approach) risks creating fragmented policy approaches, which can lead to market confusion, policy inefficiency, and conflict in managing regional housing pressures.
 - 12.3 Due to its technical nature, Inclusionary Zoning requires expert legal, planning and economic expertise to develop and implement it, including economic modelling, legal drafting, and ongoing compliance monitoring, which can place significant pressure on existing in-house staff resources.
- 13 Key areas of focus and points of note from the review are as follows:
- 13.1 Inclusionary zoning is used widely, and effectively, by international jurisdictions as a planning tool:
 - 13.1.1 IZ is used internationally to address housing affordability pressures and promote diverse communities, particularly in growing urban areas. Some examples include:
 - **Toronto, Canada:** IZ was introduced in 2021 and applies to Protected Major Transit Station Areas (PMTSAs). The policy requires between 5% and 22% of residential gross floor area in new developments to be affordable housing, depending on location and phasing⁵. Affordability is secured for 99 years through legal agreements.
 - **London, UK:** Affordable housing is delivered through “Section 106” agreements, where developers negotiate with planning authorities to provide 35%–50% of homes as affordable in qualifying developments. Nationally, Section 106 has been the dominant delivery mechanism, accounting for 47% of affordable homes in 2022–23 and 44% in 2023–24⁶. Developers build these homes and transfer them to housing associations (Registered Providers) for long-term management.
 - **Boston, USA:** The city’s Inclusionary Development Policy applies to developments of seven or more units. It mandates 13%–20%

⁴ The Community Housing Aotearoa (2024) report also corroborates this uncertainty, noting that while affordable housing is not excluded from the RMA, the specific mechanisms of Inclusionary Housing have not yet been tested in court, creating ambiguity for councils. See: <https://communityhousing.org.nz/wp-content/uploads/2022/10/FINAL-IH-PAPER-3.pdf>

⁵ Toronto City Council: <https://www.bennettjones.com/Blogs-Section/Toronto-City-Council-Adopts-Inclusionary-Zoning-Framework>

⁶ Unlocking Development in London – Planning and Regeneration Committee (March 2025):

<https://www.london.gov.uk/sites/default/files/2025-03/P%26R%20Ctee%20UDIL%20report%20-%20FINAL.pdf>

affordability⁷, with options for off-site delivery or in-lieu payments. Developers often partner with CHPs for implementation.

- **Johannesburg, South Africa:** A mandatory IZ policy introduced in 2019 requires at least 30% affordable units in residential developments of 20 or more. The policy is embedded in the city's spatial planning framework and applies to rezoning and development approvals. By late 2023, nearly 8,000 units had been approved under this policy⁸.

13.1.2 These international examples demonstrate the core components of effective IZ frameworks. Successful implementation depends on integrating IZ requirements within statutory planning instruments, tailoring affordability thresholds to reflect local housing market conditions, enabling a range of delivery options including on-site or financial contributions, and establishing clear mechanisms for ongoing monitoring, enforcement, and long-term affordability retention.

13.2 In New Zealand, inclusionary zoning is not yet widely used but interest is increasing in its use as a planning tool:

13.2.1 IZ is still emerging as a policy option in New Zealand. While it is not yet widely implemented, housing affordability pressures have prompted many councils to explore IZ as a tool to better align private development with public housing outcomes through the planning system.

- **Queenstown Lakes District Council (QLDC):** Since 2003, QLDC has implemented a form of Inclusionary Housing, requiring developer contributions (such as land, dwellings, or cash payments) for affordable housing⁹. These contributions are directed to the Queenstown Lakes Community Housing Trust (QLCHT), which provides affordable homes through long-term ground leases, capped resale pricing, and assisted ownership models like the Secure Home programme¹⁰.

In 2024, QLDC withdrew Plan Change 24, which proposed a mandatory IZ variation to the District Plan, following the Independent Hearings Panel's recommendation against it. The panel cited insufficient evidence and analysis of alternative options to address housing affordability¹¹.

- **Auckland Council** considered mandatory IZ during the development of its Unitary Plan in 2016 but ultimately withdrew the proposal due to legal uncertainty under the Resource Management Act 1991 (RMA). It now supports affordable housing through partnerships, voluntary negotiated agreements, and targeted infrastructure investment.
- **Tauranga City Council** employs site-specific negotiated agreements and planning incentives under the City Plan and Housing Accord. Although it has not introduced a formal IZ provision, it continues to secure developer contributions toward affordable housing delivery.
- **Waipā District, Waikato District, and Hamilton City Councils** are investigating IZ through plan change processes, supported by shared research and collaboration under the Future Proof Partnership. These councils are working toward a regionally aligned and legally defensible IZ framework, drawing from local conditions and shared policy goals.

⁷ City of Boston: <https://www.boston.gov/departments/housing/inclusionary-zoning>

⁸ Sourced from: https://www.econ3x3.org/sites/default/files/articles/Turok%2C%20Rubin%2C%20Scheba%20-%20A%20novel%20approach%20to%20building%20integrated%20cities_Feb24.pdf

⁹ Sourced from: QLCHT factsheet (November 2023): <https://www.qlcht.org.nz/assets/Inclusionary-Housing-Fact-Sheet.pdf>

¹⁰ QLCHT Secure Home Programme: <https://www.qlcht.org.nz/programmes/secure-home-programme/>

¹¹ QLDC report to withdraw: <https://www.qldc.govt.nz/media/pgdfg3nr/4-inclusionary-housing-variation-report.pdf> and Public Notice of the withdrawal: <https://www.qldc.govt.nz/media/thuky5/public-notice-cl-8d-withdrawal-inclusionary-housing-variation-final.pdf>

- **Wellington City Council (WCC):** In 2021, WCC explored implementing mandatory IZ through the Assisted Housing chapter of its Draft District Plan, however, the Council removed these provisions before public notification. The Council cited legal and procedural limitations under the RMA¹², indicating it did not provide a clear legal framework for enforcing mandatory IZ, leading to concerns about the feasibility and legality of such provisions.

Despite this, WCC plays an active role in the Wellington Regional Leadership Committee's (WRLC) Inclusionary Housing workstream. The WRLC, a partnership of councils, iwi, and central government in the Wellington-Wairarapa-Horowhenua region, aims to develop a consistent, coordinated IZ approach across the Wellington region¹³. This regional initiative builds on lessons learned from district-level experiences, including WCC's, to address housing affordability challenges collectively.

13.2.2 Community Housing Aotearoa (CHA) in its 2024 report, *Inclusionary Zoning – A Path Forward in Aotearoa New Zealand*¹⁴, highlights growing national interest in Inclusionary Zoning as a planning tool to address housing affordability. The report also identifies significant regulatory constraints, particularly the lack of explicit enabling provisions within the RMA, which creates legal uncertainty / ambiguity and limits councils' confidence to integrate IZ in their district plans.

13.2.3 CHA advocates for a national IZ framework to provide standardised eligibility criteria, enduring affordability mechanisms, and legal clarity to support defensible local implementation. Without such direction, councils face legal risk, inconsistent practice, and limited ability to translate planning-enabled growth into affordable housing outcomes.

13.3 New Zealand's existing legislative framework is complex and provides a degree of uncertainty for planning tools like inclusionary zoning at a district level:

13.3.1 Previous legislative frameworks have sought to enable councils to play a more active role in the delivery of affordable housing. The *Affordable Housing: Enabling Territorial Authorities Act 2008* provided a statutory mechanism for councils to require developer contributions, contingent on the preparation of a Housing Needs Assessment – a process already completed by the Council¹⁵. However, this Act was repealed in 2010 before it was fully operationalised¹⁶.

13.3.2 The subsequent *Housing Accords and Special Housing Areas Act (2013)* provided time-limited fast-tracking mechanisms with some affordability provisions but was repealed in 2022 without establishing a durable framework. These past efforts underscore the ongoing need for a lasting national mechanism to support affordable housing delivery.

13.3.3 More recently, national planning instruments such as the *National Policy Statement on Urban Development (NPS-UD)* and *Medium Density Residential Standards (MDRS)* have supported housing growth and intensification. However, they do not provide mechanisms to secure affordability through zoning.

¹² The section 32 report notes "the legal constraints in the RMA and its national direction on how 'inclusionary housing' methods can be applied in district plans" as a key reason for not proceeding with IZ at the time. p.32: <https://wellington.govt.nz/-/media/your-council/plans-policies-and-bylaws/district-plan/proposed-district-plan/reports/section-32-part-2-assisted-housing.pdf>

¹³ Regional Housing Action Plan 2022-27: https://wrlc.org.nz/wp-content/uploads/2022/04/WRLC-Regional-Housing-Action-Plan-2022-2027_web.pdf

¹⁴ Community Housing Aotearoa, *Inclusionary Housing: A Path Forward in Aotearoa New Zealand* (2024). Retrieved from: <https://wrlc.org.nz/wp-content/uploads/2024/02/FINAL-IH-PAPER-3-1.pdf>.

¹⁵ Kāpiti Coast Housing Needs Assessment 2022 was received by the Strategy and Operations Committee on 12 May 2022. The Council report is available at: https://kapiticoast.infocouncil.biz/Open/2022/05/SAOCC_20220512_AGN_2414_AT.htm#PDF2_ReportName_10273

¹⁶ Had the Act remained in effect, it would have provided a clear statutory foundation for councils to implement affordable housing policies, including mechanisms to secure Inclusionary Zoning-type contributions through the planning system.

13.3.4 The limited scope and duration of these measures demonstrate a continuing gap in robust, enabling legislation to support the large-scale implementation of Inclusionary Zoning. This further emphasises the need for regional coordination and strong advocacy for national reform, alongside alignment with higher-order policy instruments such as the Regional Policy Statement (RPS).

13.4 Coordination of a strategic response across the region, if not NZ Inc as a whole, is needed to effect real change:

13.4.1 The scale and complexity of housing affordability challenges across the Wellington region, as a microcosm of NZ Inc, highlight the need for a coordinated and strategic response. While Kāpiti's local initiatives lay important groundwork, the complexity and legal uncertainty surrounding IZ highlight the limitations of acting independently.

13.4.2 There is opportunity to work with other districts through the WRLC to progress a regionally aligned IZ framework to develop a shared legal and technical expertise, strengthen collective advocacy for legislative reform, and ensure consistency in planning approaches. This unified approach may also reduce litigation risk, which is more likely if councils act independently in the absence of a clear regional or national mandate.

13.4.3 Pooling legal, economic, and planning resources across the region would enable a more robust and defensible implementation. On the other hand, a fragmented approach risks undermining policy effectiveness, as developers may avoid affordability requirements by relocating to areas / jurisdictions without IZ provisions.

13.4.4 Establishing a regional direction would also align with the CHA's report, which highlights the value of regional collaboration in delivering more effective and enduring affordable housing outcomes. There is growing consensus that a shared approach reduces duplication, improves delivery, and provides developers with greater certainty.

13.4.5 For Kāpiti, IZ presents an opportunity to complement existing planning tools and contribute to more predictable delivery of affordable housing. Ongoing participation could ensure Kāpiti has a voice in shaping the policy direction and implementation model, and any future implementation may require alignment with, or amendments to, the Regional Policy Statement (RPS).

13.4.6 This preliminary investigation identifies that the district could both contribute to, and benefit from, a regional IZ framework, particularly through access to shared legal, technical, and delivery resources that align with local housing priorities.

13.4.7 However, regional collaboration may also bring risks, including reduced flexibility to tailor solutions to local conditions, possible delays due to misalignment with the district-specific needs, and dependence on shared resources. These may limit Kāpiti's ability to progress independently.

13.4.8 These risks reinforce the need for Kāpiti to maintain an active and visible role in shaping the regional framework while ensuring its ability to act locally if required. As such, the Council should remain open to exploring other mechanisms or fallback options if regional efforts do not progress as expected (if regional efforts stall or diverge from local needs).

13.4.9 Kāpiti has the opportunity to take a leadership role in progressing Inclusionary Zoning across the region. By contributing proactively to WRLC discussions and aligning regional framework with existing local mechanisms (such as the Kāpiti Housing Solutions Trust), the Council can help shape solutions that are both consistent and locally responsive. This approach enables Kāpiti to leverage regional capacity while maintaining ability to address its own priorities.

NGĀ KŌWHIRINGA | OPTIONS

- 14 The following table provides a summary of the benefits and risks related to Inclusionary Zoning to support the Committee's discussion today:

Kōwhiringa Options	Hua Benefits	Tūraru Risks
Option A: Collaborating regionally via WRLC's Inclusionary Zoning workstream <i>(Assessed as optimal)</i>	<ul style="list-style-type: none"> • Shares legal and technical resources • Supports regional consistency for developers • Reduces litigation risk through collective approach • Enhances collective advocacy for national reform • Retains ability to tailor or progress with local provisions if regional efforts stall • Positions the Council to take an active leadership role in shaping the regional framework 	<ul style="list-style-type: none"> • Dependent on WRLC prioritisation and pace • Potential misalignment with local priorities • Local momentum may be slowed by regional governance/committee process • Risk of reduced flexibility if a strong local leadership role is not maintained
Option B: Progress Inclusionary Zoning independently via a District Plan Change	<ul style="list-style-type: none"> • Allows direct control over policy design • Tailors provisions to Kāpiti-specific needs • Signals local leadership on housing affordability 	<ul style="list-style-type: none"> • High legal and resource burden • Greater litigation risk without national or regional mandates • May prompt developer pushback or relocation to other areas • Duplication of effort with other councils in the region
Option C: Maintaining status-quo (relying on existing tools and funding initiatives)	<ul style="list-style-type: none"> • No additional resourcing required • Utilises current partnerships (e.g. Housing Solutions Trust) • Avoids complexity of policy development 	<ul style="list-style-type: none"> • No guarantee of affordable housing delivery • Missed opportunity for strategic influence • Limited ability to secure affordability through planning • Greater long-term reliance on external funding

NGĀ MAHI PANUKU | NEXT STEPS

- 15 The Social Sustainability Committee (SSC) will consider a similar paper as discussed today, on the 19 June 2025, including a summary of feedback from this Committee on this matter.
- 16 Following this, on 24 July 2025, the Strategy, Operations and Finance Committee (SO&F) will be briefed on preliminary investigation findings as part of the "Report back on future District Plan changes and other potential actions arising from Council decisions on Plan Change 2".
- 17 If SO&F resolves to proceed with the option currently assessed as 'optimal' (refer to Option A in paragraph 14), then following next steps will occur:

- 17.1 Staff will engage with the WRLC to further explore regional inclusionary zoning opportunities that align with local housing delivery tools and emerging regional policy recommendations.
- 17.2 Report future updates as required to this Committee, the SSC, and SO&F, as regional work progresses and a potential framework is developed.
- 17.3 If regional alignment does not progress or fails to produce an implementable framework, Council officers would draft further advice regarding opportunity to progress district-level inclusionary zoning options or alternative planning interventions.

NGĀ ĀPITI HANGA | ATTACHMENTS

1. Presentation: Council briefing on Inclusionary Zoning [↓](#)

Preliminary Investigation on Inclusionary Zoning

Post-PC2 commitment to explore Inclusionary Zoning under the Future Urban
Development Plan Change programme

District Planning
22 May 2025

Prepared for the Climate and Environment Committee

**Strategy
and Growth**



Purpose of today's briefing



- ▶ Build on Council's Housing Strategy 2022 – identified Inclusionary Zoning as a key action
- ▶ Follow staff commitment post-PC2 to explore Inclusionary Zoning as a complementary tool
- ▶ Provide an overview of Inclusionary Zoning (what, why and how)
- ▶ Explore key elements and how they translate into practice
- ▶ Share insights from NZ and international examples
- ▶ Outline how other councils are progressing, and what's emerging at the regional level
- ▶ Prompt discussion on whether Kāpiti should remain engaged in shaping a shared, regional approach

Note: 'Inclusionary Zoning' (IZ) and 'Inclusionary Housing' (IH) are used interchangeably in this presentation. While IZ is more familiar in planning conversations, IH better reflects the focus on delivering affordable homes through these policies.



**Strategy
and Growth**

Kāpiti Coast
DISTRICT COUNCIL
Me Huri Whakamuri, Ka Titiro Whakamua



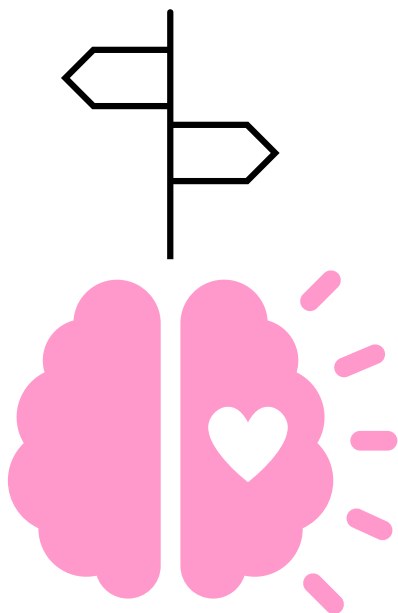
What is Inclusionary Zoning?

A planning tool that mandates or incentivises private developers to include Affordable Housing within new market-rate developments.

- Ensures housing is affordable and accessible for low- and moderate-income households (typically < 30% of income)
- Requires homes to be **permanently affordable**, not just at first sale or rent.
- Delivers real outcomes – new affordable homes, not just targets or subsidies
- Supports both affordable rentals and ownerships, depending on local needs
- Promotes inclusive, mixed-income communities and improves community resilience

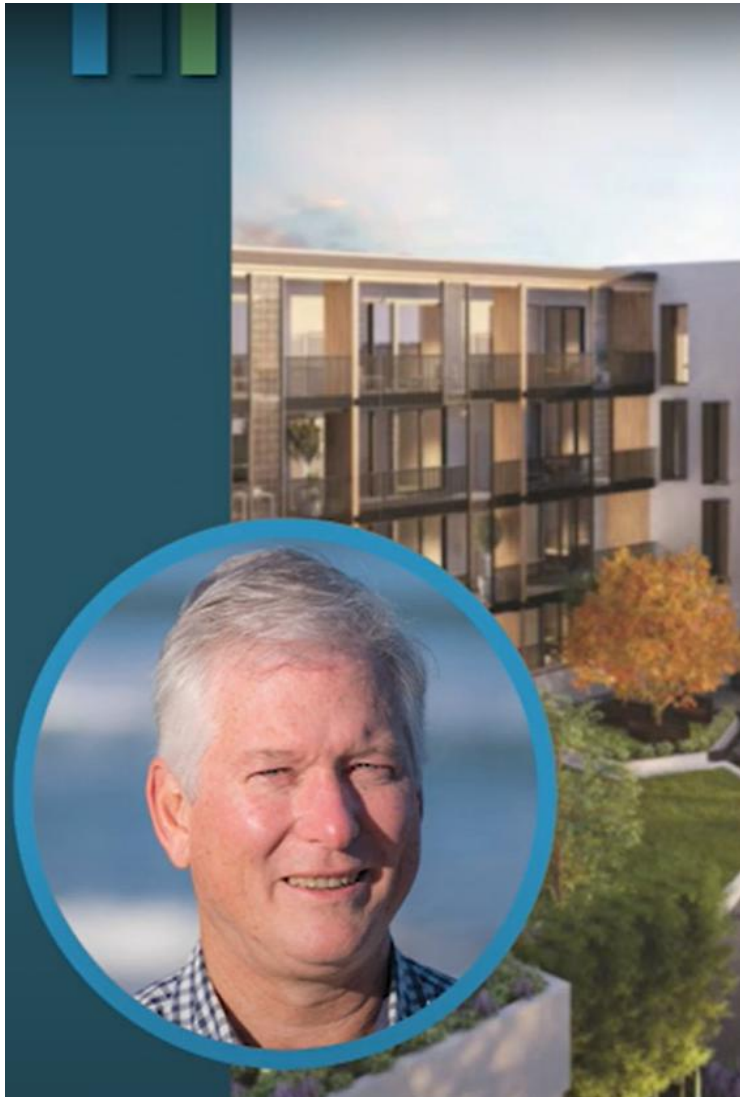


What is Inclusionary Zoning NOT?



- ✗ Not just social housing
- ✗ Not a temporary discount
- ✗ Not funded by rates or central government
- ✗ Not separate or segregated housing

Often misunderstood as ...	But in reality is ...
Social / emergency housing	A planning tool applies to private developments
A Council / ratepayer-funded programme	Paid by developers, not by council budgets
One-off discount	Homes stay affordable long-term
One-size-fits-all	Tailored to local needs and development patterns
A quick / temporary fix	A long-term supply-side solution
A housing waitlist solution	Focused on delivering new supply of affordable homes
A silver bullet	One of many tools in a broader affordable housing strategy



Why Inclusionary Zoning?

- The housing market in NZ (including Kāpiti) remains among the most unaffordable in the world
- Kāpiti's Housing Needs Assessment identifies a shortfall in affordable housing, particularly for households in the intermediate housing market
- IZ enables councils to capture land value uplift from planning changes and reinvest it into meeting that need
- **It works** – Well-designed IZ programmes overseas have consistently delivered affordable homes
- It offers a supply-side solution that complements other housing and wellbeing initiatives

"If not this, then what? If not now, then when?"

– **Chris Glaudel**

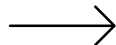
Deputy CEO,
Community Housing Aotearoa

How Inclusionary Zoning works



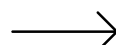
Policy setup

Local rules set
affordable housing
requirements



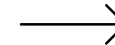
Development

Affordable homes
built in large
developments



Delivery

Affordability
preserved using
legal tools



Ongoing affordability

Managed by trusted
housing providers

Many IZ models allow flexibility – affordable homes may be delivered on-site, off-site, or via financial contributions into affordable housing projects elsewhere

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For successful implementation, IZ requires the following:

Key Elements		Enablers
1.	Affordability requirement	➡ Robust policy framework and mandates
2.	Defined eligibility criteria	➡ Based on local housing needs assessment
3.	Long-term affordability	➡ Legal retention tools (resale caps, ground leases, etc.)
4.	Delivery via new developments	➡ Flexible delivery options + feasibility testing (on-site, off-site, or FCs)
5.	Integration with planning system	➡ Enforced via District Plan and consent conditions
6.	Permanently affordable homes	➡ CHPs, land trusts or iwi housing entities
7.	Monitoring & enforcement	➡ Dedicated staff, tools, and systems to oversee
8.	Cultural and legal integrity	➡ Exempt Māori land under Te Ture Whenua Māori Act 1993
9.	Equitable outcomes across the region	➡ Regional alignment through shared frameworks and RPS direction enabling IZ across all districts

Turning Policy into Practice



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Preliminary Research – International Context

Canada – Toronto

- Mandatory IZ policies (2021) embedded in planning rules (transit station areas)
- 5-22% requirement phased in by 2030
- Applies to large-scale developments (typically >100 units)

UK – London (44,000 Affordable Homes in 2020)

- Affordable Housing negotiated via section 106 agreements (councils & developers)
- Typical targets 35-50%, depending on borough viability assessment

USA – Boston, San Diego (170k homes across 886 jurisdictions)

- Boston: Lowered threshold to 7 units; increased affordability to 17-20%
- San Diego: Mandated 10% IZ with on-site, off-site or in-lieu contribution options

Australia – South Australia & Sydney

- South Australia: 15% IZ target in new developments (since 2005)
- City of Sydney: IZ enabled via Voluntary Planning Agreements

South Africa – Johannesburg

- First South African city to adopt mandatory IZ (2019)
- 30% of affordable housing required for 20+ units projects

Key Lessons

IZ programmes work best when:

- supported by strong legislative frameworks
- tailored to local market conditions
- flexibility for developers
- reviewed and updated regularly
- aligned with housing need and feasibility
- incentives and delivery tools are provided

Preliminary Research – NZ Context

Queenstown Lakes District Council (QLDC)

- Proposed a mandatory Inclusionary Housing policy (IHP) in 2024
- Would have required developer contributions to affordable housing
- In July 2024, the IHP recommended withdrawal due to limited supporting analysis
- Council remains committed to housing affordability and is exploring alternative

Wellington City Council

- In March 2024, voted not to include Inclusionary Zoning in its District Plan
- Cited legal and practical complexities under current legislation
- Continues to explore other affordable housing mechanisms
- Early works has helped inform broader regional discussions through the WRLC

Waipā District Council

- Progressing Draft Plan Change 24 to add Inclusionary Zoning into its District Plan
- Partnering with Bridge Housing Charitable Trust to support delivery of affordable housing
- Focused on planning-led initiatives to improve housing affordability

Waikato District Council

- Developing a Housing Strategy with Inclusionary Zoning under consideration
- Aims to respond to local housing affordability and supply challenges
- Focused on long-term, strategic planning solutions

Hamilton City Council

- Collaborating with Waipā and Waikato District Councils (**Future Proof Partnership**)
- Aims to streamline policy, provide developer clarity, and support equitable housing supply across the region
- Emphasising coordinated growth planning

Key Lessons

- Councils tailoring IH to local needs
- Partnerships with CHPs are key to delivery
- Legal clarity for effective implementation
- Regional collaboration is emerging as a key strategy

Local and Regional Action on Affordable Housing



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Kāpiti Coast District Council

- **Housing Strategy (2022):** Local plan for affordability, diverse housing types, and partnerships:
 - Inclusionary Zoning (being explored as an affordability action)
 - Review of Older Persons' Housing portfolio (Council-funded)
- **Better Off Funding (BOF):** \$500K allocated to housing programme:
 - Affordable Housing Seed Fund (\$200K)
 - Data consolidation for Housing Needs Assessment update
 - Support for papakāinga initiatives
 - Kāpiti Rapid Rehousing Advocate
 - Additional Dwelling Guide
- **Affordable Housing Trust:** Kāpiti Housing Solutions
 - Established in 2023 with iwi and community partners (non-BOF)
 - Not decided to become a registered CHP at this stage

Wellington Regional Leadership Committee (WRLC)

- Exploring a regional Inclusionary Zoning approach
- Focused on shared planning, partnerships, and legislative advocacy

Key Issues limiting local action

Legal Uncertainty

- Legal clarity remains limited under current resource management framework
- Councils acting alone may face legal and policy risks

Economic Feasibility

- Requires balancing affordability with ongoing market viability
- Risk of deterring development and slowing housing supply if not well-calibrated

Developer pressure

- Risk of driving away development from the district

Resourcing and Capability

- Administering Inclusionary Housing stock (e.g. assessing eligibility, affordability monitoring, managing resale) is resource-intensive

Shared Housing Markets

- Housing need and market dynamics cross district boundaries



Why act now?

- IZ is a proven and adaptable approach
- Builds on strong momentum – Housing Strategy, BOF projects & Kāpiti Housing Solutions already underway
- Responds to growing community demand for affordability and action
- Leverages current regional work and a timely window to help shape emerging frameworks to influence emerging frameworks
- Enables more inclusive, mixed, and resilient communities

Why go together?

- Reduces pressure on individual councils by sharing responsibility
- Enables consistent, region-wide policy – avoids developer confusion and competition
- Unlocks shared expertise, legal advice, and data infrastructure
- Strengthens Council's ability to deliver on affordability and housing diversity objectives
- Builds on WRLC's existing work and momentum
- Strengthens advocacy for national legislative change

The Case for a Regional Approach



“Councils working together have a far greater chance of influencing national change than going it alone.”

- WRLC Housing Workstream Summary, 2023

Strategic Direction and Next Steps

- **Purpose:** Today's goal is to inform and prompt discussion
- **Regional context:** IZ is gaining traction across the Wellington region through WRLC
- **Kāpiti's position:** Ongoing participation ensures alignment with local affordability objectives
- **Opportunity:** Early involvement enables Kāpiti to influence the design of a coordinated framework
- **No decisions are sought today:** Further updates will follow as the regional work progresses
- **Contingency:** Should regional efforts stall, Kāpiti may explore district-level alternatives

You may wish to consider:

- Recommending that staff engage with WRLC on Inclusionary Zoning workstream
- Receiving further updates as the regional framework evolves
- Remaining open to local options if regional alignment proves unviable

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Extra Slides



“Permanently Affordable” example (QLCHT)

Example of “Permanently Affordable” housing mechanism

Queenstown Lakes District, New Zealand

Mechanism: Developer contributions (land, money, or dwellings) go to the Queenstown Lakes Community Housing Trust (QLCHT).

Retention:

- QLCHT uses models like Secure Home (99-year ground leases with resale restrictions).
- Buyers own the house but lease the land at a fixed affordable rate.
- When resold, the home must go to another eligible buyer, and the price is capped (indexed to inflation, not market value).

Result: Ensures affordability is locked in across generations, and assets remain in the community.

Source: <https://www qlcht.org.nz/programmemees/secure-home-programmeme>

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Key Elements of IH (detailed version)



POLICY SETUP & FRAMEWORK

- 1. Policy settings determined locally (or nationally)**
Councils set the rules on how many homes, how long they remain affordable, and who qualifies
- 2. Affordability is clearly defined**
“Affordable” is linked to income, not just market discounts
- 3. Applies only to larger developments**
Thresholds (e.g., 10+ dwellings) ensure proportionate application

IMPLEMENTATION IN PRACTICE

- 1. Affordable homes required in new developments**
Developers must include affordable homes in eligible developments
- 2. Flexible delivery options for developers**
Options may include on-site, off-site, or via financial / development contributions
- 3. Eligibility criteria based on local needs**
Targeted to specific income groups or employment roles
- 4. Enforced through Planning Framework**
Delivered via District Plans, or resource consent conditions

LONG-TERM DELIVERY & OVERSIGHT

- 1. Affordability is locked in over time**
Legal tools ensure ongoing affordability (e.g., resale caps)
- 2. Managed by trusted organisation**
Typically handled by CHPs or land trusts
- 3. Ongoing monitoring & enforcement**
Councils or partners oversee compliance and affordability over time

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8.2 PROGRESSING AN ENVIRONMENT STRATEGY

Kaituhi | Author: **Matthew Adamson, Strategic Advisor**

Kaiwhakamana | Authoriser: **Kris Pervan, Group Manager Strategy & Growth**

TE PŪTAKE | PURPOSE

- 1 To provide an update on work to develop an Environment Strategy, and seek feedback on the high-level content and ideas in advance of drafting and next steps.

TAUNAKITANGA | RECOMMENDATIONS

That the Climate and Environment Committee:

- A. **Note** that the Committee provided feedback on scope and phasing options on 8 April 2025.
- B. **Note** that the Strategy Operations and Finance Committee agreed a revised development approach for the Environment Strategy at its meeting on 15 May 2025 based on this feedback.
- C. **Provide feedback** on high level content ideas for the Environment Strategy as presented, in advance of drafting a document for targeted consultation from July 2025.

TŪĀPAPA | BACKGROUND

- 2 On 8 April 2025, this Committee discussed options for a revised approach to delivering the Environment Strategy¹⁷, noting the previous work that has occurred on the Environment Strategy since 2023, and dependencies affecting its progress.
- 3 This Committee provided feedback on options to progress the Strategy, noting a preference for Option One: to develop an overarching high-level strategy that consolidates existing strategic direction, identifies gaps for future work, and improves monitoring and partnerships. This would see an action plan developed after completing the Strategy. The Committee also expressed interest in exploring a phased approach to future reviews of the Environment Strategy, noting the distinct domains proposed for the Strategy.
- 4 On 15 May 2025, staff provided this feedback to the Strategy, Operations and Finance Committee (SO&F) and sought a decision on a revised development approach. SO&F endorsed preference for progressing Option One, to deliver the high-level strategy before the local body elections in October 2025. The SO&F paper included an indicative timeline for the Environment Strategy, which included undertaking public consultation from July 2025, ahead of Council considering the completed Strategy in September 2025. The paper highlighted several risks to delivering the Strategy within a compressed timeframe, including potential challenges to achieving appropriate engagement with iwi partners and key stakeholders.

HE TAKE | ISSUES

- 5 Staff are developing the draft Strategy to reflect the SO&F decision. A verbal update on progress will be provided at the meeting and staff will present potential strategy content for discussion with the CEC (this presentation will be tabled at the meeting). Feedback will be sought on the initial content, structure and direction presented.

NGĀ KŌWHIRINGA | OPTIONS

- 6 There are no options to be considered.

¹⁷ 8 April 2025, Climate and Environment Committee. *Item 8.3. Environment Strategy Approach*. https://kapiticoast.infocouncil.biz/Open/2025/04/CEC_20250408_AGN_2731_AT_WEB.htm

NGĀ MAHI PANUKU | NEXT STEPS

- 7 An open briefing for elected members is scheduled for 10 June 2025. This will provide a further opportunity for input into the strategy content once it is more developed. It will also provide more information on the planned public consultation in July.
- 8 A discussion with Te Whakaminenga o Kāpiti is planned for 17 June. Members will have the opportunity to review draft strategy content and provide advice to inform engagement with iwi partners.
- 9 Currently, Council officers expect to seek Council endorsement of the draft strategy content for consultation on 26 June 2025. This timeframe will be subject to engagement steps noted in paragraphs 7 and 8 (above). The compressed timeframes in which this strategy is being developed do not make it possible to utilise the CEC and SO&F at all key steps; and some decisions will be sought from Council to enable finalisation of the Strategy within the current triennium.

NGĀ ĀPITI HANGA | ATTACHMENTS

Nil.

9 TE WHAKAŪ I NGĀ ĀMIKI | CONFIRMATION OF MINUTES**9.1 CONFIRMATION OF MINUTES**

Author: Evan Dubisky, Advisor Governance

Authoriser: Rach Wells, Group Manager People and Capability

Taunakitanga | Recommendations

That the minutes of the 8 April 2025 Climate and Environment Committee meeting be accepted as a true and correct record.

NGĀ ĀPITI HANGA | ATTACHMENTS

1. Unconfirmed Minutes of 8 April 2025 Climate and Environment Committee [↓](#)

CLIMATE AND ENVIRONMENT COMMITTEE MEETING MINUTES

8 APRIL 2025

**MINUTES OF THE KĀPITI COAST DISTRICT COUNCIL
CLIMATE AND ENVIRONMENT COMMITTEE MEETING
HELD IN THE COUNCIL CHAMBER, GROUND FLOOR, 175 RIMU ROAD, PARAPARAUMU
ON TUESDAY, 8 APRIL 2025 AT 9.32AM**

PRESENT: Cr Jocelyn Prvanov (Chair), Cr Sophie Handford, Mayor Janet Holborow, Cr Shelly Warwick, Ms Kim Tahiwī, Mr Christian Judge, Mr Glen Olsen, Mr Tim Sutton
Via Zoom: Cr Glen Cooper, Mr Michael Moore, Mr Simon Black

IN ATTENDANCE: Deputy Mayor Lawrence Kirby, Cr Martin Halliday, Mr Darren Edwards, Mr Sean Mallon, Mr Jason Holland, Ms Steffi Haefeli, Ms Hara Adams, Mr Brendan Owens, Ms Kate Coutts, Ms Anna Smith, Mr Evan Dubisky, Mr Robbie Stillwell, Mr David Binstead, Ms Philippa Ross-James, Mr Fraser Miller, Ms Gina Anderson-Lister, Mr Matthew Adamson, Mr Damian Ryan, Mr Mark Martin

WHAKAPĀHA | Cr Liz Koh
APOLOGIES:

1 NAU MAI | WELCOME

The Chair welcomed everyone to the meeting.

2 KARAKIA A TE KAUNIHERA | COUNCIL BLESSING

At the invitation of the Chair, Cr Sophie Handford read the Council blessing.

3 WHAKAPĀHA | APOLOGIES

APOLOGY

COMMITTEE RESOLUTION CEC2025/8

Moved: Cr Jocelyn Prvanov

Seconder: Cr Sophie Handford

That the apology received from Cr Liz Koh be accepted.

CARRIED

**4 TE TAUĀKĪ O TE WHAITAKE KI NGĀ MEA O TE RĀRANGI TAKE |
DECLARATIONS OF INTEREST RELATING TO ITEMS ON THE AGENDA**

There were no declarations of interest relating to items on the agenda.

**5 HE WĀ KŌRERO KI TE MAREA MŌ NGĀ MEA E HĀNGAI ANA KI TE
RĀRANGI TAKE | PUBLIC SPEAKING TIME FOR ITEMS RELATING TO THE
AGENDA**

There were no public speakers at the meeting.

CLIMATE AND ENVIRONMENT COMMITTEE MEETING MINUTES

8 APRIL 2025

6 NGĀ TEPUTEIHANA | DEPUTATIONS

There were no deputations at the meeting.

7 NGĀ TAKE A NGĀ MEMA | MEMBERS' BUSINESS

- (a) There were no requests for a leave of absence.
- (b) There were no matters of an urgent nature.

8 HE KŌRERO HOU | UPDATES**8.1 WASTE MANAGEMENT & MINIMISATION PLAN (2023-2029) IMPLEMENTATION UPDATE**

Robbie Stillwell, Manager Waste Projects, and David Binstead, Senior Advisor Waste Minimisation, spoke to the presentation contained within the agenda and answered members' questions.

Kim Tahiwi left the meeting at 9.37am and returned to the meeting at 9:39am.

Michael Moore left the meeting at 10.10am and returned to the meeting 10.11am.

The Mayor left the meeting at 10.13am.

COMMITTEE RESOLUTION CEC2025/9

Moved: Mr Christian Judge

Seconder: Cr Shelly Warwick

That the Climate and Environment Committee:

- A. **Note** the update provided.

CARRIED

The Mayor returned to the meeting at 10.17am.

8.2 TRANSPORT PATHWAY NETWORK PLAN

Sean Mallon, Group Manager Infrastructure and Asset Management, Fraser Miller, Team Lead Walking, and Cycling, Philippa Ross-James, Senior Advisor Communications and Engagement, and Mark Martin, Team Leader Rooding Asset Management, spoke to the appended presentation providing an update on the Transport Pathway Network Plan, and answered members' questions.

Michael Moore left the meeting at 10.33am and returned to the meeting at 10.34am.

Michael Moore left the meeting at 10.36am and returned to the meeting at 10.37am.

Michael Moore left the meeting at 11.31am and returned to the meeting at 11.32am.

COMMITTEE RESOLUTION CEC2025/10

Moved: Mayor Janet Holborow

Seconder: Cr Shelly Warwick

That the Climate and Environment Committee recommend the Strategy, Operations and Finance Committee accept the Transport Pathway Network Plan.

CARRIED

CLIMATE AND ENVIRONMENT COMMITTEE MEETING MINUTES

8 APRIL 2025

Appendices

- 1 Transport Pathway Network Plan Presentation

The meeting adjourned at 11.39am and reconvened at 11.54am.

8.3 ENVIRONMENT STRATEGY APPROACH

Jason Holland, Acting Group Manager Strategy and Growth, Gina Anderson-Lister, Manager Strategy, and Matthew Adamson, Strategic Advisor, spoke to the presentation contained within the agenda and answered members' questions.

Michael Moore left the meeting at 12.02pm and returned to the meeting at 12.05pm.

Members provided feedback on the scope and delivery options for the Environment Strategy Approach.

COMMITTEE RESOLUTION CEC2025/11

Moved: Mayor Janet Holborow

Seconder: Cr Sophie Handford

That the Climate and Environment Committee:

- A. **Note** the base framework, principles and focus areas for the Environment Strategy were developed, in advance of work "pausing" in late 2024 due to delays in the progress of Te Whaitua o Kāpiti and pending changes from the Resource Management Act reforms.
- B. **Provide** feedback on Environment Strategy scope and phasing options (**Appendix One**).

CARRIED

9 PŪRONGO | REPORTS**9.1 REVIEW OF DRAFT CLIMATE MITIGATION STRATEGY AHEAD OF PUBLIC CONSULTATION**

Staff recommendation *E* within Item 9.1 on the agenda was revised by the Climate and Environment Committee, and staff recommendations *A* and *C* were removed.

COMMITTEE RESOLUTION CEC2025/12

Moved: Mayor Janet Holborow

Seconder: Cr Sophie Handford

That the Climate and Environment Committee:

- B. **Note** that this latest draft builds on recent feedback from the Strategy, Operations and Finance Committee, Council activity managers, and local climate community stakeholders.
- D. **Note** that early engagement with mana whenua partners, Council advisory groups and key stakeholders is planned, ahead of formal public engagement in May 2025.
- E. **Note** that this draft strategy will go to the Strategy, Operations and Finance Committee on 15 May 2025 for approval for public consultation.

CARRIED

The Chair advised that members may provide feedback regarding the draft strategy to Cr Sophie Handford, Chair of the Strategy, Operations and Finance Committee, ahead of the draft strategy

Page 3

CLIMATE AND ENVIRONMENT COMMITTEE MEETING MINUTES

8 APRIL 2025

being considered for public consultation at the Strategy, Operations and Finance Committee meeting of 15 May 2025.

10 TE WHAKAŪ I NGĀ ĀMIKI | CONFIRMATION OF MINUTES**10.1 CONFIRMATION OF MINUTES****COMMITTEE RESOLUTION CEC2025/13**

Moved: Mr Glen Olsen

Secunder: Cr Shelly Warwick

That the minutes of the Climate and Environment Committee meeting of 20 February 2025 be accepted as a true and correct record.

CARRIED

11 KARAKIA WHAKAMUTUNGA | CLOSING KARAKIA

At the invitation of the Chair, Cr Sophie Handford closed the meeting with karakia whakamutunga.

The Te Komiti Āhuarangi me te Taiao | Climate and Environment Committee meeting closed at 12.28pm.

.....
HEAMANA | CHAIRPERSON

10 KARAKIA WHAKAMUTUNGA | CLOSING KARAKIA

Kia tau ngā manaakitanga ki runga i a
tātou katoa,

May blessings be upon us all,

Kia hua ai te mākihikihi, e kī ana

And our business be successful.

Kia toi te kupu

So that our words endure,

Kia toi te reo

And our language endures,

Kia toi te wairua

May the spirit be strong,

Kia tau te mauri

May mauri be settled and in balance,

Ki roto i a mātou mahi katoa i tēnei rā

Among the activities we will do today

Haumi e! Hui e! Taiki e!

Join, gather, and unite! Forward together!